



**Gypsy and Traveller
Accommodation and Service Delivery Needs
in Greater Manchester – 2007/8**

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EXECUTIVE SUMMARY

- This research has been commissioned by Greater Manchester local authorities to inform the development of a Gypsy and Traveller Accommodation Strategy at district level which in turn will inform Local Housing and Homelessness Strategies, Supporting People Strategies and Local Development Frameworks across Greater Manchester. The research has been carried out by arc4 in partnership with the Northern Network of Travelling People. The staff of the “We’re Talking Homes” project were also actively engaged in supporting the study.
- The research methodology has comprised:
 - a comprehensive survey of Gypsies, Travellers and Showpeople across Greater Manchester;
 - Desktop analysis of existing documents and data;
 - A Key Stakeholder Forum with key professionals who have direct contact with local Gypsy and Traveller communities;
 - Consultation with Gypsies and Travellers, the Northern Network of Travelling People and the Showmen’s Guild through focus groups and correspondence
- Secondary and survey data have been used to derive an estimate of the Gypsy and Traveller population and the total number of households in Greater Manchester.
- A model for calculating pitch requirements based closely on CLG guidance has been developed. This:
 - Estimates the **current additional need** by estimating: the level of overcrowding on existing sites, the number of concealed households in Bricks and Mortar with a need or preference for a pitch on a site and the number of homeless households on unauthorised encampments
 - Forecasts the **projected need** that will result from household growth on sites
 - Estimates the **pitch supply** that will result from movement off sites
- The research has demonstrated that across Greater Manchester, there is a **current additional need of 416 pitches** and **projected need of a further 29 pitches**, allowing for household formation (to 2015). Taking account of the potential supply the **net estimated shortfall to 2015 is 381 pitches**. Table ES1 shows how this figure is broken down by individual district.
- Beyond this, it is estimated that an additional 102 pitches are required for Showpeople across Greater Manchester. This takes account of the considerable shortfall in the availability of sites indicated by ‘doubling up’ and unauthorised pitches and development. This figure may underestimate the true need as current pitch sizes are reported to be inadequate.

Table ES1 Pitch requirements to 2015 across Greater Manchester

| District | Current Need | Projected Need | Pitch Supply | Total Shortfall (to 2015) |
|--------------|--------------|----------------|--------------|---------------------------|
| Bolton | 46 | 3 | 7 | 42 |
| Bury | 46 | 4 | 5 | 45 |
| Manchester | 66 | 5 | 4 | 67 |
| Oldham | 24 | 2 | 0 | 26 |
| Rochdale | 54 | 4 | 7 | 51 |
| Salford | 44 | 3 | 8 | 39 |
| Stockport | 33 | 2 | 0 | 35 |
| Tameside | 16 | 1 | 0 | 17 |
| Trafford | 43 | 2 | 23 | 22 |
| Wigan | 45 | 3 | 9 | 39 |
| Total | 416 | 29 | 64 | 381 |

- A range of issues emerged from the research including:
 - Respondents were generally happy with their existing permanent sites, although conditions are not good especially on private rented sites;
 - Lack of play areas on sites was a significant area of concern;
 - The need for more space on pitches was particularly mentioned as a key area for improvement;
 - Almost half of the Gypsy and Traveller respondents living in houses reported that they would prefer to live in a trailer during the summer.
 - Research suggests that most, if not all, of the current unofficial encampments are a result of a shortage of permanent provision
 - There is a high level of support for the provision of transit sites and stopping places which allow for temporary stop-overs while travelling but there is a serious danger that, until the gap in permanent provision is addressed, any new transit site provision will simply fill up with permanent occupants
 - Gypsies, Travellers and Showpeople reported few support or wider service needs although there were significant references to their lack of access to doctors and dentists
 - About a quarter (23.8%) reported experiencing stress or getting down. The numbers reporting that they required medication to cope with their problem was twice the national average
 - Concerns were raised about individual, community and institutional discrimination, and included negative stereotyping in the settled communities, conflicts between settled and transitory Travelling communities on the same sites, Travellers' fear of abuse from neighbours, inconsistency in the treatment of people on unauthorised encampments across Greater Manchester, and a lack of any sub-regional approach to recording hate crime incidents against members of these communities;
 - Among Gypsies and Travellers themselves there were suggestions of discrimination on some sites against members of particular Travelling groups and communities, allegedly based on nepotistic site management.

There were also some suggestions that agencies and local authorities are prejudiced against Irish Travellers.

1.0 INTRODUCTION

Introductory comments and research objectives

- 1.1 Arc4 (formerly DCHR and abra) working in partnership with the Northern Network of Travelling People was commissioned in March 2007 to undertake a comprehensive assessment of the accommodation and wider service needs of Gypsies and Travellers in the Greater Manchester sub-region.
- 1.2 The overall objective of the research is to inform the development of a Gypsy and Traveller Accommodation Strategy at district level which in turn will inform Local Housing and Homelessness Strategies, Supporting People Strategies and Local Development Frameworks across Greater Manchester. The research will also provide intelligence to a wider range of stakeholders in the sub-region.
- 1.3 Key outputs from the research include:
- an accommodation needs assessment disaggregated to District level which includes a comprehensive assessment of existing and future accommodation and wider service needs;
 - an assessment of the current need for different types of accommodation available to the Gypsy and Travelling communities across the Greater Manchester sub-region;
 - an assessment of the mobility patterns and the drivers of mobility within communities;
 - an understanding of the demographic profile of the Gypsy and Traveller communities, household formation rates and routes into accommodation;
 - a tailored methodology for carrying out future accommodation needs assessments for the Greater Manchester authorities.
- 1.4 CLG Guidance suggests that the following definition of Gypsies and Travellers should be adopted for the purposes of the assessment:
- (a) Persons with a cultural tradition of nomadism or living in a caravan; and
 - (b) all other persons of a nomadic habit of life, whatever their race or origin,
 - (c) including:
 - (i) such persons who, on grounds only of their own or their family's or dependant's educational or health needs or old age, have ceased to travel temporarily or permanently; and
 - (ii) members of an organised group of travelling showpeople or circus people (whether or not travelling together as such).
- 1.5 This definition is specified in 'The Housing (Assessment of Accommodation Needs) (Meaning of Gypsies and Travellers) (England) Regulations 2006 '.

Geography

1.6 The study area is the Association of Greater Manchester Authorities sub-region of the North Western English region. This comprises the following local authorities:

- Bolton MBC
- Bury MBC
- Manchester CC
- Oldham MBC
- Rochdale MBC
- Salford CC
- Stockport MBC
- Tameside MBC
- Trafford MBC
- Wigan MBC

Report structure

1.7 This report is structure as follows:

Chapter 2 provides an overview of the research methodology;

Chapter 3 presents reviews the legislative and policy context of the research;

Chapter 4 reviews estimates of the Gypsy and Traveller population in Greater Manchester and the scale of existing site provision;

Chapter 5 provides a review of the current accommodation situation of Gypsies and Travellers across Greater Manchester and issues arising;

Chapter 6 focuses on current and future pitch requirements. The chapter includes a detailed assessment of drivers of demand, pitch supply and current shortfalls by local authority district;

Chapter 7 discusses travelling patterns and experiences, highlighting issues relating to transit sites;

Chapter 8 considers the wider service and support needs of Gypsies and Travellers including health and education;

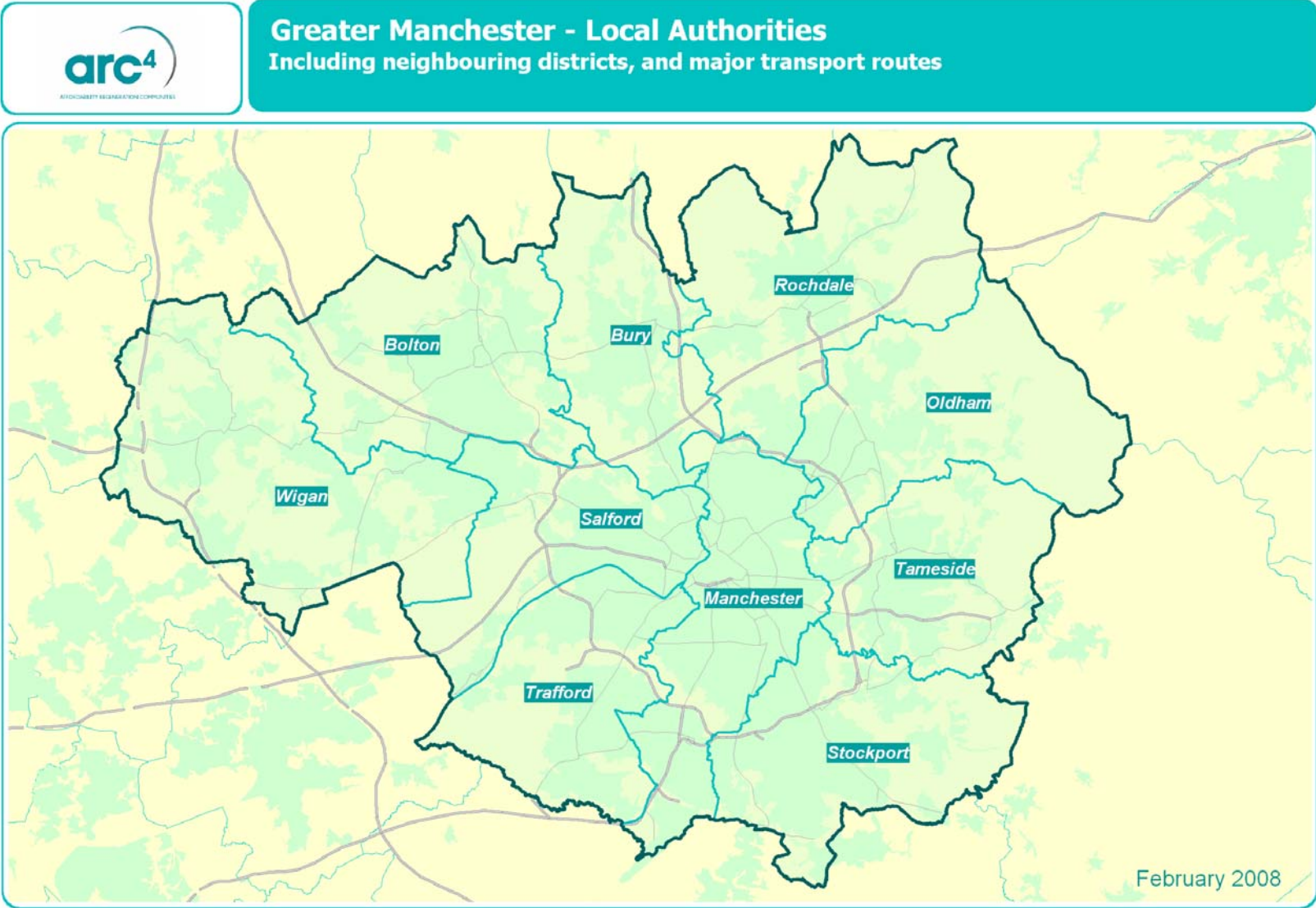
Chapter 9 concludes the research by summarising key outputs, recommendations for future monitoring and action points for local authorities and other stakeholders.

1.8 The report is accompanied by two Appendices:

Appendix A provides details of the legislative background underpinning accommodation issues for Gypsies and Travellers;

Appendix B provides a review of policy and guidance documents which have helped to shape this research and the outputs required.

Map 1.1 Greater Manchester sub-region: administrative boundaries



Map 1.2 Greater Manchester sub-region: detailed geography

 **Greater Manchester - Local Authorities**
Including neighbouring districts, and major transport routes
250k Base Geography



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2.0 ASSESSMENT METHODOLOGY

- 2.1 The primary fieldwork for this study comprised survey work with Gypsies and Travellers. This work was managed by the Northern Network of Travelling People (NNTP) and undertaken by Gypsy and Traveller fieldworkers and the Showmen's Guild of Great Britain (Lancashire Section). NNTP and the Showmen's Guild and other community representatives were involved in the design of questionnaires and in the recruitment of fieldworkers. A total of 471 interviews were secured through a process of quota sampling which divided the sample by local authority district, ethnicity (Gypsy, Irish Traveller, Showpeople) and place of residence (on sites, on unofficial encampments and in bricks and mortar accommodation).
- 2.2 Overall, the sample secured is one of the highest (if not the highest) in studies of this nature, making this one of the most statistically robust GYPSY AND TRAVELLER surveys undertaken to date. The pitch analysis provides a specific breakdown of current shortfalls and future requirements by individual local authority.
- 2.3 Beyond this, a range of complementary research methods were used in the study to support the survey work and permit the triangulation of results. This included:
 - Desktop analysis of existing documents and data;
 - Development of databases of authorised and unauthorised sites;
 - A Key Stakeholder Forum with key professionals who have direct contact with local Gypsy and Traveller communities;
 - Consultation with Gypsies and Travellers, the Northern Network of Travelling People and the Showmen's Guild through focus groups and correspondence.
- 2.4 Good practice guidance and evidence from other studies emphasises that building trust with Travelling communities is a prerequisite of meaningful research. In this case it has been achieved by using interviewers from Gypsy, Traveller and Travelling Showpeople communities to conduct the interviews, by engaging with Gypsy and Traveller groups, and by using local resources and workers to make links; working closely with officers who have already established a good relationship.
- 2.5 We have also used the following sources of information:
 - The bi-annual caravan count for CLG
 - Records of local authority managed sites
 - Historical information about unauthorised encampments and developments
 - Traveller Education records
- 2.6 The assessment of pitch requirements has been calculated by utilising secondary source information and the results of the sample survey. The overall

population has been calculated through secondary sources but current and anticipated behaviour has been assessed through the survey.

- 2.7 A model for calculating pitch requirements based closely on CLG guidance has been developed. This:
- Estimates the **current need** by estimating: the level of overcrowding on existing sites, the number of concealed households in Bricks and Mortar with a need or preference for a pitch on a site and the number of homeless households on unauthorised encampments
 - Forecasts the **projected need** that will result from household growth on sites
- 2.8 Estimates the **pitch supply** that will result from movement off sites.
- 2.9 A detailed explanation of the analysis of pitch requirement is contained in section 6.

3.0 LEGISLATIVE AND POLICY CONTEXT

3.1 This research is grounded in an understanding of how the national legislative and policy context has affected Gypsy and Traveller communities to date.

Legislative background

3.2 Since 1960, three Acts of Parliament have had a major impact on Gypsies and Travellers

- The 1960 Caravan Sites and Control of Development Act;
- Caravan Sites Act 1968 (Part II); and the
- 1994 Criminal Justice and Public Order Act

3.3 The 1994 Criminal Justice and Public Order Act abolished all statutory obligations to provide accommodation, discontinued Government grants for sites and made it a criminal offence to camp on land without the owner's consent.

3.4 Since the 1994 Act, the only places where Gypsies and Travellers can legally park their trailers and vehicles are:

- Council Gypsy caravan sites;
- Privately owned land with appropriate planning permission;
- Land with established rights of use, other caravan sites or mobile home parks by agreement or licence along with land required for seasonal farm workers

3.5 The 1994 Act has resulted in increased pressure on available sites and resulted in further reviews of law and policy culminating in the Housing Act 2004 which has placed a requirement (s.225) on local authorities to access Gypsy and Traveller accommodation needs.

3.6 More detail on the legislative background affecting Gypsies and Travellers can be found at Appendix A.

Policy background

3.7 A considerable range of guidance documents have been prepared by Central Government to assist local authorities discharge their strategic housing and planning functions. As part of this research, we have carried out a comprehensive literature review which is presented at Appendix B. This reviews documents and research which either relates specifically to Gypsies and Travellers or make reference to them. In summary, the documents reviewed are:

- DCLG Guidance on Gypsy and Traveller Accommodation Needs Assessments, October 2007 ;
 - ODPM Circular 01/2006 - Planning for Gypsy and Traveller Caravan Sites
 - ODPM Gypsy and Traveller Unit - Local Authorities and Gypsy & Travellers Guide to responsibilities and Powers, 2006
 - Guide to Effective Use of Enforcement Powers - Part 1: Unauthorised Encampments: ODPM Gypsy and Traveller Unit, 2006
 - ODPM Gypsy and Traveller Unit - Gypsy and Traveller Accommodation Assessments - Draft Practice Guidance, 2006
 - Local Authorities and Gypsies and Travellers: A Guide to Responsibilities and Powers
 - A Decent Home: Definition and Guidance for Implementation, June 2006 Update
 - DETR - Planning Policy Guidance Note No. 3: Housing
 - ODPM Consultation Paper on a New Planning Policy Statement 3 (PPS3): Housing, December 2005
 - The Provision and Condition of Local Authority Gypsy / Traveller Sites in England
 - Common Ground: Equality, good race relations and sites for Gypsies and Irish Travellers, Commission for Racial Equality, May 2006
 - Gypsies and Travellers 2004-2007 Strategy, Commission for Racial Equality, 2004
 - CRE Submission to the Good Childhood Inquiry, 2006
 - At What Cost, Clements and Morris, 2002
 - Report of the LGA Gypsy and Traveller Task Group, May 2006
 - Out in the Open - Providing Accommodation, Promoting Understanding and Recognising Rights of Gypsies and Travellers, Building and Social Housing Foundation, June 2007
- 3.8 Overall, this range of statutory documentation, advisory and guidance notes along with accepted good practice has helped set a broad context in which this particular piece of research is positioned.
- 3.9 Some of the key themes to emerge from the review of relevant literature includes:
- Recognising the long-standing role Gypsies and Travellers have played in society and how prejudice and legislative changes have increasingly marginalised this distinctive ethnic group;
 - A recognised shortage of pitches on Gypsy and Traveller sites;
 - The importance of understanding Gypsy and Traveller issues in the context of housing and planning policy development at national, regional, sub-regional and local levels;

- Recognising that Gypsies and Travellers are the most socially excluded group in society and are particularly susceptible to a range of inequalities relating to health, education, law enforcement and quality of accommodation;
- Recognising the considerable prejudice and discrimination that is faced by Gypsy and Traveller communities – “The last acceptable form of racism” as Trevor Phillips put it.
- A need for better communication and improved understanding within Gypsy and Traveller Communities themselves; and between Gypsy and Traveller communities and Elected Members, service providers and permanently settled communities.

4.0 THE CURRENT PICTURE: POPULATION AND PITCH AVAILABILITY

Population Estimates

Gypsies and Travellers

- 4.1 A recent report from the Commission for Racial Equality (CRE) suggests that nationally the Gypsy and Traveller population accounts for 0.6% of the population (CRE, 2006). It is, however, not possible to determine how this population is distributed across the country although there are known concentrations of Gypsy and Traveller communities in many parts of the country including Greater Manchester. Table 4.1 provides a crude estimate of the population across Greater Manchester based upon the CRE figure. The survey results suggest that the average household size for the Gypsy and Traveller population is 2.7 and this has been used to generate an estimate of the number of households.

Table 4.1 Estimate of Gypsy and Traveller Population (based on CRE, 2007)

| District | Total Population (000s) | Estimates of Gypsy and Traveller: | |
|--------------|----------------------------|-----------------------------------|-------------|
| | | Population (0.6%) | Households |
| Bolton | 262.4 | 1,574 | 583 |
| Bury | 182.9 | 1,097 | 406 |
| Manchester | 452.0 | 2,712 | 1,004 |
| Oldham | 219.6 | 1,318 | 488 |
| Rochdale | 206.5 | 1,239 | 459 |
| Salford | 218.0 | 1,308 | 484 |
| Stockport | 280.6 | 1,684 | 624 |
| Tameside | 214.4 | 1,286 | 476 |
| Trafford | 211.8 | 1,271 | 471 |
| Wigan | 305.5 | 1,833 | 679 |
| Total | 2,553.7 | 15,322 | 5675 |

- 4.2 As there is no guarantee that the size of the Gypsy and Traveller population reflects that of the assumed national average nor that the population is equally distributed across the sub-region, an alternative estimate has been derived from the number of Gypsy and Traveller children known to the various Traveller Education Services that operate across Greater Manchester. This estimate has been made by inference by adapting the standard calculation of 2.6 pupils per

year group to 100 households¹. As the survey indicates that the average number of children per family is almost exactly twice that of the rest of the population the ratio has been adjusted to 5.2. Taking ten year groups the calculation assumes 100 households per 52 pupils.

- 4.3 Gypsies and Travellers face considerable prejudice and discrimination and there is an understandable reluctance to report cultural identity. The number of Gypsy and Traveller children known to schools is therefore limited so the figures could be an underestimate of numbers. They are, however, arguably more accurate than other population based figures.

Table 4.2 Alternative estimate of Gypsy and Traveller households based on number of children and household size assumptions

| District | Children known to Traveller Education | Est of households |
|------------|---------------------------------------|-------------------|
| Bolton | 90 | 173 |
| Bury | 73 | 140 |
| Manchester | 321 | 617 |
| Oldham | 40 | 77 |
| Rochdale | 84 | 162 |
| Salford | 111 | 213 |
| Stockport | 10 | 19 |
| Tameside | 59 | 113 |
| Trafford | 30 | 58 |
| Wigan | 61 | 117 |
| Total | 879 | 1690 |

- 4.4 These figures are widely divergent from the estimates based on national assumptions. The main issue is the number of Gypsies and Travellers in housing. It may well be that there are significant numbers of people of Gypsy or Traveller descent living in houses who are unknown to Traveller Education providers. This may reflect low levels of 'self-identification' by parents and/or a lack of communication between schools and Traveller Education personnel. Nevertheless, for the purposes of analysing pitch requirements, it is the figure derived in this way that has been adopted because those in houses who are picked up by Traveller Education, and in the survey fieldwork are, more likely to be practising (or have a desire to practise) a traditional way of life. There is a danger of overestimating need by adopting the 0.6% estimate uncritically.

Showpeople

- 4.5 There are an estimated 420 households in this community across Greater Manchester although as Table 4.3 shows they are not equally distributed across the sub-region; with no recorded cases of Showpeople living in the Oldham, Rochdale, Stockport and Trafford local authority areas.

¹ The standard formula which explains the normal relationship between households to school age children (EDICT, 2004)

Table 4.3 Showpeople Households in Greater Manchester

| District | No. of Showpeople |
|--------------|-------------------|
| Bolton | 117 |
| Bury | 19 |
| Manchester | 72 |
| Salford | 118 |
| Tameside | 42 |
| Wigan | 46 |
| Total | 420 |

Source: Derived from Power and Showmen’s Guild of Great Britain (2007)

Caravan Counts and Authorised Pitches

- 4.6 Snapshot counts of the number of Gypsy and Traveller caravans were requested by the Government in 1979, and are made by Local Authorities on a voluntary basis every January and July. Their accuracy varies between Local Authorities and according to how items of information are included in the process. A major criticism is the non-involvement of Gypsies and Travellers themselves in the counts. However, the counts conducted on a single day (twice a year) effectively provide the only systematic source of information on the numbers and distribution of Gypsy caravans and families.
- 4.7 A major review of the counting system was undertaken by ODPM in 2003, which made a number of recommendations and improvements have been made to the process as Gypsy and Traveller issues have gained a higher profile. Only the most recent figures are reported below as those before this date appear less reliable.
- 4.8 Figure 4.1 shows the reported figures for January and July 2007 together with the current estimate of authorised pitches. Not all of the difference may be explained by unauthorised encampments or developments as there may be more than one trailer per pitch and in the case of households doubling up on pitches there could be several trailers. There is an apparent inconsistency between authorities over the inclusion or otherwise of Showpeople’s yards. Gypsies and Travellers living on sites may not be present, for obvious reasons, on the days in which the counts are conducted.
- 4.9 Across the study area as a whole, the trend from July 2005 to July 2007 is up by 12.9%, from the Caravan Count of 348 caravans in July 2005 in January 2005 to 393 in July 2006 (See Figure 4.2 below). By contrast, the Caravan Count suggests that numbers across the North West Region have grown from 1316 to 1432 over the same period, representing an increase of 8.3%. This may, however, simply reflect improvements in the counting that have been implemented in recent years.

Figure 4.1 Bi-annual Caravan Count and Authorised Pitches

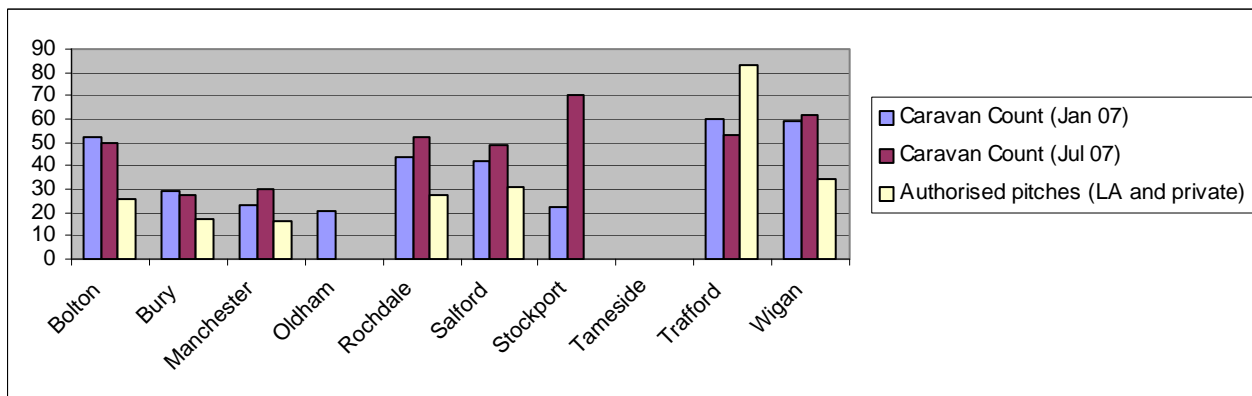
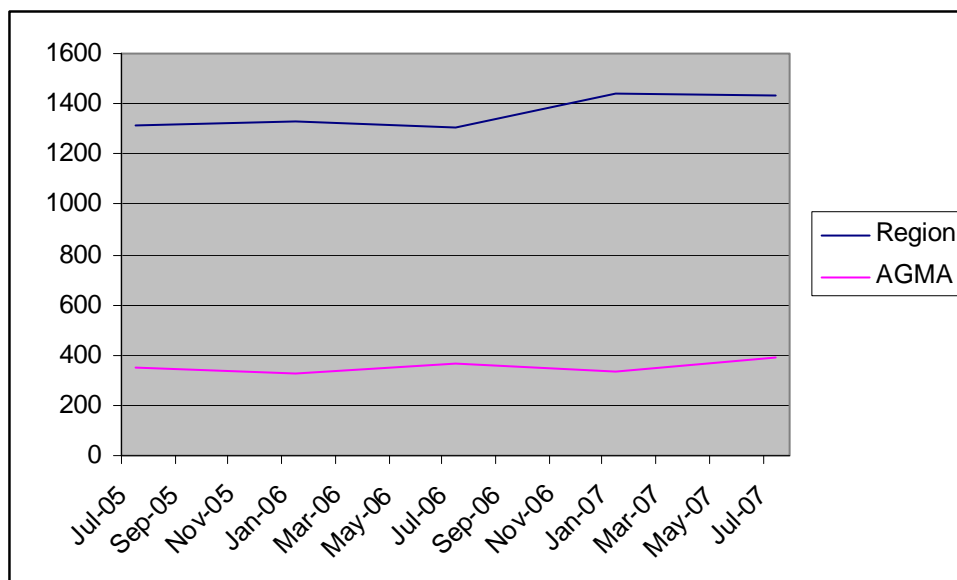


Figure 4.2 Caravan Count in Greater Manchester and the North West: July 2005 - July 2007



4.10 Over a quarter (27%) of all the trailers recorded in the Caravan Count within the North West Region in July were in the Greater Manchester sub-region. The number of trailers counted has increased from 348 in July 2005 to just under 400 in July 2007 but it is not clear to what extent this represents a growth in the population or simply improved recording.

4.11 There are ten authorised Gypsy and Traveller sites across Greater Manchester. There is currently no Gypsy and Traveller sites in Oldham, Tameside and Stockport.

Table 4.? Authorised Gypsy and Traveller Sites in Greater Manchester

| LA | Ownership | Site | Pitches |
|---------------------------|-----------|---|---------|
| Bolton | LA | Crompton Lodge | 26 |
| Bury | LA | Fernhill | 17 |
| Manchester | LA | Dantzic Street | 16 |
| Rochdale | LA | Roch Vale | 27 |
| Salford | LA | Duchy Road (incl 15 transit but long LOR) | 31 |
| Trafford | Private | Partington (incl. 15 transit) | 65 |
| Trafford | Private | Carrington | 18 |
| Wigan | Private | Bickershaw Lane (incl. 12 transit) | 16 |
| Wigan | Private | Little Lane | 15 |
| Wigan | Private | Aspull Common | 3 |
| Greater Manchester | | | 234 |

4.12 There are 19 authorised Showpeople sites across Greater Manchester. There are no Showpeople sites in Oldham, Rochdale, Stockport and Trafford.

Table 4.? Authorised Showpeople Sites

| Location | Pitches |
|-------------------------------------|----------------|
| Bolton(Mill Hill St. site) | 8 |
| Bolton(Mill Hill Park site) | 18 |
| Bolton(Lodge View site) | 22 |
| Bolton(Fylde St. site) | 6 |
| Bolton(Riverside site) | 22 |
| Bolton(Hart Common site) | 12 |
| BOLTON TOTAL | 88 |
| Bury(School St. site) Perm | 10 |
| Bury(School St. site) Temp | 10 |
| BURY TOTAL | 20 |
| Manchester(Crumpsall site) | 18 |
| Manchester(Collingham St. - site A) | 7 |
| Manchester(Collingham St. - site B) | 50 |
| MANCHESTER | 75 |
| Salford(Little Hulton site) | 25 |
| Salford(Duchy Rd. site) | 24 |
| Salford(Clarence St. site) | 50 |
| SALFORD | 99 |
| Tameside (Hyde site) | 28 |
| Tameside (Catherine St. site) | 2 |
| Tameside (Milton St. site) | 8 |
| TAMESIDE | 38 |
| Wigan (Hindley site) | 10 |
| Wigan(Atherton site) Perm | 20 |
| Wigan(Atherton site) Temp | 6 |
| WIGAN | 36 |
| Greater Manchester Total | 356 |

5.0 CURRENT ACCOMMODATION SITUATION

- 5.1 This chapter reviews the current accommodation circumstances of Gypsies and Travellers across Greater Manchester. It includes a review of authorised sites and issues arising along with a discussion of issues relating to Gypsies and Travellers living in bricks and mortar accommodation.
- 5.2 In the survey

Authorised Sites - Current Provision

Tenure

- 5.3 A total of 83% of the sample were living in rented accommodation. 45.5% were on local authority pitches, 29.5% on privately-owned pitches with planning permission, and 8% (nearly 10% of the renting total) were renting pitches privately without planning permission.
- 5.4 Nearly 11% of respondents were living on their own land, half with and half without planning permission. This is significantly lower than the commonly-quoted national figure of one-third (TLRP, 2007). It also indicates considerable potential for increasing the percentage of Gypsies and Travellers who are able to live with planning permission on their own land, and reinforces the need for local support for Travelling people in submitting planning applications.

Table 5.1 Tenure of respondents on sites (Gypsy and Traveller)

| Type of pitch | Number | % |
|---|--------|------|
| Own land (with planning permission) | 6 | 5.4 |
| Own land (no planning permission) | 6 | 5.4 |
| Rent pitch from Council | 51 | 45.5 |
| Rent pitch privately (with planning permission) | 33 | 29.5 |
| Rent pitch privately (no planning permission) | 9 | 8 |
| Other: | 7 | 6.3 |
| Total | 112 | 100 |

- 5.5 All of the Showpeople's sites are privately owned with the smaller sites being owner occupied often by extended families.

CLG Design Guidance

- 5.6 Draft Guidance from CLG suggests among other things that there must be amenity building on each pitch and that this must include, as a minimum: hot and cold water supply; electricity supply; a separate toilet; a bath/shower room; a kitchen and dining area. The access to the toilet should be through a lobbied area. The amenity building must include: secure storage space for harmful substances/medicines; enclosed storage for food, brooms, washing, cleaning items etc; and space for connection of cooker, fridge/freezer and washing machine. The inclusion of a day/living room in the amenity unit is recommended. The day/living room could be combined with the kitchen area to provide a kitchen/dining/lounge area. It is desirable that the day/living room should not be part of essential circulation space, nor contain essential storage.
- 5.7 The Guidance also maintains that the design and construction of amenity buildings must meet the requirements of the current Building Regulations, Housing Corporation Design and Quality Standards, the Institution of Electrical Engineers regulations, and the Local Water Authority. Materials used must comply with the relevant British Standard Specifications and Codes of Practice and must provide for durable and low maintenance buildings. Its construction should be sympathetic to local architecture, attractive and of a domestic nature.
- 5.8 It is also recommended that amenity buildings incorporate cost effective energy efficiency measures. The building layout and construction should be designed to maximise energy conservation and the use of passive solar gain. All mechanical and electrical systems should be as energy efficient as possible. Consideration should be given to the insulation of plumbing systems, the use of low energy light fittings and appropriate heating and ventilation systems. Any opportunities for using energy from renewable sources should be considered. It is desirable to produce an assessment of materials and construction techniques proposed for the site against standards set out in 'The Green Guide to Housing Specification'.

Gypsy and Traveller Sites

Facilities provided on pitch (authorised sites)

- 5.9 There are marked differences between local authority and authorised private sites in the facilities provided for respondents on their own pitches. Most obviously, 56% of local authority residents have access to a shower or bath on pitch, while only 24% of private residents have similar facilities. 90% of local authority residents have access to a toilet, and 74% to a kitchen on pitch, compared with 55% and 6% respectively of private residents. The facilities where there is better provision on private pitches are laundry and drying facilities and living rooms.

Table 5.2 Facilities provided on pitch

| Facility | Pitch type | | |
|---------------------|-------------------|-----------|---------|
| | Local Authority % | Private % | Total % |
| Slab | 98.0 | 90.9 | 95.2 |
| Shed | 86.0 | 48.5 | 71.1 |
| Kitchen | 74.0 | 6.1 | 47.0 |
| Laundry | 2.0 | 9.1 | 4.8 |
| Laundry Drying Area | 2.0 | 18.2 | 8.4 |
| Bath | 36.0 | 0.0 | 21.7 |
| Shower | 76.0 | 24.2 | 55.4 |
| Toilet | 90.0 | 54.5 | 75.9 |
| Living Room | 0.0 | 6.1 | 2.4 |
| Total | 100.0 | 100.0 | 100.0 |

Amenities provided elsewhere on site (authorised sites)

5.10 Generally, facilities not provided on pitch are provided elsewhere on site. However, nine residents on private sites indicated that they had no access to a toilet on site, while 24% of private site residents had access to an amenity block, and 20% of local authority residents had access to a communal meeting area. However, only 2.4% of combined residents had access to a play area. Play areas have been identified as necessary by some residents:

- 'Site is okay but not child friendly. No play areas';
- 'We could do with more parking space - it would be safer for kids to play instead of around motors';
- 'Need place for kids to play away from motors';
- 'No safe place for kids to play';
- 'No safe place on site for kids to play';
- 'Nowhere separate for kids to play, only around.'

5.11 Similarly, participants in the Key Stakeholder Forum identified this as an important issue for provision on sites.

5.12 Participants at the Key Stakeholder Forum identified a need for:

- Meeting space
- Educational and quiet space
- Internet access were identified as needs for all sites.

Table 5.3 Amenities provided elsewhere on site

| Amenity | Pitch type | | |
|-------------------------|-------------------|-----------|---------|
| | Local Authority % | Private % | Total % |
| Amenity Block | 0.0 | 24.2 | 9.6 |
| Toilets | 2.0 | 48.5 | 20.5 |
| Showers | 2.0 | 27.3 | 12.0 |
| Laundry | 0.0 | 18.2 | 7.2 |
| Car Parking | 8.0 | 18.2 | 12.0 |
| Space For Storing Loads | 6.0 | 6.1 | 6.0 |
| Play Area | 4.0 | 0.0 | 2.4 |
| Communal Meeting Area | 20.0 | 0.0 | 12.0 |
| Total | 100.0 | 100.0 | 100.0 |

- 5.13 There is some indication from the survey that up to 23 households on private sites lack access to any washing facilities. Of these a majority identify themselves as living in Trafford MBC.

Repairs and improvements

- 5.14 There were no significant differences between local authority and private tenants' views on necessary improvements to their homes. The highest priorities of both groups were the need for more space on pitches, and for improvements in kitchen and bathroom facilities.

Table 5.4 Repairs or improvements needed

| Repair required | Pitch type | | |
|---------------------|-------------------|-----------|---------|
| | Local Authority % | Private % | Total % |
| More Space On Pitch | 26.0 | 18.2 | 22.9 |
| Slab/Drive | 14.0 | 9.1 | 12.0 |
| Roof | 2.0 | 0.0 | 1.2 |
| Doors/Windows | 4.0 | 3.0 | 3.6 |
| Kitchen Facilities | 22.0 | 18.2 | 20.5 |
| Bathroom Facilities | 24.0 | 18.2 | 21.7 |
| Total | 100.0 | 100.0 | 100.0 |

- 5.15 There is a marked difference in response between those living on local authority sites, only 25% of whom rate their home as 'very good', and those living on private sites, 69% of whom rate their home as 'very good'. 12% of local authority tenants rate their homes as 'poor', while only 6% of private tenants use a similar rating.

Table 5.5 State of repair

| Provider | Very Good | Good | Neither Good nor Poor | Poor | Very Poor | Total |
|---|-----------|------|-----------------------|------|-----------|-------|
| Rent pitch from Council | 24.5 | 28.6 | 32.7 | 12.2 | 2.0 | 100.0 |
| Rent pitch privately (with planning permission) | 68.8 | 9.4 | 9.4 | 6.3 | 6.3 | 100.0 |
| Total | 42.0 | 21.0 | 23.5 | 9.9 | 3.7 | 100.0 |

- 5.16 Participants at the Key Stakeholder forum reported that there were poor condition of sites in some locations. It was suggested that there was a lack of budgets for cyclical site maintenance. This lack of local authority funding was seen as a major problem. In some cases rent money was not being recycled into sites and that no other funding was available to maintain sites.

Space Requirements

- 5.17 Responses to the questions about the size of pitches and facilities required were broadly similar between local authority and private site respondents. The lowest level of satisfaction is with space available for trailers, wagons, vehicles and loads.

Table 5.6 Do you feel you have enough space?

| Space requirement | Provider | Yes % | No % | Total % |
|--|---|-------|------|---------|
| For your trailers, wagons, vehicles and loads | Rent pitch from Council | 65.3 | 34.7 | 100.0 |
| | Rent pitch privately (with planning permission) | 65.6 | 34.4 | 100.0 |
| | Total | 65.4 | 34.6 | 100.0 |
| In your own amenity block (shed) | Rent pitch from Council | 79.5 | 20.5 | 100.0 |
| | Rent pitch privately (with planning permission) | 70.6 | 29.4 | 100.0 |
| | Total | 77.0 | 23.0 | 100.0 |
| On your pitch | Rent pitch from Council | 67.4 | 32.6 | 100.0 |
| | Rent pitch privately (with planning permission) | 73.9 | 26.1 | 100.0 |
| | Total | 69.6 | 30.4 | 100.0 |
| On your site/yard | Rent pitch from Council | 75.0 | 25.0 | 100.0 |
| | Rent pitch privately (with planning permission) | 68.4 | 31.6 | 100.0 |
| | Total | 72.3 | 27.7 | 100.0 |

Satisfaction with warden/landlord

- 5.18 Some 62% of private and local authority tenants expressed themselves either satisfied or very satisfied with their warden or landlord, with only 14% expressing any level of dissatisfaction.

Table 5.7 How satisfied are you with your warden/landlord?

| Level of satisfaction | Landlord | | |
|------------------------------------|----------------------|---|-----------|
| | Rent pitch from LA % | Rent pitch privately (with planning permission) (%) | Total (%) |
| Very Satisfied | 12.8 | 40.6 | 24.1 |
| Satisfied | 48.9 | 21.9 | 38.0 |
| Neither Satisfied nor Dissatisfied | 29.8 | 15.6 | 24.1 |
| Dissatisfied | 4.3 | 15.6 | 8.9 |
| Very Dissatisfied | 4.3 | 6.3 | 5.1 |
| Total | 100.0 | 100.0 | 100.0 |

Overcrowding

- 5.19 Compared with private tenants, some three times the number of local authority site respondents identified their home as overcrowded. However, overcrowding was not seen as a problem by a very high percentage of respondents.

Table 5.8 Do you think your home is overcrowded?

| Landlord | Yes (%) | No (%) | Total (%) |
|---|---------|--------|-----------|
| Rent pitch from Council | 10.2 | 89.8 | 100.0 |
| Rent pitch privately (with planning permission) | 3.1 | 96.9 | 100.0 |
| Total | 7.4 | 92.6 | 100.0 |

Facilities shared with other households

- 5.20 Overall there is a low level of shared facility use. However, the incidence of shared use for toilets is relatively high at 9 (1 local authority and 8 private). This should also be seen in the light of the apparent lack of access to any washing facilities outlined in para 5.6.

Table 5.9 Facilities shared with other households

| Facility | Rent pitch from LA (No.) | Rent pitch privately (with planning permission) (No.) | Total number |
|--------------|--------------------------|---|--------------|
| Bathroom | 1 | 0 | 1 |
| Toilet | 1 | 8 | 9 |
| Kitchen | 2 | 0 | 2 |
| Laundry | 1 | 3 | 4 |
| Total | 5 | 11 | 16 |

Cost of accommodation

- 5.21 35.5% of local authority site tenants pay between £46 and £50 rent per week. A further 55% pay between £51 and £75 per week, with none paying more than £110 per week.
- 5.22 Private site rents are generally higher, with 38% paying from £76 to £110 per week and 25% paying more than £110 per week.

Table 5.10 How much does your home cost per week?

| | LA site | Private Site | Total |
|--------------|---------------|---------------|---------------|
| £31 - £35 | | 12.5% | 2.6% |
| £46 - £50 | 35.5% | 12.5% | 30.8% |
| £51 - £55 | 25.8% | | 20.5% |
| £56 - £60 | | 12.5% | 2.6% |
| £66 - £70 | 3.2% | | 2.6% |
| £71 - £75 | 25.8% | | 20.5% |
| £76 - £80 | | 25.0% | 5.1% |
| £81 - £90 | 6.5% | | 5.1% |
| £101 - £110 | 3.2% | 12.5% | 5.1% |
| Over £110 | | 25.0% | 5.1% |
| Total | 100.0% | 100.0% | 100.0% |

- 5.23 It was not deemed culturally sensitive to ask about income in the survey so it has not been possible to calculate the proportion of the population with unaffordable accommodation costs.

Cost of services

- 5.24 Care was taken to ask about affordability of services in inoffensive terms. Respondents were asked whether they felt the costs were ok for them or not. A significant majority of all respondents found the cost of services to be acceptable, however, the costs of gas on private sites in particular was noted to be a problem.

Table 5.11 Cost of services

| | OK | Not OK | Total |
|--------------------|------|--------|-------|
| Electricity | | | |
| LA Site | 83.7 | 16.3 | 100 |
| Private Site | 50 | 50 | 100 |
| Gas | | | |
| LA Site | 79.6 | 20.4 | 100 |
| Private Site | 31.6 | 68.4 | 100 |
| Oil | | | |
| LA Site | 62.5 | 37.5 | 100 |
| Private Site | 100 | | 100 |
| Water | | | |
| LA Site | 86.2 | 13.8 | 100 |
| Private Site | 64.7 | 35.3 | 100 |

Safety and Security

- 5.25 Site safety and security issues on sites were raised by participants in the Key Stakeholder forum. Participants suggested that ‘hate crime’ is not reported, despite facilities to self-report anonymously. Other issues highlighted included the need for:
- site entrance barriers and fob-operated front gates
 - fenced individual plots
 - identified spaces free from dogs
 - site fire safety
 - smaller sites near established residential areas to reduce conflict with neighbouring residents.
- 5.26 Only 10% of survey respondents living on authorised sites, however, indicated that they did not feel safe in their current neighbourhood.
- 5.27 Participants at the Key Stakeholder forum referred to conflict between settled and transitory communities on the same sites along with Travellers’ fear of abuse from neighbours.

Gypsies and Travellers in Houses

- 5.28 Based on traveller education records, it is estimated that at least 90% of the Gypsy and Traveller population in Greater Manchester live in ‘bricks and mortar’ accommodation.
- 5.29 Key Stakeholders stressed that Travellers who live in houses tend to live in poorer quality housing. They linked these conditions with mental health problems. It was stressed that bricks and mortar accommodation is not suitable for all Travelling people.

- 5.30 There are difficulties in identifying Travelling people living in bricks and mortar homes. The survey sample of housed Gypsies and Travellers included a range of representatives of different tenures.

Table 5.12 Tenure of sample in housing (Percent)

| Tenure | % |
|-------------------------------|------|
| Rent from Council | 21.2 |
| Rent privately | 38.5 |
| Rent from Housing Association | 6.1 |
| Own home | 31.3 |
| Other: | 2.8 |
| Total | 100 |

- 5.31 Only 5.1% of respondents in houses were of the view that their home was in a poor state of repair.

Table 5.13 State of Repair of houses

| State of Repair | % |
|-----------------------|------|
| Very Good | 32.8 |
| Good | 38.5 |
| Neither Good nor Poor | 23.6 |
| Poor | 4 |
| Very Poor | 1.1 |
| Total | 100 |

- 5.32 Around 6.7% of those living in houses indicated that they were overcrowded and the sharing of facilities with other households was reported (see Table 5.16)

Table 5.17 Sharing facilities

| Facility | % |
|----------|-----|
| Bathroom | 6.4 |
| Toilet | 8.0 |
| Kitchen | 5.3 |
| Laundry | 5.3 |

- 5.33 The cost of housing (excluding services) for Gypsies and Travellers in bricks and mortar housing is much higher than that for those living in trailers on sites. Almost three quarters of respondents in housing reported that their housing costs were over £100 per week.

Safety and security

- 5.34 Around 90% of survey respondents living in 'bricks and mortar' indicated that they felt safe in their neighbourhood.

Preference for living in a trailer

- 5.35 A third of the respondents who were currently living in bricks and mortar housing expressed a preference for living in trailers all year around but 60% wished to live in 'bricks and mortar' accommodation during the winter months.

Table 5.19 Satisfaction with houses

| Views about housing | % |
|-------------------------|-------|
| Happy with house | 50.6 |
| Prefer trailer or wagon | 49.4 |
| Total | 100.0 |

- 5.36 When those who indicated that they were satisfied with conventional housing were asked why, it was common for respondents to say they liked the permanence and that they were not constantly being moved on. While some felt more secure, others suggested that they were happy despite feeling 'locked in'.
- 5.37 Given the estimated shortage of pitches on permanent sites across Greater Manchester there is a strong possibility that Gypsies and Travellers are living in houses not by choice but because there are limited alternatives available to them.

Showpeople Sites

Facilities

- 5.38 Showpeople households are normally responsible for the provision of their own amenities on sites. If renting privately then they are normally provided with a slab and 95% of survey respondents indicated that they were provided with a slab on their yard. Only one household reported the provision of any other amenities located on their slab.
- 5.39 The facilities provided elsewhere on Showpeople's yards were limited to car parking, space for storing loads and in one case only a play area.

Overcrowding

- 5.40 A very high level of overcrowding was reported by respondents. Showpeople respondents were more than six times more likely to describe their home as overcrowded than Gypsies or Travellers.
- 5.41 This perspective is reflected in responses about repairs or improvements that are needed. While Showpeople were almost two times more likely to report dissatisfaction with the state of repair of their sites this clearly related to the issue of available space. Most (55%) reported a need for more space on their pitch, while 13% suggested repairs or improvements were needed on their slab or drive.
- 5.42 Almost three quarters (73.7%) reported that they did not have enough space for their vehicles and loads - 60% said there was insufficient space on their pitch and 70% in their amenity block.

5.43 Only a very small number (2 respondents) reported that they had to share amenities with another household.

6.0 PITCH REQUIREMENTS

- 6.1 This chapter reviews the overall pitch requirements of Gypsies and Travellers by local authority area. It takes into account current supply and demand and future demand based on modelling of data as advocated by the CLG. Requirements for Gypsies and Travellers and Showpeople are reviewed. This chapter also considers planning issues, in particular, the experience of Gypsies and Travellers who have purchased land to provide private pitch provision.
- 6.2 The shortage of sites for Gypsies and Travellers is known nationally (Keightley, 2007) and it was acknowledged by participants at the Key Stakeholder forum that existing sites had little if any capacity to accommodate existing demand. Less is known about the needs of Travelling Showpeople but it was recognised that the communities are separate and have a preference for different rather than shared sites.
- 6.3 Concern was expressed at the Key Stakeholder forum that Gypsies, Travellers and Showpeople had been unable to gain planning permission to occupy their own land.

Calculation of Gypsy and Traveller Sites - Pitch Requirements

- 6.4 The calculation of pitch requirements is based on CLG modelling as advocated in Gypsy and Traveller Accommodation Assessment Guidance (CLG, 2007).

The Gypsy and Traveller Accommodation Needs Assessment Guidance

- 6.5 The CLG Guidance requires an assessment of the current needs of Gypsies and Travellers and a projection of future needs.
- 6.6 The Guidance advocates the use of a survey to supplement secondary source information and the results from the survey it suggests should be used to derive some of the key supply/demand factors.

Current need

- 6.7 Through the assessment it should be possible to identify:
- the number of Gypsy and Traveller households that have or are likely to have accommodation need to be addressed, either immediately, or in the foreseeable future;
 - a broad indication of where there is a demand for additional pitches;
 - the level and types of accommodation required for this need to be suitably addressed;
 - the level of unauthorised development which, if planning permission is not approved, is likely to swell the scale of need.
- 6.8 The assessment of current need should, in line with the guidance, take account of existing supply and demand. In the CLG model, current residential supply refers to local authority residential sites and authorised privately owned sites. A modified net stock approach is adopted that accounts for some of the flows in

and out of site based accommodation. Supply is calculated by adding occupied and vacant pitches to an estimate of 'relets' for the current year. The guidance suggests that this is based on the number of survey respondents expressing a desire to live in housing. Allowance should also be made where relevant for any new local authority provision and for new permission granted for private sites.

6.9 In this assessment we have reported the existing number of pitches on authorised local authority and private sites. At the time of the study all of the sites were full except for one in Trafford where pitches were vacant but their availability was restricted. In this case, the total figures have been reported but an additional line which accounts for the displacement of households has been included.

6.10 It proposes the following calculation of current demand:

Households:

1. **Seeking permanent site accommodation in the area (based on waiting list and survey data).** In this study this was based on the proportion of concealed households interviewed on sites expressing a preference for living in trailers (waiting lists were not available). The proportion expressing this preference was applied to an estimate of the total number of concealed households living on sites.
2. **On unauthorised encampments.** calculated on the basis of the survey results. Over the period of the survey, 87 Gypsy and Traveller households living on unofficial encampments were interviewed. All but 5 of these reported themselves as being homeless and the figure of 82 has been adopted as the need for pitches arising from unofficial encampments in the above analysis of Gypsy and Traveller pitch requirements.
3. **On unauthorised developments for which planning permission is not expected.** There were no reports of any unauthorised developments.
4. **Currently overcrowded.** One site was reported to be overcrowded as there were more pitches on the site than the allocated permission. Overcrowding on pitches (or doubling up) has been accounted for through the estimate of concealed households on sites (see number 1, above).
5. **New households expected to arrive from elsewhere** have been estimated from the proportion of concealed households in conventional housing expressing a preference/need for accommodation on sites. No account has been made of in-migration.
6. **In housing but with a need for site accommodation (based on waiting list and survey data).** No allowance has been made for existing households in housing with a preference for a pitch on a site. Only concealed households wanting or needing to move onto sites have been counted (see 5, above).

6.11 The sum of these parts provides the **current need**.

Future Need

- 6.12 The guidance acknowledges that accurate projections of future needs are likely to be more difficult. It suggests that current levels of satisfaction with existing accommodation will provide some indication of whether households are likely to stay in that accommodation. It also suggests that changing demand may be expressed through unauthorised sites, or low demand for authorised sites.
- 6.13 The guidance also suggests that a calculation should be made of need arising from family formation. In the CLG's worked example this is limited to the growth emerging from households on sites. There is an assumption that all the emerging households will require pitches on sites and no allowance is given for future demand for pitches emerging from household growth in bricks and mortar. In this report the model has been adapted to allow for the movement of emerging households.
- 6.14 The projected growth is calculated on the basis of 3% p.a.. This is at the lower end of the national estimate range of between 3-4% (CLG, 2007). This figure has been applied to households in bricks and mortar as well but for the purposes of the second estimate of requirements account has been taken of the preferences of households based on the survey.
- **New family formations expected to arise from within existing households (on permanent sites)** has been estimated by using the CLG based projection and estimating the proportion of concealed households expressing a preference/need for accommodation on sites and then.

The Model

- 6.15 The model presented here is based on the CLG guidance but takes account of the geographical preferences in the calculation of pitch requirements emanating from:
- Concealed households in houses and on sites
 - Existing households in housing intending to live in a trailer
- 6.16 Calculations based on this model are presented in Table 6.1 and the individual components of the calculations are explained below.

Table 6.1 Pitch Requirement Calculation

| Notes | | Bolton | Bury | Man- chester | Oldham | Rochdale | Salford | Stockport | Tameside | Trafford | Wigan | Total |
|-------|---|--------|------|-----------------|--------|----------|---------|-----------|----------|----------|-------|-------|
| | DEMOGRAPHIC | | | | | | | | | | | |
| a | Children known to Traveller Education | 90 | 73 | 321 | 40 | 84 | 111 | 10 | 59 | 30 | 61 | 879 |
| b | Estimate of households based on TE data | 173 | 140 | 617 | 77 | 162 | 213 | 19 | 113 | 58 | 117 | 1690 |
| | | | | | | | | | | | | |
| | EXISTING PROVISION | | | | | | | | | | | |
| c | Authorised pitches (LA and private) | 26 | 17 | 16 | 0 | 27 | 31 | 0 | 0 | 83 | 34 | 234 |
| d | Occupied authorised pitches | 26 | 17 | 16 | 0 | 27 | 31 | 0 | 0 | 35 | 34 | 186 |
| e | Estimate in houses | 147 | 123 | 601 | 77 | 135 | 182 | 19 | 113 | 5 | 83 | 1487 |
| | | | | | | | | | | | | |
| | DRIVER OF PITCH NEED/DEMAND | | | | | | | | | | | |
| | Site requirements from concealed households | | | | | | | | | | | |
| f | from sites | 6 | 7 | 8 | 4 | 7 | 5 | 3 | 1 | 3 | 5 | 48 |
| g | from houses | 32 | 37 | 44 | 20 | 39 | 29 | 19 | 7 | 19 | 27 | 274 |
| h | Unauthorised Encampments | 8 | 2 | 14 | 0 | 8 | 10 | 11 | 8 | 8 | 13 | 82 |
| i | Unauthorised - overcrowded | | | | | | | | | 5 | | |
| j | Displaced elsewhere | | | | | | | | | 8 | | |
| k | Total Current Need | 46 | 46 | 66 | 24 | 54 | 44 | 33 | 16 | 43 | 45 | 416 |
| | | | | | | | | | | | | |
| l | Site requirements from household formation (on sites) | 3 | 4 | 5 | 2 | 4 | 3 | 2 | 1 | 2 | 3 | 29 |
| m | Total Need to 2015 | 49 | 50 | 71 | 26 | 58 | 47 | 35 | 17 | 45 | 48 | 446 |
| | | | | | | | | | | | | |
| | PITCH SUPPLY | | | | | | | | | | | |
| n | Preferring to move from sites into housing | 7 | 5 | 4 | 0 | 7 | 8 | 0 | 0 | 23 | 9 | 64 |
| | | | | | | | | | | | | |
| o | TOTAL SHORTFALL to 2015 | 42 | 45 | 66 | 26 | 51 | 39 | 35 | 17 | 22 | 39 | 382 |

Demography

Number of Households

- 6.17 The process starts with an estimate of the total Gypsy and Traveller population derived from Traveller Education data (see Table 6.1) – *line a*. This figure has been used in preference to an estimate of the population/households made by applying the national estimate of 0.6% of the population as explained above. The estimate of households is calculated by inference by adapting the standard ratio of 2.6 pupils per year group to 100 households. As the survey indicates that the average number of children per family is 2 times greater than that of the rest of the population the ratio has been adjusted to 5.2. Taking ten year groups the calculation assumes 100 households per 52 pupils (*line b*).

Authorised pitches

- 6.18 This figure (*line c*) includes all local authority and private sites with planning permission reported by local authorities. As, with the exception of Trafford, no vacancies were reported on any of the authorised sites, each pitch has been taken as provision for one household. While it is clear that there is a considerable amount of doubling up on pitches this has been allowed for under concealed/emerging households. The figure for existing households on authorised sites has allowed for the restricted availability of one of the private sites in the sub-region.

Estimate in houses

- 6.19 This estimate (*line e*) of Gypsies and Travellers in 'bricks and mortar' housing is calculated by subtracting the number of households on authorised pitches from the estimate of total households.

Drivers of Pitch Need/Demand

- 6.20 A range of factors contributing to pitch requirements and assumptions underpinning pitch requirements across Greater Manchester are quantified.

Concealed households from survey

- 6.21 The estimate is derived from the proportions of concealed households in the survey for sites and houses. One in two houses and one in three pitches contained a concealed household. These proportions have been applied to households on sites and the estimate of households in bricks and mortar housing.

Site requirements from concealed based on preferences

- 6.22 The preference for living on sites varies between those concealed households currently living on sites (*line f*) and those living in houses (*line g*). The multiplier applied to the derived population of concealed households has been derived from the preferences expressed in the survey.

Unauthorised Encampments - preference for site from survey (unweighted)

- 6.23 As 93% of respondents interviewed on Unofficial Encampments had no 'homebase' and 99% of these expressed a preference for living in a trailer these households have been identified as being in need of a pitch (*line h*). The figure is unweighted as there is no clear indication of the total number on unofficial encampments at any one point in time.

Unauthorised – overcrowded

- 6.24 There was one example of a site being over-occupied (i.e. the number of pitches exceeded the number allocated in the planning permission (*line i*)).

Displaced elsewhere

- 6.25 An allowance has been made for those households currently displaced from Trafford due to the restricted availability of a private site (*line j*). (These households have also been included in the household formation projections – see below).

Total Current Need

- 6.26 The total current need is the sum of:
- Site requirements from concealed households
 - from sites (*line f*)
 - from houses (*line g*)
 - Unauthorised Encampments (*line h*)
 - Unauthorised – overcrowded (*line i*)
 - Displaced elsewhere (*line j*)

Household formation 2008 - 2015 (based on CLG model)

- 6.27 Household growth is projected at 3% year on year from 2008 to 2015. Only figures for households in trailers (this includes current unofficial encampments and displaced households have been estimated (*line l*)).

Total need to 2015

- 6.28 The total need to 2015 is the sum of total current need and the additional estimate of household formation (*line m*).

Pitch Supply

- 6.29 Due to a lack in information about turnover of pitches on existing sites an estimate has been made from the survey derived from those expressing a preference to move into housing (*line n*). The number expressing a preference for bricks and mortar housing has been taken as an indication of a year on year supply figure and has been multiplied by 8.

Total Shortfall to 2015

- 6.30 This is the sum of the current need and the projected household formation minus the anticipated pitch supply (line o)

Type of new provision

- 6.31 Most of the respondents wanting to live in a trailer or chalet on a site for their permanent/winter base indicated that they would prefer to own this land (44%). When asked what their ideal home would be like there was a strong emphasis on owning land with space for houses, bungalows or chalets but allowing for the parking up of trailers. For example:
- My own land or own house - with enough room for my family to stop with me
 - My own land with plots for other families
 - A chalet on my own land with my family near me
- 6.32 For those who wished to rent a pitch, the preferred option was to rent from the Council rather than privately. Only 14% indicated that they would prefer to rent privately compared with 40% who preferred the Council as a landlord. When asked who should manage sites over 61% thought it should be the Council

Table 6.3 – Preferred Site Management Option

| Preferred Management Option | Percent |
|--|---------|
| Councils | 60.8 |
| Self owned and managed | 18.2 |
| Private (Gypsy/Traveller) | 13.3 |
| Private (non-Gypsy or Traveller) | 5.5 |
| Registered Social Landlords/Housing Associations | 1.7 |
| Other: | 0.6 |
| Councils | 60.8 |

- 6.33 When asked about the future needs respondents indicated a preference for smaller family sites with larger pitches (and slabs). There were many references to having more stands to allow family members to stay on sites. A number also mentioned the need for bigger amenity blocks (sheds).
- 6.34 CLG guidance suggests that smaller sites of between 6-12 pitches are most popular with Gypsies and Travellers and are reported to be easier to manage. They suggest sites should not normally exceed 20 pitches in capacity unless there is clear evidence to suggest that a larger site is preferred by the local Gypsy or Traveller community, or that this recommendation would severely limit the potential to meet local needs.

Showpeople Requirements

- 6.35 Whilst it is often said that a Showman is “born a Showman and dies a Showman” this community is not currently recognised as an ethnic group in the same way as English Gypsies and Irish Travellers. Showpeople travel in connection with their work and therefore live, almost universally, in wagons. During the winter months these are parked up in what was traditionally known as ‘winter quarters’. These ‘yards’ are now often occupied all year around by some family members (often retired Showpeople, spouses and those with illness or disability) (Power and SGG, 2007).
- 6.36 Members of the Showmen’s Guild have reported that the criteria for determining pitch sizes (for planning purposes) on Showpeople’s yards is grossly inadequate because it fails to take account of the need that Showpeople have to store their loads (equipment, rides, stalls and vehicles) and the larger living wagons that are common among this community. While permission has been granted in Greater Manchester for yards with twenty pitches per acre, the Showmen’s Guild’s rule of thumb suggests that a rate of ten pitches per acre would be more appropriate when the storage of loads is taken into account.
- 6.37 Showpeople interviewed in the survey were almost four times more likely to report that their home was overcrowded than the Gypsy and Traveller Communities and around 44% of households reported having a concealed household.
- 6.38 The estimate of requirements for Showpeople’s sites is based largely on the information reported by the Lancashire Section of the Showmen’s Guild. Table 6.2 sets out the size of provision on existing Showpeople’s yards. While, on paper, there are approximately 11 vacant sites, there is also a very significant overcrowding problem, with 90 pitches containing two households. There are also reported to be 12 cases where unauthorised pitches on yards are being occupied because the authorised pitches have been used for other purposes.
- 6.39 The calculation of pitch requirements for Showpeople has therefore been derived from the number of reported unauthorised pitches and the extent of ‘doubling up’.

Table 6.2: Calculation of pitch requirements for Showpeople

| | Bolton | Bury | Manchester | Salford | Tameside | Wigan | Total |
|--|--------|------|------------|---------|----------|-------|-------|
| Authorised Pitches | 88 | 20 | 75 | 99 | 38 | 36 | 356 |
| Authorised Pitches (used) | 75 | 17 | 63 | 98 | 35 | 35 | 323 |
| Unauthorised Pitches | 7 | 0 | 5 | 0 | 0 | 0 | 12 |
| Doubled Up | 37 | 5 | 10 | 20 | 7 | 11 | 90 |
| Vacant (on paper) | 2 | 3 | 6 | 0 | 0 | 0 | 11 |
| Households | 117 | 19 | 72 | 118 | 42 | 46 | 414 |
| Current shortfall | 44 | 5 | 15 | 20 | 7 | 11 | 102 |
| Projected growth to 2015 (using CLG model) | 30 | 5 | 19 | 31 | 11 | 12 | 108 |
| Total Need (to 2015) | 74 | 10 | 34 | 51 | 18 | 23 | 210 |

6.40 A question remains over the amount of space that is required for work related activities. Clearly much of the existing overcrowding is the result of inadequate space for storage. The above calculation of pitch requirements has taken this into account in as much as it has taken account of the doubling up and unauthorised pitches that have resulted from the problem. It has not been possible to calculate the requirements that would result from the Showmen's Guild's 10 per acre 'rule-of-thumb' as no details of the size of sites were collected but new land potentially needs to be identified to relieve pressure on existing sites as well as to accommodate the shortfall and projected growth in need.

Planning and the unauthorised development of sites

- 6.41 While several instances of Gypsy and Traveller unauthorised encampments were reported by the Greater Manchester authorities there was no report of any unauthorised developments. There are two unauthorised Showpeople developments and a number of unauthorised pitches on or adjacent to existing Showpeople's yards (Power and SGGB, 2007) .
- 6.42 It is clear from the survey however that Gypsies and Travellers and Showpeople who have bought land with a view to occupying it on a permanent or semi-permanent basis have in most cases been denied permission to do so. Only 23.5% of the Gypsy and Traveller and 28.6% of the Showpeople respondents who had applied for planning permission had been successful (see Table 6.3).

Table 6.3 Planning permission for residential use (%)

| Outcome | Gypsy and Traveller | Show-people |
|--------------------|---------------------|-------------|
| Permission granted | 23.5 | 28.6 |
| Permission denied | 64.7 | 71.4 |
| In process | 11.8 | 0.0 |
| Total | 100.0 | 100.0 |

- 6.43 Against a national background level of success for all planning applications of some 80% (PPG1), these figures are of concern.
- 6.44 Only 20.5% of Gypsy and Traveller respondents and 17.6% of Showpeople respondents were either very satisfied or satisfied with planning departments but levels of actual dissatisfaction varied considerably between the two surveys with Showpeople expressing considerable dissatisfaction, with over 44% very dissatisfied with planning departments.

Table 6.4 Satisfaction with planning departments (%)

| Degree of satisfaction | Gypsy and Traveller | Show-people |
|------------------------------------|---------------------|-------------|
| Very Satisfied | 2.6 | 0.0 |
| Satisfied | 17.9 | 17.6 |
| Neither Satisfied nor Dissatisfied | 70.3 | 17.6 |
| Dissatisfied | 3.9 | 20.6 |
| Very Dissatisfied | 5.2 | 44.1 |
| Total | 100 | 100 |

- 6.45 We received only one comment on planning issues:
 ‘... I bought a piece of land but was refused permission to live on it. I will try again.’
- 6.46 Given the high rate of planning application failures from Gypsies, Travellers and Showpeople from across the sub-region, these responses are not what might have been expected. One possible explanation is that levels of expectation about the planning system among people from Travelling communities may be low.
- 6.47 Participants at the Key Stakeholder forum expressed concern about the politically sensitive nature of new site location with Nimbyism identified as a major factor. The need for more open discussion and understanding between Gypsy and Traveller and settled communities was stressed, with a recognition that different communities have different issues and needs.

7.0 TRAVELLING PRACTICES AND EXPERIENCES

Travelling behaviour

- 7.1 The manner in which records of unofficial encampments are collected and recorded across the sub-region is not entirely consistent which makes any comparison between activity in the different local authorities difficult. Table 7.1, however, reports the monthly mean average number of trailer-days for each of the authorities where data has been supplied. For example where an unofficial encampment consisted of three trailers for a period of 4 days this has been counted as 12 trailer-days. The sum of trailer days for each month has been calculated and then an average monthly figure has been derived.

Table 7.1 Average (mean) number of trailer-days

| LA | Trailer-days/ month |
|------------|------------------------|
| Bolton | 1.7 |
| Bury | 22.8 |
| Manchester | 91.0 |
| Oldham | |
| Rochdale | |
| Salford | 63.0 |
| Stockport | 124.0 |
| Tameside | 19.2 |
| Trafford | 49.4 |
| Wigan | 25.3 |

- 7.2 It is not easy, however, to make sense of the data. The population is clearly highly mobile, the period for which this information was available varied as did the details recorded and a snap-shot figure of the total number of unauthorised encampments may not be reliably calculated from this source.

Why people travel

- 7.3 People were asked to identify the main reasons why they travel. By far the most commonly cited reason was cultural heritage. As might be expected Showpeople were more likely to report work related reasons.

Table 7.? Reasons for travel

| | Gypsy and Traveller | Showpeople |
|-------------------------|---------------------|------------|
| Cultural heritage | 71.0% | 72.40% |
| Personal preference | 37.7% | 31.00% |
| Work related | 39.1% | 72.40% |
| Visit family/friends | 37.7% | |
| Only way of life I know | 45.9% | 65.50% |
| | 231.4% | 241.40% |

Note: percentages add up to more than 100 as respondents reported more than one reason.

- 7.4 Over the period of the survey, 87 Gypsy and Traveller households living on unofficial encampments were interviewed. All but 5 of these reported themselves as being homeless and the figure of 82 has been adopted as the need for pitches arising from unofficial encampments in the above analysis of Gypsy and Traveller pitch requirements.
- 7.5 53% of Gypsy and Traveller respondents and 63% of Showpeople reported travelling for sometime every year.
- 7.6 Most of these (50.0% of Gypsies and Travellers and 70.4% of Showpeople) reported travelling all year round. While all of these Showpeople had a permanent base about 80% of the Gypsy and Traveller population who indicated that they travel all year described themselves as homeless.

Table 7.2: Number of Days or Weeks travelled in a year (%)

| | Gypsy and Traveller | Showpeople |
|--|---------------------|------------|
| No more than thirteen days | 3.4 | 3.7 |
| 2 to 4 weeks (or one month) | 20.5 | 0.0 |
| 5 to 8 weeks (or 2 months) | 6.8 | 3.7 |
| 9 to 12 weeks (or 3 months) | 10.2 | 0.0 |
| 13 to 26 weeks (or 6 months) | 0.0 | 3.7 |
| Over 6 months but less than 10 months | 2.3 | 11.1 |
| Over 10 months but less than 12 months | 6.8 | 7.4 |
| All year | 50.0 | 70.4 |
| | 100.0 | 100.0 |

Homelessness

- 7.7 A distinction should be made between unofficial encampments that are established as simply part of the cultural practice of travelling - for example, when a household travels to fairs (such as Appleby Horse Fair) – or when the unofficial encampment is a consequence of being homeless through not having a permanent base on which to pull.
- 7.8 Only 2.4% of Showpeople respondents indicated that they (or a member of their household) had ever been homeless compared with 24.3% of Gypsy and Traveller households interviewed.
- 7.9 Many of the Gypsy and Traveller respondents commented about their experience while travelling. Examples included;

- ‘A lot of the stopping places are run or privately owned by another Traveller, and most of them don’t care that these are rotten dirty’;
- ‘All free stopping is finished - Stopping is dangerous’;
- ‘Could never get on a transit site’;
- ‘Fed up with being told to move on’;
- ‘I don’t travel - its too hard now’; and
- ‘Don’t know of any temporary sites that have empty pitches’.

Transit sites and designated stopping places

- 7.10 Almost every (99%) Gypsy and Traveller respondent supported the need for a network of transit sites across the country.
- 7.11 Transit sites are intended for short-term use while in transit. Sites are usually permanent and authorised, but there is a limit on the length of time residents can stay. Designated stopping places are designated temporary camping areas tolerated by local authorities, used for short-term encampments and sometimes with the provision of temporary toilet facilities, water supplies and refuse collection services.
- 7.12 Of those who responded to the question ‘Would you use a transit site?’, 89% indicated that they would. Respondents’ comments included;
- ‘Can’t find any transit sites’;
- ‘Could never get on a transit site’;
- ‘Don’t know of any transit sites’.
- 7.13 Of those who indicated whether they would use a designated stopping place, 93% agreed that they would, with one commenting ‘...definitely need these stopping places’, and another saying ‘It’s unbearable how difficult it is to find somewhere to stop’.
- 7.14 These responses are somewhat at odds with the view expressed at the Key Stakeholders’ Forum (See 4.x.y. above) that there is a tension between the view that transit sites are needed and that they might not be used. Concern was expressed at the Key Stakeholder forum that any new transit site provision would simply fill up with permanent residents until such time as the number of permanent pitches had been increased to meet need.
- 7.15 The survey respondents’ views about their potential use of stopping places reinforces the identification at the Key Stakeholders’ Forum of the need to identify potential short-term stopping places.

Need for transit sites – preferences by local authority

- 7.16 Respondents were asked to rank where they thought it was most important to locate transit sites in the different AGMA authorities. Responses have been combined for rankings 1 to 3, giving a preference list as shown in Table 7.3.

Table 7.3: Preference for location of transit sites or stopping places

| Preference (highest = most popular) | Local Authority | % of 1 - 3 combined |
|--|-----------------|---------------------|
| 1 | Manchester | 16.1 |
| 2 | Stockport | 12.2 |
| 3 | Salford | 11.8 |
| 4 | Oldham | 10.2 |
| 5 | Bolton | 9.4 |
| 6 | Bury | 9.0 |
| 7 | Rochdale | 8.7 |
| 8 | Wigan | 7.2 |
| 9 | Trafford | 8.5 |
| 10 | Tameside | 6.9 |

- 7.17 The inclusion of Stockport in the top three preferences is significant as there is currently no site provision in this local authority area. There is a danger that the reporting of need for transit sites in Manchester and Salford simply reflects the existing pressure on permanent sites in these areas.
- 7.18 Participants at the Keystakeholder forum were divided about transit sites and stopping places. There was a tension between the view that transit sites are needed and the view that they might not be used. There was agreement about the need to identify potential short-term stopping places, and that there are very few existing transit sites and they are always full.

Problems experienced while travelling

- 7.19 Respondents were asked to identify the problems they most commonly experienced while on the road. The most frequent problem was the lack of places to stop over, experienced by 95% of respondents. Comments included; 'Don't know of any temporary sites that have empty pitches'; 'Its getting harder to find safe places to stop'; and 'Could never get on a transit site'. Closure of traditional stopping places was identified by 76% of respondents.
- 7.20 Abuse, harassment and discrimination had been experienced by 90% of respondents. Respondents' statements include:
- 'Could never get stopping without agro from police and residents'
 - 'Dogs have been treated better'
 - 'English people don't like Irish on their sites'
 - 'Get treated like crap'
 - 'I can't get on anywhere 'cause I'm Irish'
 - '..... bad treatment from others has put me off'
 - 'It can be very nasty and violent'
 - 'It's a hard life; there are no stopping places if you're Irish'
- 7.21 Between 75% and 85% had experienced problems with lack of toilet and water facilities and with rubbish collection. This relates to the view expressed at the Key Stakeholders' Forum that roadside Travellers should be treated with greater respect, and Portaloo's and skips should be provided at cost.

- 7.22 The behaviour of police and enforcement officers was identified as a problem by 83% and 76% respectively.
- 7.23 The behaviour of other Travellers was identified as a problem by 31% of respondents; a lower proportion than for the other issues.
- 7.24 Compared with the rest of the population those Gypsy and Travellers who indicated that they were homeless were almost five times more likely to feel unsafe in their neighbourhood.

Table 7.4: Do you feel safe in this neighbourhood

| | Yes | No | Total |
|--------------|-------|-------|--------|
| Not Homeless | 89.5% | 10.5% | 100.0% |
| Homeless | 50.0% | 50.0% | 100.0% |
| | 88.9% | 11.1% | 100.0% |

- 7.25 Participants at the Key Stakeholder forum suggested that the positives of having settled sites rather than unlawful roadside encampments should be stressed with settled communities. In addition, roadside Travellers should be treated with greater respect, and Portaloos and skips should be provided at cost. One participant felt that unauthorised campers should be allowed to stay for three months. It was pointed out that good practice models were available.

8.0 WIDER SERVICE AND SUPPORT NEEDS

- 8.1 This research provides a valuable opportunity to review the wider service and support needs of Gypsies and Travellers. This chapter discusses issues raised through household surveys and stakeholder consultation.

Health and supporting people issues

- 8.2 Key points raised about health and social care at the Key Stakeholder forum included the importance of cultural sensitivity. There is a need to highlight health issues around Gypsies and Travellers in bricks and mortar accommodation. There are major impacts on health when travelling, and people on roadsides need more attention from health and social care services. There is a need to bring services onto sites, and for better sex education for young Traveller men. Overall there is a need for better co-ordination of health and social care provision for Gypsies, Travellers and Showpeople

Services used in the last year

- 8.3 Interviewees were asked which services they had used in the last year. The most frequently used services had been medical, with doctors used by 39% of respondents and dentists by 26% of respondents. A and E services were also well-used, although at a significantly lower rate than doctors (11% of respondents).
- 8.4 Traveller Education was the next most frequently used service, by 6% of respondents. This was followed by legal, welfare and other advice services. Traveller liaison services, health, adult education and social services had been used least frequently.

Table 8.1 Services used in the last year

| | % of respondents |
|-----------------------------|------------------|
| Doctor (G.P.) | 38.9% |
| Dentist | 26.3% |
| Accident and emergency | 10.9% |
| Traveller Education | 6.1% |
| Citizens Advice Bureau | 4.6% |
| Law Centre | 3.1% |
| Other welfare rights advice | 2.6% |
| Traveller liaison | 2.4% |
| Health visitors | 2.2% |
| Adult education | 1.5% |
| Social services | 1.5% |
| Total | 100.0% |

8.5 251 people were registered with a doctor, and 144 with a dentist.

Mental Health Issues

- 8.6 Nearly a quarter of Gypsy and Traveller respondents (23.8%) said that they experienced stress or got 'down'. Of these 74% indicated that they could cope from day to day without medication or other interventions, 6.5% told us that they needed support, but did not require medication, and 19.5% that they required medication. This equates to 5% of the estimated total sample household population, and over twice the national estimate of 2.1%.
- 8.7 The three major causes of stress were family problems (29% of respondents), treatment by other people (26% of respondents) and housing problems (23% of respondents). 12% of respondents identified treatment by organisations as a problem leading to stress.
- 8.8 When asked how they cope with these mental health issues, a large majority (65%) told us that they 'get on with it'. 10% said that they get support from their doctor or other medical services; 10% said that they get support from families and/or friends, and 10% that their religious beliefs helped them cope. 5% said that they fail to cope.

Long-term illness or disability

8.9 The incidence of a variety of long-term illnesses or disabilities is set out in table 8.2.

Table 8.2: Long-term illness or disability

| Condition | % total population |
|-----------------------------------|--------------------|
| Arthritis | 4.8% |
| Asthma | 5.8% |
| Depression/mental health | 1.6% |
| Diabetes | 1.6% |
| Problems with hearing | 1.3% |
| Educational difficulties/dyslexia | 0.6% |
| Learning disability | 0.2% |
| Problems with mobility | 2.0% |
| Problems with vision | 1.4% |
| Other | 0.7% |

8.10 As mentioned above, participants at the Key Stakeholder forum associated mental health problems and instances of domestic violence) to poor housing conditions. Other key points about health and social care had included the importance of cultural sensitivity, major impacts on health when travelling, and people on roadsides needing more attention from health and social care

services. There was a need to bring services onto sites, and an overall need for better co-ordination of health and social care provision for Gypsies, Travellers and Showpeople.

Support Needs

- 8.11 Most respondents indicated that they had no support needs. The rest show no clear pattern, although refer to lack of access to a doctor or dentist, three refer to counselling or listening support , and 3 refer to site or stopping place provision.
- 8.12 Over half of respondents (56%) indicated that they had no need for any other services. Of the rest, the most frequent referred to provision of medical services, provision of permanent sites or homes, or to the lack of existing services. One respondent suggested 'What ... settled people get, and more'.
- 8.13 When asked if there was anything else they wishes to say about health or health services, respondents few responded. Of those who did, responses included requests for more drop-in centres, comments on the failure of medical services to treat Gypsies' and Travellers' seriously ('.... we need help when we ask for it. '), an observation that 'The dirty tip at the side of us is unhealthy', and descriptions of smoking, drinking and mental health problems as a reaction to people's way of life. One trenchant comment was; 'The usual treatment is to get better or to die...'

Supporting People strategies

- 8.14 None of the Supporting People Strategies to which we have had access mentioned Travelling Showpeople. Substantive issues relating to Gypsies and Travellers are identified in four These issues include:
- a lack of Supporting People funding for Travelling people
 - a lack of culturally sensitive housing-related support services
 - the need for research into housing-related support
 - implications of ageing populations
 - physical and mental health issues for Travellers moving into bricks and mortar accommodation
 - literacy problems among older Travellers, and the need to provide accessible information
 - high levels of mistrust of authority
 - lack of authorised accommodation leading to unlawful encampments
 - limited opportunities for communities to access information and support services
 - need for disability aids and adaptations to be considered

Education

8.15 There appeared to be a general reluctance to answer questions relating to education. However, the survey indicated that around half of households with children (46.4%) stated that a child had been bullied at school because of their travelling background. Overall 65% of households with children stated that their child(ren) were getting the education that they needed.

8.16 Points raised about education at the Key Stakeholder forum included:

- Support needs, especially concerning Gypsies and Travellers not accessing ‘better’ schools across the sub-region.
- Education for pupils when not in school needed higher priority, as did appropriate school responses to students while travelling.
- Access to vocational courses was raised, along with support for returning to education and training. In general it was felt that schools need to be creative and home supportive
- Cultural issues are important in relation to education. Community values can contribute to high dropout rates at secondary schools. There is a growing need to promote Gypsy and Traveller culture in secondary school curricula.
- There are important organisational issues. Large families are often split between different schools because they are not able to be accommodated in one school. There are difficulties in funding when young people are not on a school roll, especially at key stages 3 and 4. Maintaining school places is important; they are limited and precious.
- Transport is very significant in relation to education. Sites are generally distant from schools, raising difficulties with the cost of transport. There are no bus passes for travelling to schools and courses. Finally, there are needs within the educational system itself.
- There are sometimes low educational expectations from schools of Travelling children. There is a need to include Travelling people in providing racial awareness training, and all staff and agencies should be trained; not just teachers.

9.0 CONCLUSIONS AND RECOMMENDATIONS

Assessment Findings

Pitch Requirements

- 9.1 Since the obligation to provide Gypsy and Traveller sites was abolished in 1994 a gap in the provision of permanent sites has emerged nationally.
- 9.2 By combining research methods and drawing upon secondary source data it has been possible to understand the needs of the Gypsy, Traveller and Showpeople communities in Greater Manchester.
- 9.3 The study has provided robust estimates of the size of the population of these communities and established the current and future accommodation needs by local authority area. Separate approaches have been adopted for the Gypsy and Traveller Communities and the Showpeople community.
- 9.4 The total current shortfall in the authorised provision of accommodation on sites for Gypsies and Travellers across the sub-region is estimated at 416 pitches and for Showpeople, 102 pitches. This takes account of the considerable shortfall in the availability of sites indicated by 'doubling up' and unauthorised pitches and development. This figure may underestimate the true need as current pitch sizes are reported to be inadequate.
- 9.5 This need is not distributed consistently across the sub-region with particularly large gaps in provision for Gypsies and Travellers in Manchester (66 pitches) and Rochdale (54 pitches). For the Showpeople community the main gaps are in Bolton (44 pitches) and Salford (20 pitches). Account should also be taken, however, of a preference for new Showpeople provision in Tameside as current provision is low compared with demand.
- 9.6 Future projections have been undertaken using the standard CLG model. It is forecast that a further 29 pitches, allowing for household formation (to 2015). Taking account of the potential supply the net estimated shortfall to 2015 is 381 pitches. The forecast growth of Gypsy and Traveller households in Manchester, in particular, is significant and should be monitored carefully.
- 9.7 For all three communities, the method of analysis is such that it is possible to periodically update the assessment of accommodation need, through the careful recording of key data. For Gypsy and Traveller Communities the number of extant authorised pitches and the provision of Traveller Education support needs to be recorded in some detail in order that the estimate can be disaggregated by the different ethnicities. Something that it has not been possible to do in this assessment. For the Showpeople community the situation is more straightforward. Ongoing monitoring and assessment is needed on yards in order to ensure that the current high levels of over-crowding are not repeated.

Current Conditions

- 9.8 While respondents were generally happy with their existing permanent sites the survey suggests that the conditions are not good especially on private rented sites. Just under half of those respondents interviewed on private sites (45.5%) lacked a dedicated toilet on their pitch, over three quarters (75.8%) lacked a shower or bath and 94% lacked a kitchen on their pitch.
- 9.9 This compares very poorly with the responses on local authority sites but interestingly, however, this did not translate into perceptions about the state of repair where private sites were rated much higher than local authority sites.
- 9.10 The lack of play areas on sites was a significant area of concern reported on both private and local authority sites with several respondents highlighting this issue in 'open text' responses.
- 9.11 The main repair and improvement issues reported by all three communities was the need for more space on pitches and overcrowding appears to be a particular problem for Showpeople largely due to the number of vehicles and equipment (loads) that they need to store on their yards.
- 9.12 Gypsies and Travellers living in houses reported that their homes were in good state of repair, with only 5% indicating repair problems but overcrowding was an issue for 6.7% of households.
- 9.13 Almost half of the Gypsy and Traveller respondents living in houses reported that they would prefer to live in a trailer during the summer.

Travelling Practices and Requirements

- 9.14 The current understanding of travelling patterns and the associated requirements of the Gypsy, Traveller and Showpeople communities is more limited. All three communities continue to travel because it is part of their cultural heritage and, especially so far as Showpeople are concerned, associated with their work.
- 9.15 However, the high levels of homelessness reported by the Gypsy and Traveller Communities in the Greater Manchester sub-region suggests that most, if not all, of the current unofficial encampments are a result of a shortage of permanent provision.
- 9.16 There is a high level of support for the provision of transit sites and stopping places which allow for temporary stop-overs while travelling but there is a serious danger that, until the gap in permanent provision is addressed, any new transit site provision will simply fill up with permanent occupants.
- 9.17 When asked where transit sites should be located the top choices mainly reflected the existing shortage of permanent provision but the inclusion of Stockport in the top three seems to suggest the need for some transit provision in this area.

Wider service needs

- 9.18 Gypsies, Travellers and Showpeople reported few support or wider service needs although there were significant references to their lack of access to doctors and dentists.
- 9.19 Some Gypsy and Traveller respondents made the point that access to services were hindered by their lack of a permanent base.
- 9.20 Few points were made by respondents about education but the views expressed at the Key Stakeholder forum suggest that transport is a key issue for Gypsy and Traveller children living on sites.

Health

- 9.21 Of some concern is the high level of Gypsies and Travellers reporting mental health issues. About a quarter (23.8%) reported experiencing stress or getting down. The numbers reporting that they required medication to cope with their problem was twice the national average.

Prejudice and Discrimination

- 9.22 Different participants in this research raised concerns about the manifestation of discrimination against Gypsies, Travellers and Showpeople in Greater Manchester. These concerns involved individual, community and institutional discrimination, and included negative stereotyping in the settled communities, conflicts between settled and transitory Travelling communities on the same sites, Travellers' fear of abuse from neighbours, inconsistency in the treatment of people on unauthorised encampments across Greater Manchester, and a lack of any sub-regional approach to recording hate crime incidents against members of these communities.
- 9.23 Press and media prejudice were highlighted on several occasions, as was the pervasive nature of 'Nimbyism' when considering the location of new sites and stopping places.
- 9.24 Among Gypsies and Travellers themselves there were suggestions of discrimination on some sites against members of particular Travelling groups and communities, based allegedly on nepotistic site management. There were also some suggestions that agencies and local authorities are prejudiced against Irish Travellers.

Strategic Response

- 9.25 Many of the issues raised in this report require a strategic response. This includes working with the Communities to:
 - identify suitable land for the development of new site provision
 - consider ways to support Gypsies, Travellers and Showpeople in the planning application process

- ensure that new provision conforms to the emerging site design and layout guidance
- make existing site provision fit for purpose
- develop transit or stop-over provision
- tackle inequality in access to services
- raise awareness and tackling prejudice and discrimination

APPENDIX A LEGISLATIVE BACKGROUND

- A.1 Since 1960, three Acts of Parliament have had a major impact upon the lives of Gypsies and Travellers which are now summarised.
- A.2 The **1960 Caravan Sites and Control of Development Act** enabled Councils to ban the siting of caravans for human occupation on common land, and led to the closure of many sites.
- A.3 The **Caravan Sites Act 1968 (Part II)** required local authorities 'so far as may be necessary to provide adequate accommodation for Gypsies residing in or resorting to their area'. It empowered the Secretary of State to make designation orders for areas where he was satisfied that there was adequate accommodation, or on grounds of expediency. Following the recommendation of the Cripps Commission in 1980, provision began to grow rapidly only after the allocation of 100% grants from central government. By 1994 a third of local authorities had achieved designation, which meant that they were not required to make further provision and were given additional powers to act against unauthorised encampments. The repeal of most of the Caravan Sites Act in 1994 led to a reduction in provision, with some sites being closed over a period in which the Gypsy and Traveller population has been growing.
- A.4 The **1994 Criminal Justice and Public Order Act (CJ&POA)**:
- Repealed most of the 1968 Caravan Sites Act;
 - Abolished all statutory obligation to provide accommodation;
 - Discontinued government grants for sites; and
 - Section 61 made it a criminal offence to camp on land without the owner's consent.
- A.5 Since the CJ&POA the only places where Gypsies and Travellers can legally park their trailers and vehicles are:
- Council Gypsy caravan sites; by 2000 nearly half of Gypsy caravans were accommodated on council sites, despite the fact that new council site provision stopped following the end of the statutory duty;
 - Privately owned land with appropriate planning permission; usually owned by Gypsies or Travellers. Such provision now accommodates approximately a third of Gypsy caravans in England; and
 - Land with established rights of use, other caravan sites or mobile home parks by agreement or licence, and land required for seasonal farm workers (under site licensing exemptions).
- A.6 By the late 1990s the impact of the 1994 Act was generating pressure for change on both local and national government. There has recently been a major review of law and policy, which has included:
- A Parliamentary Committee report (House of Commons 2004).
 - The replacement of Circular 1/94 by Circular 1/2006.
 - Guidance on accommodation assessments (ODPM 2006).
 - The Housing Act 2004 which placed a requirement (s.225) on local

authorities to assess Gypsy and Traveller accommodation needs.

A.7 More recent legislation with a direct impact on the lives of Gypsies and Travellers includes the Housing Act 2004 and the Planning and Compulsory Purchase Act 2004.

A.8 **Section 225: Housing Act 2004** which imposes duties on local authorities in relation to the accommodation needs of Gypsies and Travellers:

- Every local housing authority must, when undertaking a review of housing needs in their district under section 8 of the Housing Act 1985 (c. 68), carry out an assessment of the accommodation needs of Gypsies and Travellers residing in or resorting to their district;
- Subsection (3) applies where a local housing authority are required under section 87 of the Local Government Act 2003 (c. 26) to prepare a strategy in respect of the meeting of such accommodation needs;
- The local authority must take the strategy into account in exercising their functions;
- A local housing authority must have regard to any guidance issued under section 226 in:
 - carrying out such an assessment as mentioned in subsection (1), and
 - preparing any strategy that they are required to prepare as mentioned in subsection (2).

A.9 The **Planning and Compulsory Purchase Act 2004** sets out to introduce a simpler and more flexible planning system at regional and local levels. It also introduces new provisions which change the duration of planning permissions and consents, and allows local planning authorities to bring in local permitted development rights via so-called local development orders. It makes the compulsory purchase regime simpler, fairer and quicker, to support policies on investment in major infrastructure and on regeneration.

A.10 The Act introduces major changes to the way in which the planning system operates. The Development Plan now comprises the Regional Spatial Strategy and Local Development Frameworks. Local Planning Authorities are required to prepare a Local Development Framework comprising a series of documents, the key components of which are:

- A Local Development Scheme, which sets out what Local Development Documents Local Planning Authorities will prepare, along with their timetable and whether they are to be prepared jointly with one or more other authorities.
- A Statement of Community Involvement
- Local Development Documents, which must be in general conformity with the Regional Spatial Strategy, and which effectively replace local plans, unitary development plans and structure plans. County Councils are able to participate in the preparation of Local Development Documents by becoming part of a joint committee with one or more LPA
- Annual Monitoring Reports

- A.11 Part 8 of the Act contains a series of measures to reform the Compulsory Purchase regime and make it easier for Local Planning Authorities to make a case for Compulsory Purchase Orders where it will be of economic, social or environmental benefit to the area. This section also brings in amended procedures for carrying out Compulsory Purchase Orders, including a widening of the category of person with an interest in the land who can object, and deals with ownership issues and compensation.

APPENDIX B POLICY AND GUIDANCE

DCLG Guidance on Gypsy and Traveller Accommodation Needs Assessments (October 2007)

- B.1 The most recent DCLG Guidance sets out a detailed framework for designing, planning and carrying out Gypsy and Traveller accommodation needs assessments. It includes the needs of Showpeople. It also acknowledges that the housing needs of Gypsies and Travellers are likely to differ from those of the rest of the population, and that they have historically been excluded from accommodation needs assessments. The guidance stresses the importance of understanding accommodation needs of the whole Gypsy and Traveller population, and that any studies obtain robust data. It recognises the difficulties of surveying this population and recommends the use of:
- Qualitative methods such as focus groups and group interviews
 - Specialist surveys of those living on authorised sites who are willing to respond
 - Existing information, including local authority site records and the twice-yearly caravan counts.
- B.2 The Guidance recognises that there are challenges in carrying out these assessments, and accepts that while the approach should be as robust as possible it is very difficult exactly to quantify unmet need.
- B.3 The Guidance defines “Gypsies and Travellers” as:
- persons with a cultural tradition of nomadism or living in a caravan; and
 - all other persons of a nomadic habit of life, whatever their race or origin, including:
 - such persons who, on grounds only of their own or their family’s or dependant’s educational or health needs or old age, have ceased to travel temporarily or permanently; and
 - members of an organised group of travelling showpeople or circus people (whether or not travelling together as such).
- B.4 The stated intention of this definition is to cover all those whose distinctive ethnicity, cultural background and/or lifestyle may give rise to specific accommodation needs, now or in the future, which need to be assessed and planned for.

ODPM Circular 01/2006 - Planning for Gypsy and Traveller Caravan Sites

- B.5 The Circular sets out the measures related to Gypsies and Travellers contained within Part 6 of the Housing Act 2004:
- It extends the meaning of a 'protected site' in England to include authorised County Council sites for Gypsies and Travellers. The result is that the occupiers of these sites, like tenants in social housing, are entitled to a minimum period of

notice before they can be evicted, possession can only be obtained by a court order, and they will be covered by the provisions in the 1968 Act concerning harassment and illegal eviction. This brings county council-owned Gypsy and Traveller sites into line with sites owned by other types of local authority.

- It provides the courts with the power to suspend eviction orders against those occupying authorised local authority Gypsy and Traveller sites, and allows for these suspensions to last for a period of up to 12 months.
- It requires local authorities to undertake regular assessments of the accommodation needs of 'Gypsies and Travellers' either living in, or resorting to, their area under the Local Housing Needs Assessment process as set out in Section 8 of the Housing Act 1985. This will enable them to consider the need for additional temporary and permanent accommodation for 'Gypsies and Travellers' in their area.
- It requires local authorities to develop a strategy to meet the needs of 'Gypsies and Travellers', as they do for the rest of the community, in line with Section 87 of the Local Government Act 2003, and to take any such strategy into account when they are exercising their other functions, such as planning, education and social care. Local housing authorities must also take into account any guidance issued by the ODPM when carrying out their Gypsy and Traveller accommodation assessment and when developing their strategy.
- It allows for regulations to be issued that define Gypsies and Travellers for the purpose of this section. This allows the Secretary of State to consult on the definition and provides for the possibility of the definition changing over time. This paragraph states that 'accommodation' means sites on which caravans can be stationed, in addition to bricks and mortar housing.
- It allows for the Secretary of State to issue guidance on carrying out needs assessments and the preparation of housing strategies.

B.6 The main intentions of the Circular are:

- to create and support ... communities where Gypsies and Travellers have fair access to suitable accommodation, education, health and welfare provision; where there is mutual respect and consideration between all communities for the rights and responsibilities of each community and individual; and where there is respect between individuals and communities towards the environments in which they live and work;
- to reduce the number of unauthorised encampments and developments and the conflict they cause and to make enforcement more effective where local authorities have complied with the guidance;
- to increase significantly the number of Gypsy and Traveller sites in appropriate locations with planning permission in order to address under-provision;
- to recognise, protect and facilitate the traditional travelling way of life of Gypsies and Travellers, whilst respecting the interests of the settled community;
- to underline the importance of assessing needs at regional and sub-regional level and for local authorities to develop strategies to ensure that needs are dealt with fairly and effectively;

- to identify and make provision for the resultant land and accommodation requirements;
- to ensure that Development Plan Documents include fair, realistic and inclusive policies and to ensure identified need is dealt with fairly and effectively;
- to promote more private Gypsy and Traveller site provision in appropriate locations through the planning system, while recognising that there will always be those who cannot provide their own sites; and
- to help to avoid Gypsies and Travellers becoming homeless through eviction from unauthorised sites without an alternative to move to.

ODPM Gypsy and Traveller Unit - Local Authorities and Gypsy & Travellers Guide to responsibilities and Powers, 2006

B.7 The Guide summarises the Government's objective as Gypsies and Travellers and the settled community living together peacefully. both must respect the rights of the other and each must discharge its responsibilities to the other.

B.8 The Guide sets out the priorities as:

- adequate provision must be made for authorised sites;
- the planning system and property rights must be respected and effective enforcement action taken promptly against problem sites;
- the small minority who indulge in anti-social behaviour must be dealt with promptly and effectively before they cause further harm to relationships between the two communities.

B.9 The main sections of the Guide set out how the Government sees these priorities being achieved by local authorities:

- each local authority to identify land for the sites that are needed in its area.
- local authorities and the police using existing powers to deal with Gypsies and Travellers who camp on other people's land.
- local authorities and the police dealing with antisocial behaviour by Gypsies and Travellers and the settled community alike
- local authorities taking the lead in assessing the accommodation needs of Gypsies and Travellers alongside those of their settled population;
- locally assessed needs of Gypsies and Travellers incorporated into the Regional Spatial Strategy;
- each local authority playing its part in meeting those needs through the planning system by identifying appropriate sites in local plans.

Guide to Effective Use of Enforcement Powers - Part 1: Unauthorised Encampments: ODPM Gypsy and Traveller Unit, 2006

B.10 The Guide is the Government's response to unauthorised encampments which cause local disruption and conflict. Strong powers are available to the police,

local authorities and other landowners to deal with unauthorised encampments. It provides detailed step-by-step practical guidance to the use of these powers, and sets out advice on:

- Choosing the most appropriate power;
- Speeding up the process;
- Keeping costs down;
- The eviction process;
- Preventing further unauthorised camping.

ODPM Gypsy and Traveller Unit - Gypsy and Traveller Accommodation Assessments - Draft Practice Guidance, 2006

B.11 This guidance supplements the current ODPM draft practice guidance on housing market assessments. It provides advice on carrying out an assessment of the accommodation needs of Gypsies and Travellers. It does not claim to be exhaustive or prescriptive, and while it recommends that the basic principles it contains should be followed, the exact approach will need to be adapted to local circumstances. It sets out:

- Why the Accommodation Assessment needs to be done
- What it should produce
- Whom it should survey
- Key differences between the Gypsy and Traveller community and others, and the practical implications of these differences
- How accommodation needs for Gypsies and Travellers differs from those of the settled community
- Timescales for carrying out and updating the assessment.

B.12 It also provides advice on carrying out the assessment, including:

- Partnership working;
- Deciding who should carry out the assessment
- The use of existing data sources;
- The use of specialist surveys, including survey techniques and questions;
- How to identify and communicate with the Gypsy and Traveller communities.

Local Authorities and Gypsies and Travellers: A Guide to Responsibilities and Powers

B.13 The financial, health and other costs to Gypsies and Travellers are substantial, including the constant threat of eviction and disruption of everyday life. Members of settled communities generally enjoy a basic right to secure accommodation. Although they undoubtedly experience adverse effects of unlawful

encampments, members of settled communities are not faced with the levels of insecurity, inter- and intra-communal tension or the 'vicious circle of tension' experienced because of a lack of adequate accommodation suffered by many transient Travellers. (DCLG, 2007a)

A Decent Home: Definition and Guidance for Implementation: June 2006 Update

B.14 Although not primarily about the provision of caravan sites, facilities or pitches, the June 2006 updated DCLG guidance for social landlords provides a standard for such provision. The guidance is set out under a number of key headings:

- Community-based and tenant-led ownership and management
- Delivering Decent Homes Beyond 2010
- Delivering mixed communities
- Procurement value for money
- Housing Health and Safety

B.15 The guidance defines four criteria against which to measure the standard of a home:

- 1) It meets the current statutory minimum standard for housing
- 2) It is in a reasonable state of repair
- 3) It has reasonably modern facilities and services
- 4) It provides a reasonable degree of thermal comfort

DETR - Planning Policy Guidance Note No. 3: Housing]

B.16 The preamble to this Guidance Note states that; 'Planning Policy Guidance (PPG) notes set out the Government's policies on different aspects of planning. They should be taken into account by regional planning bodies and local planning authorities in preparing regional planning guidance and development plans and may also be material to decisions on individual planning applications and appeals. This guidance introduces a new approach to planning for housing which, for most authorities, will mean that their development plan will require early review and alteration in respect of housing.' There is no reference in the document to Gypsies or Travellers, caravan sites or other issues affecting Travelling communities.

ODPM Consultation Paper on a New Planning Policy Statement 3 (PPS3) – Housing – December 2005

B.17 This draft PPS seeks to provide a national policy framework for planning for housing. It sets out what is required at regional and local levels to deliver housing within sustainable communities. This PPS and accompanying guidance is intended eventually to replace Planning Policy Guidance Note 3: Housing (PPG3) published in March 2000 and Planning Circular 6/98: Planning and

Affordable Housing. It makes specific reference to strategic considerations relating to Gypsy and Traveller communities:

The Provision and Condition of Local Authority Gypsy / Traveller Sites in England

B.18 This study for ODPM by the University of Birmingham (Niner 2002) estimated a need in England for 1 - 2,000 additional residential pitches, and up to 2,500 transit or stopping places over a five-year period. This would require 6 - 900 new pitches a year. From January 2003 to January 2005 the net increase was equivalent to 130 pitches a year, at which rate it would take over thirty years to reach the target.

Common Ground: Equality, good race relations and sites for Gypsies and Irish Travellers, Commission for Racial Equality, May 2006

B.19 This report was written four years after the introduction in April 2001 of the statutory duty on public authorities under the Race Relations (Amendment) Act to promote equality of opportunity and good race relations and to eliminate unlawful racial discrimination. The CRE has ongoing concerns about relations between Gypsies and Irish Travellers and other members of the public, with widespread public hostility and, in many places, Gypsies and Irish Travellers leading separate, parallel lives. A dual concern about race relations and inequality led the Commission in October 2004 to launch the inquiry on which this report is based.

B.20 The Report's recommendations include measures relating to (inter alia) central government, local authorities, police forces and the voluntary sector. Among those relating to central government are:

- developing a realistic but ambitious timetable to identify land for sites, where necessary establishing them, and making sure it is met,
- developing key performance indicators for public sites which set standards for quality and management that are comparable to those for conventional accommodation.
- requiring local authorities to monitor and provide data on planning applications, outcomes and enforcement, and on housing and homelessness by racial group, using two separate categories for Gypsies and Irish Travellers.
- requiring police forces to collect information on Gypsies and Irish Travellers, as two separate ethnic categories.

B.21 Strategic recommendations affecting local authorities include:

- developing a holistic corporate vision for all work on Gypsies and Irish Travellers
- reviewing all policies on accommodation for Gypsies and Irish Travellers
- designating a councillor at cabinet (or equivalent) level, and an officer at no less than assistant director level, to coordinate the authority's work on all sites

- emphasising that the code of conduct for councillors applies to their work in relation to all racial groups, including Gypsies and Irish Travellers
 - giving specific advice to Gypsies and Irish Travellers on the most suitable land for residential use, how to prepare applications, and help them to find the information they need to support their application.
 - identifying and reporting on actions by local groups or individuals in response to plans for Gypsy sites that may constitute unlawful pressure on the authority to discriminate against Gypsies and Irish Travellers
 - monitoring all planning applications and instances of enforcement action at every stage, by type and racial group, including Gypsies and Irish Travellers, in order to assess the effects of policies and practices on different racial groups.
- B.22 Other local authority recommendations relate to unauthorised encampments, housing, and promoting good race relations and integrated communities
- B.23 Among other recommendations, the Report states that police forces should:
- include Gypsies and Irish Travellers in mainstream neighbourhood policing strategies, to promote race equality and good race relations.
 - target individual Gypsies and Irish Travellers suspected of anti-social behaviour and crime on public, private and unauthorised sites, and not whole communities.
 - treat Gypsies and Irish Travellers as members of the local community, and in ways that strengthen their trust and confidence in the force.
 - provide training for all relevant officers on Gypsies' and Irish Travellers' service needs, so that officers are able to do their jobs more effectively
 - review formal and informal procedures for policing unauthorised encampments, to identify and eliminate potentially discriminatory practices, and ensure that the procedures promote race equality and good race relations
 - review the way policy is put into practice, to make sure organisations and individuals take a consistent approach, resources are used effectively and strategically, all procedures are formalised, and training needs are identified.
- B.24 Other recommendations relate to parish and community councils the Local Government Association, the Association of Chief Police Officers and the voluntary sector.

Gypsies and Travellers 2004-2007 Strategy, Commission for Racial Equality, 2004

- B.25 The CRE produced a strategy document in 2004 covering its work with Gypsies and Travellers through to 2007. The main elements in this strategy include commitments to advise and influence a wide range of agencies on:
- Accommodation;
 - Education;
 - Employment and training;
 - Health and Social Care;
 - Criminal justice;

- Records and monitoring; and
- Legal protection.

CRE Submission to the Good Childhood Inquiry (2006)

B.26 The 'Good Childhood' investigation by the Children's Society set out to research why the well-being of our children and young people is so poor and what we can do about it; what is particular to the experience of childhood in the UK that so damages the well-being of our children, and what changes in the way childhood is experienced by today's children and young people have the most impact upon their quality of life. The CRE's submission to the inquiry is divided into two sections: general comments on the issues facing ethnic minority children and young people today; and comments on the Inquiry themes where relevant to race equality or integration. The CRE concluded that ethnic minority children and young people are disproportionately disadvantaged across all sectors and at all ages.

B.27 Areas identified as affecting children and young people from Travelling backgrounds included:

- data on attainment of ethnic minority children against the early learning goals set out in the Foundation Stage Profile shows that Irish Travellers and Gypsy/Roma children are the lowest performing ethnic groups
- patterns of achievement appear to broadly mirror attainment gaps at later stages. White and Asian and Irish children are the highest performing ethnic groups whilst the lowest performing are Irish Travellers and Gypsy/Roma children
- Gypsy/Roma and Traveller of Irish Heritage pupils have extremely low attainment and perform considerably below the national average at all Key Stages and at GCSE and equivalent.

At What Cost, Clements and Morris, 2002

B.28 In 2002 the national public cost of dealing with unauthorised sites was estimated at around £18 million a year and this figure is now believed to be much greater. Local authority and police costs of dealing with unauthorised encampments are high, and include legal expenses, the provision of facilities and services to 'tolerated' sites, and the cost of clearing up in cases where rubbish is left on sites or fly tipping occurs.

Report of the LGA Gypsy and Traveller Task Group - May 2006

B.29 The LGA's Gypsy and Traveller Task Group was established in December 2004 to respond to the issues raised by the new Circular on Planning for Gypsy and Traveller Sites. Following the publication of the LGA's response, and amid concerns being expressed from local government and the national press that

enforcement issues were not being dealt with, the task group was asked further to extend its work to cover enforcement issues.

B.30 The Report set out recommendations on the way forward in dealing with unauthorised encampments, structured under nine main headings:

- The scale of the challenge;
- Understanding accommodation needs ;
- Delivering the new planning circular;
- Site provision issues ;
- Site design and management issues ;
- Enforcement against unauthorised encampments ;
- Enforcement against unauthorised development ;
- Resourcing delivery ;
- The role of council leadership .

Out in the Open - Providing Accommodation, Promoting Understanding and Recognising Rights of Gypsies and Travellers, Building and Social Housing Foundation, June 2007

B.31 This consultation was organised by the Building and Social Housing Foundation (BSHF) to identify practical ways in which housing organisations and other public bodies can work together with Gypsies and Travellers and local communities to provide appropriate accommodation and support for their way of life, as well as promoting respect and understanding between Gypsies and Travellers and other members of the public. Persons of experience and expertise were brought together for three days in order to share and develop ideas as to how to meet this challenge. The key findings are set out in an Executive Summary, as follows.

Key areas for action

- Providing authorised sites to meet urgent short-term accommodation needs, until the Government's new policy framework can deliver permanent sites.
- Addressing the lack of political will across all levels of the political spectrum to tackle the existing widespread discrimination against Gypsies and Travellers.
- Integrating Gypsy and Traveller rights and needs into existing policies and mainstream services.
- Obtaining accurate and wide-ranging information to inform policy, counteract misinformation in the media and enable the sharing of good practice.
- Recognising the opportunities provided by working in partnership with Gypsy and Traveller communities, as well as social housing providers and landowners to improve the availability and choice of accommodation.

Increasing the Supply of Accommodation

B.32 Local authorities have a key part to play in the provision of accommodation for Gypsies and Travellers, whether as a provider themselves or as the authorities responsible for granting planning permission on other providers' sites. A range of recommendations were put forward to increase the overall number of sites. These include:

- Local authorities should use Section 106 agreements to provide land or financial resources for Gypsy and Traveller sites in the same way as they are used to provide additional social housing. The Improvement and Development Agency for local government (IDeA), Local Government Association (LGA) and Communities and Local Government (CLG) should support this by disseminating good practice case studies as they become available;
- Local authorities should ensure that the planning process addresses the wider sustainability of sites in the same way it would for bricks and mortar accommodation. The process should address factors such as travel to work, access to services and public transport, amongst others, and not cause sites to be developed in areas which would not be acceptable for bricks and mortar accommodation due to environmental and health risks;
- Local authorities should involve Gypsies and Travellers early on in consultations of potential locations for sites;
- Local authorities should assist Gypsies and Travellers in the planning process by providing guidance from the early stage of site selection, through to providing assistance with submitting planning applications.

Meeting Interim Accommodation Needs

B.33 The Consultation supported the current direction of government policy, which should lead to provision of an adequate number of sites in the longer term. However, the process could take five or more years before additional sites become available.

B.34 As well as engaging positively with the current framework to ensure adequate provision of sites in the longer term, local authorities should take steps to ensure interim provision is as high as possible over the intervening period. It is therefore recommended that:

- Local authorities should consider alternative means of obtaining land for temporary use as a site, such as renting farmland from farmers. Local authorities could consider operating these in the summer months only, to ease the greater shortage at this time of the year, if they feel it would be easier to obtain agreement for this.

Sending a Message

B.35 Well-trained and well-equipped local authorities can promote understanding of Gypsies and Travellers in a wide variety of ways, through specific activities, through the local media, and by sending a message through the way they work.

B.36 It is important that there should be a widespread challenge to the media when its coverage is inflammatory, inaccurate or prejudicial, and that this should come

from local authorities and Gypsies and Travellers, as well as bodies such as the Commission for Equality and Human Rights.

B.37 One way in which negative reporting can be countered is by promoting positive stories particularly in the local press, where greater coverage can be given, as well as in the national farming press to highlight examples of mutually beneficial coexistence and cooperation. It is recommended that:

- Local authorities should ensure that responsibility for Gypsy and Traveller issues, at district or borough levels, falls within appropriate departments, such as Housing and/or Equality and Diversity Departments and not in Environmental/Public Health;
- Local authorities should respond to inaccurate reporting in the local media by seeking to put the record straight, as well as actively promoting positive stories;
- All public bodies should include Gypsy and Traveller issues within all their programmes of diversity training and cultural awareness-raising for all front line service providers, including social services staff;
- IDEa should initiate training, education and awareness-raising for councillors, including information on engagement with settled communities on the issues, especially site location. This should include creating a 'Councillors' Toolkit' to help inform elected members about Gypsy and Traveller issues;
- IDEa should disseminate good local authority practice in relation to Gypsies and Travellers; and
- establish a website with information and examples of good practice.
- Local authorities and schools should include Gypsies and Travellers within cultural events where diversity is celebrated.

Partnership Working with Gypsies and Travellers

B.38 Gypsies and Travellers are rarely involved in local decision-making. This is partly because they have little confidence in the process, but also because arrangements are rarely designed to include them and there is little direct recognition of their rights to be consulted. Gypsy and Traveller needs are assumed to be associated principally with sites, rather than the basic services provided for other members of the public. To help address these issues it is recommended that:

- Local authorities should create and facilitate Gypsy and Traveller Forums with high levels of Gypsy and Traveller participation to provide an opportunity to identify key needs and aspirations.
- Local authorities should seek to engage with Gypsies and Travellers in community consultation processes on all issues affecting their area, not just those that specifically relate to Gypsies and Travellers.
- Local public bodies should establish an inter-agency forum at a regional or sub-regional level, bringing together officers who work with Gypsies and Travellers from different organisations and departments to act as a support network, share best practice and coordinate service provision.

- Local authorities should ensure there is a Gypsy and Traveller Advisory Officer in every authority who is well trained and capable of building and maintaining positive relationships with the community, not just an enforcer.
- Mediation services, who are used to dealing with conflict between different parties, should, with
- appropriate training, offer their services when conflict arises between or within communities to help resolve the conflict.

Recognising Rights

B.39 Gypsies and Travellers are entitled to the same rights as other British citizens, including the right to access services such as health, housing, education, welfare and criminal justice. Gypsies and Travellers have significantly lower average educational attainment and health indicators than the settled community and there is little recognition of their particular needs in accessing these services.

B.40 Many of the barriers that Gypsies and Travellers face are due to the racism and discrimination that is still prevalent. The ability to counteract this is limited by a lack of information on a range of issues. For example, gathering data relating to Gypsy and Traveller ethnic status by the criminal justice system would enable greater clarity as to the extent to which Gypsies and Travellers are involved in criminal activity or experience hate crime. Only with firm evidence can the unsupported assertions of the national and local media be challenged. It is recommended that:

- Local authorities, health authorities and other relevant public bodies should provide information on their services in alternative formats where difficulties may be encountered due to poor literacy;
- Local authorities should ensure that their Equality Impact Assessment processes are robust and that Gypsies and Travellers are actively considered within them;
- All public authorities should include Romany Gypsies and Irish Travellers as categories within all exercises where racial/ethnic data is gathered or monitored, including ethnic monitoring of crime and anti-social behaviour.
- Local authorities should ensure that Sure Start programmes are accessible to those living on sites, placing a scheme on the site where appropriate; and
- Local Gypsy and Traveller groups with local authority Gypsy and Traveller Advisory Officers should develop and provide training/awareness-raising aimed at Gypsies and Travellers on the roles of police and social services departments and support Gypsies and Travellers to interact effectively with authority figures.