

# Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessment

**Breckland Council**

Salford Housing & Urban Studies Unit  
University of Salford

Cambridgeshire Research Group  
Cambridgeshire County Council

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University of  
**Salford**  
MANCHESTER



# About the Authors

The Salford Housing & Urban Studies Unit is a dedicated multi-disciplinary research and consultancy unit providing a range of services relating to housing and urban management to public and private sector clients. The Unit brings together researchers drawn from a range of disciplines including: social policy, housing management, urban geography, environmental management, psychology, social care and social work.

Cambridgeshire Research Group (CRG) is an award winning multi-disciplinary local government research team based within Cambridgeshire County Council. Researchers with CRG specialise in housing, community safety, demography, the economy and spatial analysis and data visualisation. The team currently provides a range of services to councils and other local government bodies in the Eastern Region.

## Study Team

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This report is based on research undertaken by the study team and the analysis and comment thereafter do not necessarily reflect the views and opinions of the research commissioners, or any participating stakeholders and agencies. The authors take responsibility for any inaccuracies or omissions in the report.

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## Glossary

The following terms are used in this report and or are used in conjunction with planning for Gypsy, Traveller and Showpeople accommodation. As such these terms may need some clarification. In the case of those terms which are related to Gypsy and Traveller Accommodation and culture, it is noted that a number of these terms are often contested and debated. It is not the intention of the authors to present these terms as absolute definitions; rather, the explanations provided are those the authors used in this assessment as their frames of reference.

<b>Term</b>	<b>Explanation</b>
<b>Amenity block/shed</b>	On most residential Gypsy/Travellers sites these are buildings where basic plumbing amenities (bath/shower, WC and sink) are provided at the rate of one building per pitch.
<b>Authorised social site</b>	An authorised site owned by either the local authority or a Registered Housing Provider.
<b>Authorised Private site</b>	An authorised site owned by a private individual (who may or may not be a Gypsy or a Traveller). These sites can be owner-occupied, rented or a mixture of owner-occupied and rented pitches. They may also have either permanent or temporary planning permission.
<b>Bricks and mortar</b>	Permanent housing.
<b>Caravan</b>	Mobile living vehicle used by Gypsies and Travellers. Also referred to as trailers.
<b>Caravan Count</b>	Bi-annual count of Gypsy and Traveller caravans conducted every January and July by local authorities published by the CLG.
<b>Chalet</b>	In the absence of a specific definition the term 'chalet' is used here to refer to single storey residential units which resemble mobile homes but can be dismantled.
<b>Department for Communities and Local Government (DCLG)</b>	The main government department responsible for Gypsy and Traveller accommodation issues.
<b>Development Plan Documents (DPDs)</b>	Documents which outline the key development goals of the Local Development Framework.
<b>Gypsy and Traveller Accommodation Needs Assessment (GTAA)</b>	The main document that identifies the accommodation requirements of Gypsies and Travellers.
<b>Doubling-up</b>	To share a pitch on an authorised site.
<b>Gaujo/Gorger</b>	Literal translation indicates someone who is not of the Romany Gypsy race. Romany word used mainly, but not exclusively, by Romany Gypsies to refer to members of the settled community/non-Gypsy/Travellers.
<b>Green Belt</b>	A policy or land use designation used to retain areas of largely undeveloped, wild, or agricultural land surrounding or neighbouring urban areas.
<b>Gypsy</b>	Members of Gypsy or Traveller communities. Usually used to describe Romany (English) Gypsies originating from India. This term is not acceptable to all Travellers.
<b>Gypsies and Travellers (as used in this report)</b>	Consistent with the Housing Act 2004, inclusive of: all Gypsies, Irish Travellers, New Travellers, Show People, Circus People and Gypsies

	and Travellers in bricks and mortar accommodation.
<b>Homes and Communities Agency (HCA)</b>	National housing and regeneration agency. Has been responsible for administering the Gypsy and Traveller Site Grant since 2009/10.
<b>Local Plan/Local Development Framework (LDF)</b>	A set of documents which a Local Planning Authority creates to describe their strategy for development and use of land in their area of authority.
<b>Mobile home/Mobiles</b>	Legally classified as a caravan but not usually moveable without dismantling or using a lorry.
<b>Pitch/plot</b>	Area of land on a site/development generally home to one licensee household. Can be varying sizes and have varying caravan occupancy levels. Often also referred to as a plot, particularly in relation to Travelling Showpeople. There is no agreed definition as to the size of a pitch.
<b>Pulling-up</b>	To park a trailer/caravan.
<b>Regional Spatial Strategy (RSS)</b>	Previous planning approach across England. In July 2010 the government announced its decision to revoke RSSs.
<b>Settled community/people</b>	Reference to non-Travellers (those who live in houses).
<b>Site</b>	An authorised area of land on which Gypsies and Travellers are accommodated in trailers/chalets/ vehicles. Can contain one or multiple pitches.
<b>Static caravan</b>	Larger caravan than the 'tourer' type. Can be moved but only with the use of a large vehicle. Often referred to simply as a trailer.
<b>Stopping place</b>	Locations frequented by Gypsies and Travellers, usually for short periods of time.
<b>Suppressed/concealed household</b>	Households, living within other households, who are unable to set up separate family units and who are unable to access a place on an authorised site, or obtain or afford land to develop one.
<b>Tourer/trailer</b>	Term commonly used by Gypsies and Travellers to refer to a moveable caravan.
<b>Transit site</b>	Site intended for short stays. Such sites are usually permanent, but there is a limit on the length of time residents can stay.
<b>Travelling Showpeople</b>	Commonly referred to as Showmen, these are a group of occupational Travellers who work on travelling shows and fairs across the UK and abroad.
<b>Unauthorised Development</b>	This refers to a caravan/trailer or group of caravans/trailers on land owned (possibly developed) by Gypsies and Travellers without planning permission.
<b>Unauthorised Encampment</b>	Residing in caravans/trailers on private/public land without the landowner's permission (for example, at the side of the road, on a car park or on a piece of undeveloped land).
<b>Yard</b>	Term used by Travelling Showpeople to refer to a site.

# Executive Summary

## The Study

1. The Housing Act 2004 placed a duty upon local authorities to produce assessments of accommodation need for Gypsies and Travellers. In 2006, a Norfolk-wide Gypsy and Traveller Accommodation Assessment (GTAA) was undertaken through the Gypsy and Traveller Liaison Group, led by the County Council, to look at accommodation and needs across the county. This GTAA provided an overview of the accommodation and related needs and experiences of the Gypsy and Traveller population.
2. In May 2013 Breckland Council commissioned the Salford Housing & Urban Studies Unit (SHUSU) at the University of Salford together with the Cambridgeshire Research Group (CRG) from Cambridgeshire County Council to produce a Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessment. The primary purpose of this report is to provide an evidence base to inform the future development of planning policies through the Local Development Framework. This report presents the projection of requirements for the following periods:
  - 2013/14-2017/18 – five years
  - 2018/19-2022/23 – five years
  - 2023/24-2027/28 – five years
3. The assessment was undertaken by conducting a review of the following data sources:
  - Previous assessments of need and information submitted through the previous regional planning process.
  - The policy and guidance context.
  - The bi-annual Caravan Count.
  - Census 2011 data.
  - Information from the local authority with regards to pitch provision and supply.
  - Information from key stakeholders.
  - A survey of 92 Gypsies and Travellers currently residing in site-based and bricks and mortar accommodation across Breckland.
4. From an estimated population of 111 resident households, we consulted with 87 (excluding five households on unauthorised encampments) resident households; 78% of the estimated resident Gypsy and Traveller community across the study area. The response rate to this survey, and we believe that as the sample included a range of accommodation types and household

circumstances, we have no reason to believe that those households included in the survey are untypical from the total population in the area. Overall, we believe that the findings for the assessment are based on reliable information from accommodation types within the study area.

### **Local Accommodation Provision**

5. There is no one source of information about the size of the Gypsy and Traveller population in the borough. Our best estimate is that there are at least 414 local Gypsies and Travellers living in the district. The population was found across a range of accommodation types:
- There is **one residential socially rented site** in the district. Owned and managed by Norfolk County Council this site accommodates 24 households.
  - There are **eight authorised permanent private sites** in the district. Together these can accommodate approximately 27 pitches/households.
  - There are **four authorised private sites with temporary consent**. Together these accommodate approximately 10 pitches/households.
  - There are **four unauthorised developments** (land owned by Gypsies and Travellers but developed without planning permission) within the district. It is estimated that these sites accommodate approximately five households.
  - It is estimated that there are at least **46 households living in bricks and mortar housing** in the district.
  - There is a **transit site** in the district providing short-stay accommodation provision over eight pitches.
  - There are two yards for **Travelling Showpeople** in the borough accommodating around five plots/households.

### **Characteristics of Local Gypsies and Travellers**

6. The survey of Gypsies and Travellers identified some of the important characteristics of the local population:
- Household size is larger than in the settled/non-Traveller population at four persons across the whole sample.
  - The majority of respondents were of working age. Around 47% was 25-39 years and 29% was 40-49 years.
  - The majority of Gypsies and Travellers in trailers and in housing can be seen to belong, in some way, to the district. The vast majority of people had lived in the district for over ten years. Many of these were born or had strong family links in the area.

- The local population is mainly Romany Gypsies (82%) with a smaller number of a range of other groups.
- The majority of households reported that they never travel. Those who travelled most regularly either had no permanent residential base or were living in bricks and mortar housing.

### Accommodation Need and Supply

7. There are no signs that the growth in the Gypsy and Traveller population will slow significantly. Research from the Equalities and Human Rights Commission (EHRC) has indicated that around 6,000 additional pitches for Gypsies and Travellers are immediately required to meet the current shortage of accommodation within England.
8. This study has taken a thorough assessment of the need arising from all sites (permanent, temporary and unauthorised) present at the time of the survey. As such this assessment of need should be regarded as a reasonable and robust assessment of need upon which to base planning decisions going forward. Sites given planning permission or developed through new social provision after 31<sup>st</sup> July 2013 contribute to the need requirements detailed in the table below.

Table i: Summary of Gypsy, Traveller and Travelling Showpeople accommodation and pitch need (2013 - 2028)

	<b>Gypsy and Traveller residential need (pitches)</b>	<b>Gypsy and Traveller transit need (pitches)</b>	<b>Travelling Showpeople need (plots)</b>
Current authorised residential provision	51	8	5
<b>Need 2013/14–2017/18</b>	<b>22</b>	<b>3-5</b>	<b>0</b>
Need 2018/19–2023/24	8	0	0
Need 2023/24–2027/28	9	8	0
<b>Need 2013–2028</b>	<b>33</b>	<b>11-13</b>	<b>0</b>

9. It is recommended that this assessment of accommodation need is repeated in due course (circa five years) to ensure this assessment remains as accurate as possible.
10. There is a preference for provision to be made in the form of private pitches but at the same time an implied need for the provision of affordable accommodation.

11. It is not clear where sites are best placed to be developed. There is some consistency from the survey around the preference for Swaffham.
12. There are a number of options for how specific sites could be identified in these broad areas of search:
  - Providing an approach governed by land availability, predicated on land owners putting forward sites for Gypsies and Travellers.
  - Selecting sites which are in good proximity to services and facilities .
  - Using a demand led approach, focusing on those areas where there is already an established Gypsy and Traveller population.

We believe that in order to meet the needs of the Gypsy and Traveller community it may be necessary to adopt an approach that combines these options to provide an appropriate and deliverable strategy to address need.

# 1. Introduction

## Background and Scope

- 1.1 The Housing Act 2004 placed a duty upon local authorities to produce assessments of accommodation need for Gypsies and Travellers. In 2006, a Norfolk-wide Gypsy and Traveller Accommodation Assessment (GTAA) was undertaken through the Gypsy and Traveller Liaison Group, led by the County Council, to look at accommodation and needs across the county. Breckland's identified need for permanent pitch provision based on its own evidence at that time was for an additional 12 pitches. Shortly after this, the East of England Regional Assembly published its East of England Plan revision around the provision of permanent and transit sites within the region. After consultation on the Plan, it was decided to redistribute site provision across the Region through a formula process, which resulted in a requirement for 15 new permanent pitches to be sited in Breckland over the period 2006-11.
- 1.2 Policy CP2 of the Breckland Core Strategy, adopted in 2009, covers issues relating to Gypsy and Traveller communities. The Policy takes the appropriate scale of pitch provision up to 2011 to be 15 additional pitches, excluding any short stay pitches, as set out in the single issue review of the Regional Spatial Strategy around Gypsies and Travellers. The main area identified for delivery was the A11 corridor. The Policy identifies criteria for the delivery of sites.
- 1.3 A relatively large number of private sites have been delivered between 2006 and 2012. At least three permanent and six temporary planning permissions were granted in that time providing nine permanent and 10 temporary pitches. Information from Breckland Council indicates that at least some of those were granted on appeal.
- 1.4 The current provision, as of July 2013, is 12 sites which accommodate 64 pitches. These are divided into 24 residential socially rented pitches, eight short-stay socially rented pitches and 32 private pitches with permanent planning permission (inclusive of provision for Travelling Showpeople). A number of pitches with temporary permission and others which are currently unauthorised also feature across the district.
- 1.5 All local authorities in Norfolk and Suffolk, along with the Police and Health Services, co-operate over Gypsy and Traveller matters through their membership of the Norfolk and Suffolk Gypsy and Traveller Steering Group. The Steering Group aims to address recommendations from national legislation and guidance and to work in partnership to improve community cohesion around Gypsy and Traveller issues. Gypsies and Travellers are represented on the Steering Group. There is also an Accommodation sub-Group.

- 1.6 All Norfolk and Suffolk local authorities are signatories to two main partnership documents. The Gypsy and Traveller Strategy for Norfolk and Suffolk (2012) and the Protocol for Managing Unauthorised Encampments (2005, reviewed 2009). The Gypsy and Traveller Strategy Action Plan includes aims to:
- Identify and deliver residential Gypsy and Traveller accommodation. Actions associated with this aim include providing up-to-date robust Accommodation Needs Assessments and identifying suitable land in accordance with NPPF.
  - Identify locations and develop transit provision across both counties. Actions associated with this aim includes creating a sustainable network of transit sites across both counties, working together to secure funding, and working together to influence political members to promote the requirement of provision.
- 1.7 In May 2013 Breckland Council commissioned the Salford Housing & Urban Studies Unit (SHUSU) at the University of Salford together with the Cambridgeshire Research Group (CRG) from Cambridgeshire County Council to produce a Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessment. The primary purpose of this report is to provide an evidence base to inform the future development of planning policies through the Local Development Framework. This assessment analyses need as it currently stands (as of July 2013). This assessment supersedes the previous accommodation needs report for the area and presents the projection of requirements for the following planning periods:
- 2013/14-2017/18 – five years
  - 2018/19-2022/23 – five years
  - 2023/24-2027/28 – five years

## **Research Approach**

- 1.8 The approach to this study involved bringing together various existing data sources with empirical research with the Gypsy, Traveller and Travelling Showpeople communities across Breckland. Details about the methodology for the assessment can be found in Appendix 1. The methodology entailed a review of the following data sources:
- Previous assessments of need and information submitted through the previous regional planning process.
  - The policy and guidance context.
  - The bi-annual Caravan Count.
  - Census 2011 data.
  - Information from the local authority with regards to pitch provision and supply.

- Information from key stakeholders. These included officers from within Breckland Council planning and housing officers, Norfolk County Council Traveller Education Service, Norfolk County Council Traveller Service, Norfolk Police, two known local Gypsy & Traveller Community/Support Groups, one key Gypsy & Traveller individual and three adjoining districts. Consultations (written and verbal) were undertaken in order to develop a clearer understanding about the context of provision and need within the area and to help inform the assessment of need. This information has been incorporated into this report in the appropriate places.
- A survey of Gypsies, Travellers and Travelling Showpeople currently residing in Breckland. This has entailed the completion of interviews with 92 households living in trailers and in bricks and mortar properties across Breckland.

1.9 Table 1 summarises the response to the survey by number of sites and estimated/ known number of households across sites in Breckland.

Table 1: Sample in relation to local Gypsy and Traveller population

Type of accommodation	No. of sites			No. of known occupied pitches/households		
	Total	Sample	%	Total	Interview Sample	%
Socially rented sites	1	1	100%	24	18	75%
Residential private authorised pitches (permanent)	8 <sup>1</sup>	6	75%	21	14	67%
Residential private authorised pitches (temporary)	4	3	75%	10	10 <sup>2</sup>	100%
Unauthorised developments	4 <sup>3</sup>	3	75%	5	3	60%
Unauthorised encampments	N/A	N/A	N/A	N/A	5	N/A
Other (trailer on a driveway)	N/A	N/A	N/A	N/A	1	N/A
Transit sites	1	1	100%	8	2	25%
Travelling Showpeople yards	2	2	100%	5	2	40%
<b>TOTAL TRAILER BASED POPULATION</b>	<b>20</b>	<b>16</b>	<b>80%</b>	<b>73</b>	<b>55</b>	<b>75%</b>
Housed	N/A	N/A	N/A	N/A	37	N/A

1.10 The key points to note from the methodological approach adopted is that:

<sup>1</sup> Although there are eight private sites in the district, only seven of these are occupied at the time of the survey.

<sup>2</sup> This suggests that more interviews were undertaken with households on at least one site than was anticipated from drawing on local authority data.

<sup>3</sup> One of these sites was vacated immediately before or during this study see Chapter five for more information.

- Overall, 80% of sites/yards across the area are reflected in the survey responses. Household interviews were achieved on both socially rented sites and both Travelling Showpeople yards in the area. Around two-thirds of households are represented on other forms of accommodation with the exception of unauthorised developments. Over a third of the entire sample is made up of households living in bricks and mortar accommodation.
- The survey reflects 75% of the trailer based household and an estimated 75% of the population in bricks and mortar housing.
- Due to the size of the sample it is reasonable to gross up findings from the survey to the total population of Gypsies, Travellers and Travelling Showpeople in Breckland. See Chapter 10 for a description of how the survey findings have been translated into accommodation need.

## Structure of the Report

1.11 This report is intended to assist Breckland Council in its formulation of planning policies for the provision of accommodation for the Gypsy, Traveller and Travelling Showpeople communities. It sets out the background and current policy context, identifies the estimated Gypsy, Traveller and Travelling Showpeople population and presents evidence of need arising within Breckland.

- **Chapter 2** looks at the past, present and emerging policy context in the area of Gypsy, Traveller and Travelling Showpeople accommodation.
- **Chapter 3** looks at the trends in caravan numbers evident from the bi-annual count of caravans and presents an estimation as to the size of the local Gypsy, Traveller and Travelling Showpeople population.
- **Chapter 4** presents the findings from across all authorised social and private sites based on information provided by Breckland Council and obtained through the survey of Gypsy and Traveller households.
- **Chapter 5** looks at the level of planning applications made in Breckland, the presence of unauthorised sites and the views of households on unauthorised sites obtained through the household survey.
- **Chapter 6** looks at the numbers of Gypsies and Travellers living in bricks and mortar accommodation as well as drawing upon the views of people obtained through the household survey.
- **Chapter 7** looks at Travelling Showpeople specifically. This covers the sites in the area and the treatment of Showpeople sites in local policy.
- **Chapter 8** looks at a range of issues including the movement intentions of the sample, the formation of new households and concealment of existing ones and the accommodation preferences of the Gypsy and Traveller population.

- **Chapter 9** considers the issues arising from households on the transit site in the area.
- **Chapter 10** provides the numerical assessment of residential accommodation need for Breckland.
- **Chapter 11** looks specifically at the accommodation needs relating to Travelling Showpeople.
- **Chapter 12** provides an assessment of transit accommodation need for Breckland.
- **Chapter 13** examines the implications this assessment has, in tandem with activity located within adjoining local authorities, for the emerging strategy document.

1.12 The base date for this assessment is 31<sup>st</sup> July 2013. Provision made after this date contributes to the need identified in this report.

## **2. Policy Context**

- 2.1 This chapter looks at the current and past housing and planning policy context impacting on the assessment of need and the provision of accommodation for Gypsies, Travellers and Travelling Showpeople.

### **National Policy 2006-2011**

- 2.2 The main document for detailing planning policy in England over the 2006-2011 period was ODPM Circular 01/2006 Planning for Gypsy and Traveller Caravan Sites. This specified that the aims of legislation and policy were to:
- Ensure that Gypsies and Travellers have fair access to suitable accommodation, education, health and welfare provision.
  - Reduce the number of unauthorised encampments and developments.
  - Increase significantly the number of Gypsy and Traveller sites in appropriate locations and with planning permission in order to address under-provision by 2011.
  - Protect the traditional travelling way of life of Gypsies and Travellers; underline the importance of assessing accommodation need.
  - Promote private site provision.
  - Avoid Gypsies and Travellers becoming homeless, where eviction from unauthorised sites occurs and where there is no alternative accommodation.
- 2.3 The circular directed local authorities to assess needs through Gypsy and Traveller Accommodation Assessments which should then form part of the evidence base for subsequent Development Plan Documents.
- 2.4 Travelling Showpeople were the subjects of separate planning guidance, CLG Circular 04/07, which aimed to ensure that the system for pitch assessment, identification and allocation as introduced for Gypsies and Travellers was also applied to Travelling Showpeople.

### **Current National Planning Policy**

- 2.5 In March 2012 the government published the National Planning Policy Framework (NPPF) for England and Wales. This Framework represents a core aspect of the Government's reforms to the planning system to make it less complex and more accessible, to protect the environment and to promote sustainable growth.
- 2.6 In tandem with the publication of the NPPF the Government published a new policy on Gypsy and Travellers and the two documents should be

read in conjunction. This replaced Circulars 01/06 and 04/2007.

- 2.7 Paragraph 3 of this Policy states that the Government's overarching aim is to:  
*"Ensure fair and equal treatment for Travellers, in a way that facilitates the traditional and nomadic way of life of Travellers while respecting the interests of the settled community."*
- 2.8 Further detail on this overarching aim is subsequently provided in paragraph 4 of this policy which states that the Government's aims for Traveller sites are:
- *That local planning authorities should make their own assessment of need for the purposes of planning.*
  - *To ensure that local planning authorities, working collaboratively, develop fair and effective strategies to meet need through the identification of land for sites.*
  - *To encourage local planning authorities to plan for sites over a reasonable timescale.*
  - *That plan-making and decision-taking should protect Green Belt from inappropriate development.*
  - *To promote more private Traveller site provision while recognising that there will always be those Travellers who cannot provide their own sites.*
  - *That plan-making and decision-taking should aim to reduce the number of unauthorised developments and encampments and make enforcement more effective.*
  - *For local planning authorities to ensure that their Local Plan includes fair, realistic and inclusive policies.*
  - *To increase the number of Traveller sites in appropriate locations with planning permission, to address under provision and maintain an appropriate level of supply.*
  - *To reduce tensions between settled and Traveller communities in plan-making and planning decisions.*
  - *To enable provision of suitable accommodation from which Travellers can access education, health, welfare and employment infrastructure.*
  - *For local planning authorities to have due regard to the protection of local amenity and local environment.*
- 2.9 Policy A: Using evidence to plan positively and manage development sets out that Local Planning Authorities (LPAs) should consider the following in developing the evidence base:
- A. *Pay particular attention to early and effective community engagement with both settled and Traveller communities (including discussing Travellers' accommodation needs with Travellers themselves, their representative bodies and local support groups).*

- B. *Co-operate with Travellers, their representative bodies and local support groups, other local authorities and relevant interest groups to prepare and maintain an up-to-date understanding of the likely permanent and transit accommodation needs of their areas over the lifespan of their development plan working collaboratively with neighbouring local planning authorities.*
  - C. *Use a robust evidence base to establish accommodation needs to inform the preparation of local plans and make planning decisions.*
- 2.10 Policy B: Planning for Traveller sites states that LPAs should set pitch targets for Gypsies and Travellers and plot targets for travelling showpeople to meet needs in their area, working collaboratively with neighbouring planning authorities. Paragraph 9 in this policy states that LPAs should, in producing their Local Plan:
- A. *Identify and update annually, a supply of specific deliverable sites sufficient to provide five years' worth of sites against their locally set targets.*
  - B. *Identify a supply of specific, developable sites or broad locations for growth, for years six to ten and, where possible, for years 11-15.*
  - C. *Consider production of joint development plans that set targets on a cross-authority basis, to provide more flexibility in identifying sites, particularly if a local planning authority has special or strict planning constraints across its area (local planning authorities have a duty to cooperate on planning issues that cross administrative boundaries).*
  - E. *Relate the number of pitches or plots to the circumstances of the specific size and location of the site and the surrounding population's size and density.*
  - F. *Protect local amenity and environment.*

Paragraph 10 notes that criteria should be set out to guide land supply allocations where there is an identified need. It states that:

*“Criteria should be set to guide land supply allocations where there is identified need. Where there is no identified need, criteria-based policies should be included to provide a basis for decisions in case applications nevertheless come forward. Criteria based policies should be fair and should facilitate the traditional and nomadic life of Travellers while respecting the interests of the settled community.”*

## **Regional Planning Policy**

- 2.11 Regional Strategies were formally abolished in the Localism Act, 2011, which received Royal Assent on 15<sup>th</sup> November 2011. However, it has been made clear that the evidence base used to compile these strategies can still be used to inform the development of Local Plans as appropriate<sup>4</sup>. Specific guidance is

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<sup>4</sup>Chief Planner, CLG (6<sup>th</sup> July 2010) Chief Planning Officer Letter: Revocation of Regional

provided in terms of Gypsy and Traveller needs, this states that:

*“Local councils are best placed to assess the needs of Travellers. The abolition of Regional Strategies means that local authorities will be responsible for determining the right level of site provision, reflecting local need and historic demand, and for bringing forward land in DPDs. They should continue to do this in line with current policy. Gypsy and Traveller Accommodation Assessments (GTAAAs) have been undertaken by all local authorities and if local authorities decide to review the levels of provision these assessments will form a good starting point. However, local authorities are not bound by them. We will review relevant regulations and guidance on this matter in due course.”*

## **Post NPPF consideration of Gypsy and Traveller issues by Planning Inspectors**

2.12 Six Core Strategies outside London have been found to be ‘Sound’ by the Planning Inspectorate since the publication of the NPPF in March 2012<sup>5</sup>. In tandem with the publication of the NPPF the government also published a new approach to planning for Gypsies and Travellers as set out in the Planning policy for Traveller sites document.

Table 2.1 below sets out the approach to this issue within the submitted Core Strategies and the Inspector’s conclusions on these issues. These six examples illustrate that:

- Assessments need to be up-to-date and be for the same period as the plan period.
- None of the six Core Strategies that have been found to be sound outside of London have contained specific site allocations, with this instead being specified as being dealt with through the Allocations DPD.
- Four Core Strategies were found sound even without pitch targets in order to avoid delay the approval of Core Strategies.
- Criteria based policies for the allocation of sites have been incorporated in the Core Strategies found sound.

It is understood that Breckland Council plan to include numbers of pitch need and broad locations in the emerging Local Plan Issues and Option consultation which is programmed for April/May 2014.

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Strategies

<sup>5</sup>As at the 15<sup>th</sup> of July 2013

Table 2.1: Review of approach to Gypsy and Traveller needs in Core Strategies found to be sound since the publication of the NPPF

Local Authority	Does the submitted Core Strategy allocate sites to meet future need?	Policy approach to Gypsies and Travellers	Comments in Inspector's Report
Central Lancashire	No – The GTANA found no additional need for pitches in their evidence base study. The Plan therefore included a policy setting out criteria that could be applied to any applications for any proposals for Gypsy and Traveller or Travelling Showpeople sites.	<p>Policy 8: Gypsy and Traveller and Travelling Showpeople Accommodation in the Publication Core Strategy sets out a range of criteria to be applied to relevant applications. This includes the need to consider:</p> <ul style="list-style-type: none"> <li>• Location in respect of proximity to services.</li> <li>• Suitable road access and sufficient space for parking.</li> <li>• Avoidance of residential use on contaminated and otherwise unsuitable land.</li> <li>• No unacceptable impact on the immediate surrounding areas and the wider landscape.</li> </ul>	The Inspector noted that there was no convincing evidence that contravened the need in the Policy. Paragraph 64 notes that the policy comprises relevant criteria and is in accordance with policy in the NPPF that highlights where there is no identified need, criteria-based policies should be included to provide a basis for decisions in case applications nevertheless came forward. This paragraph states that if pitches are needed at the local level, authorities can identify specific sites through a separate DPD and that such an approach does not conflict with the Government Planning Policy for Traveller Sites. As such the Inspector states in paragraph 64 that the Local Plan's approach is entirely reasonable.
West Berkshire	No – the policy states that the Council will make appropriate provision through the identification of sites within the	Policy CS9 in the West Berkshire Submission Core Strategy Incorporating Main Modifications (March 2012) sets out a range of criteria which will be used to allocate sites and to consider planning applications against. This criteria for sites outside settlement boundaries includes:	Paragraph 128 states that the Inspector has considered the policy in light of the NPPF and the Government's Policy on Traveller sites. They state that:

	<p>Site Allocations DPD. It does not specify how many pitches will be required. Previous wording in the Policy Explanation that had stated the number of pitches required was removed and replaced by a reference to understand this issue through the Allocations DPD.</p>	<ul style="list-style-type: none"> <li>• Access to roads and public transport.</li> <li>• Easy access to services.</li> <li>• Being located outside areas of high flood risk.</li> <li>• Provide adequate on site facilities for play, storage, parking and residential amenity.</li> <li>• The possibility of integration with the site and the surrounding residential community.</li> <li>• Opportunities for an element of authorised mixed uses.</li> <li>• The compatibility of the use with surrounding land uses.</li> <li>• Not materially harming the physical and visual character of the area.</li> <li>• Where applicable have regard for the character and policies affecting the North Wessex Downs AONB.</li> </ul>	<p>“The policy rightly makes clear that identified needs will be met by allocations in the Site Allocations and Delivery DPD. The criteria for allocations and any other applications are reasonable for sites outside settlement boundaries, but would be unjustified within settlement boundaries, where such sites should be treated in the same way as other residential development. Their applicability only outside settlement boundaries is needed for the policy to be justified and is made clear in MM 5.17.”</p>
<p>Woking</p>	<p>No – specific sites are not identified within the Core Strategy, with this stating that this will be undertaken through the Allocations DPD.</p>	<p>Policy CS14: Gypsies, Travellers and Travelling Showpeople in the Woking Core Strategy Publication document (June 2011) states that provision will be made for a specified number of pitches in the Borough. The Policy states that sites will be allocated to meet this need through the Allocations DPD and that a sequential approach will be adopted during this process. This will mean that sites in the urban area will be considered before those in the Green Belt and where no sites in the urban area exist priority will be given to those to sites on the edge of the urban area that benefit from good access to jobs, infrastructure and services. The Policy notes that a demonstrated lack of any deliverable sites in the urban area would provide very special circumstances necessary to allocate sites in the Green Belt. The Policy sets out a range of criteria to be considered when determining the allocation of land for Gypsies, Travellers and Travelling Showpeople and any planning applications for non-allocated sites:</p> <ul style="list-style-type: none"> <li>• Safe vehicular access to the highways network and adequate parking and turning provision.</li> <li>• Provide adequate amenity for occupiers.</li> <li>• Not having unacceptable adverse impacts on the visual amenity and character of the area.</li> </ul>	<p>The Inspector states in regards to this policy that the GTAA which the policy is based is not up-to-date and that it does not cover the plan period. As such it cannot be considered to be based on robust evidence. The Inspector notes in paragraph 109 that the Council has proposed to amend the policy wording to reflect that they will undertake a fresh assessment in 2012 and that provision will be made for the appropriate number of pitches through the Allocations DPD. The Inspector states: “In the interests of plan making efficiency, rather than delaying the examination process to enable the evidence base to be updated and pitch provision to be made for the entire plan period, I consider that the Sites Allocation DPD provides a reasonable mechanism by which locations for additional pitch provision may be found.” The Inspector proposes modifications to reflect</p>

		<ul style="list-style-type: none"> <li>• Have adequate infrastructure and on-site utilities; and</li> <li>• Have safe and reasonable access to schools and other services.</li> </ul>	this approach and which deletes the pitch requirements set out in the Publication document.
Taunton Deane	No – specific sites are not identified within the policy although a target requirement is set out and phased over the plan period.	<p>Policy CP 4 Housing in the Taunton Deane Published Plan Core Strategy sets out the need to provide pitches for Gypsies and Travellers in the area. The policy states that sites will be provided through the Site Allocations DPD and that individual sites that come forward should be consistent with policy DM3: Gypsy and Traveller Site Selection Criteria. This requires the following criteria to be fully satisfied:</p> <ul style="list-style-type: none"> <li>• That the proposal is to help meet a clear and evidenced need as set out in the GTAA or other evidence submitted with the application.</li> <li>• The site is well-related to local service and facilities.</li> <li>• The environmental impacts of the proposal are minimised.</li> <li>• The proposal would not unacceptably prejudice the amenity of adjoining or adjacent occupiers.</li> <li>• The site can be adequately served by the appropriate infrastructure.</li> <li>• The impact of the proposal will not give rise to an unacceptable traffic movement impact.</li> </ul>	The Core Strategy contains a strategic policy for housing (CP4) which includes a pitch target for Gypsies and Travellers. This is to be read with policy DM3 which sets criteria for site selection. This aspect of the policy can therefore be seen to conform with national policy advice at the time of the plan's submission. The Inspector highlights that the council have acknowledged that the plan is not consistent with the new national policy statement for Traveller sites in that it does not demonstrate a five-year supply of sites or identify longer term needs. The Inspector accepted that this matter will need to be addressed in a subsequent local plan and that it would not be appropriate to delay adoption of this Core Strategy while further work is undertaken.
Milton Keynes Decision May 2013	No – specific sites are not identified within the Core Strategy, which states that a Site Allocations DPD will allocate a site for Travelling Showpeople and, if necessary, a new site for Gypsies and Travellers.  Modifications to the	<p>Policy CS 10 – Housing in the KM Plan states that a site for Travelling Showpeople will be provided through the Site Allocations DPD and new sites for Gypsies and Travellers will be allocated, subject to the findings of a future MK Borough review. Saved policies H12 and H13 (Housing) in the Milton Keynes Local Plan 2001-2011, Adopted December 2005 list required criteria for Gypsies and Travellers and Travelling Showpeople sites.</p> <p>Policy H12 requires that new permanent sites for Gypsies and Travellers must normally satisfy the following criteria:</p> <ul style="list-style-type: none"> <li>• The number of pitches on an individual site is limited to no more than 20.</li> <li>• The site has reasonable access to shops, schools and essential services.</li> </ul>	<p>The Inspector states in paragraph 102 that “Set against the Planning Policy for Traveller Sites (PPTS), the Plan is not founded on an up-to-date assessment of travellers’ needs and the evidence is inconclusive on the existing level of unmet need.”</p> <p>The Inspector notes that MK Borough proposed two Main Modifications to the Plan:</p> <ul style="list-style-type: none"> <li>• MM39 states that for Traveller sites, a local assessment of need will be</li> </ul>

	<p>Core Strategy include a plan to allocate sites subject to carrying out an updated GTAA.</p>	<ul style="list-style-type: none"> <li>• The site is not within an Area of Attractive Landscape.</li> <li>• The development would not be prominent from public vantage points .</li> <li>• Sites must be well related to the primary road network and have adequate road access.</li> <li>• There is space within the site for the provision of essential facilities, including parking, and landscaping.</li> <li>• The site would not affect a site of nature conservation interest.</li> </ul> <p>Policy H13 requires that new sites for wintering quarters for Travelling Showpeople must satisfy all of the following criteria:</p> <ul style="list-style-type: none"> <li>• A genuine need for the site has been demonstrated.</li> <li>• The site has reasonable access to shops, schools and essential services .</li> <li>• The site has convenient and safe access to the primary road network for both domestic traffic and fairground vehicles and equipment.</li> <li>• There would be no nuisance to neighbouring areas from the movement or maintenance of equipment</li> <li>• There is space within the site for the provision of essential facilities including parking, and landscaping.</li> <li>• The site is not within an Area of Attractive Landscape.</li> <li>• The development would not be prominent from public vantage points and equipment storage areas in particular should be well screened.</li> <li>• The site would not affect a site of nature conservation interest.</li> </ul>	<p>undertaken in line with national policy requirements and will inform the allocation of sites, where a need is identified. In the interim, need will be met in accordance with national policy and saved adopted Local Plan Policy H12.</p> <ul style="list-style-type: none"> <li>• MM40 is a commitment by MK Borough: “The Plan: MK will allocate sites for Travellers, subject to the findings of the local assessment of need.”</li> </ul> <p>The Inspector accepts this commitment and in paragraph 103 states that: “While the Plan would still not meet the expectations of paragraph 9 of PPTS concerning the identification of deliverable and developable sites/broad locations over particular time periods, the proposed modifications form the basis to do so following an updated assessment of needs. On balance, this is acceptable given that publication of PPTS post-dated the submission of the Plan and that there is already a policy basis for windfall sites to be brought forward in the interim period.” Subject to the modifications, the plan is judged to be sound.</p>
<p>Winchester City Council and South Downs National Park Authority</p>	<p>No – specific sites are not allocated within the Core Strategy. Sites will be allocated according to criteria contained in saved Policy CP5- Sites</p>	<p>Gypsy and Traveller issues are covered in paragraphs 7.35 to 7.40 and saved Policy CP5- Sites for Gypsies, Travellers and Travelling Showpeople, which was updated following the publication of NPPF.</p> <p>The Local Plan part 1 (Joint Core Strategy) States that until the pitch requirement is established (that is, the GTAA is updated), planning</p>	<p>The Inspector comments on Policy CP5 in paragraphs 68 and 69.</p> <p>He notes that Winchester City Council has amended Policy CP5 following the publication of Planning Policy for Traveller</p>

	<p>for Gypsies, Travellers and Travelling Showpeople.</p> <p>Modifications to the Core Strategy include a commitment to carry out an updated GTAA to 'quantify the accommodation requirements for gypsies, travellers and travelling showpeople within the District'.</p>	<p>applications will be assessed against the criteria in Policy CP5. Once the GTAA is complete, sites will be allocated in the Local Plan part 2.</p> <p>Policy CP5 states that 'Sites will be allocated and planning permission will be granted for sites to meet the objectively assessed accommodation needs of gypsies, travellers and travelling showpeople, providing they meet all of the following criteria:</p> <ul style="list-style-type: none"> <li>• Sites should be well related to existing communities to encourage social inclusion and sustainable patterns of living, while being located so as to minimise tension with the settled community.</li> <li>• Sites should be clearly defined by physical features, where possible, and not unduly intrusive. Additional landscaping may be necessary to maintain visual amenity and provide privacy for occupiers. This and any security measures should respect local landscape character.</li> <li>• Sites should be capable of accommodating the proposed uses to acceptable standards and provide facilities appropriate to the type and size of the site, including: <ul style="list-style-type: none"> <li>○ Proposals should be consistent with other policies such as on design, flood risk, contamination, protection of the natural and built environment or agricultural land quality and protect areas designated for their local, national or international importance, such as Gaps and the South Downs National Park.</li> </ul> </li> <li>• Existing permanent authorised gypsy, traveller and travelling showpeople sites within the District which are needed to meet the identified needs of particular groups will be retained for the use of these groups unless it has been established that they are no longer required.'</li> </ul> <p>There are additional sub-categories of criteria, which are omitted from this list.</p>	<p>Sites and intends to carry out a new needs assessment to allow pitches targets to be set in Local Plan 2, but states:</p> <p>'This is clearly less than ideal, given that the Council has been aware of a district need for significant additional provision since at least the preparation of the South East Plan Partial Review (June 2009).'</p> <p>The Inspector judged the Core Strategy to be sound subject to updating the GTAA for the Local Plan 2 and stated:</p> <p>'The criteria set out in policy CP5 are appropriate and provide a reasonable method for assessing relevant proposals before LP 2 is adopted.'</p>
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- 2.13 A further 14 Core Strategies, which are still under examination, were reviewed for Inspectors' comments. This showed that evidence or policy about Gypsy and Traveller needs are rarely the sole deciding factor that an inspector refers to when questioning the Core Strategy. Planning Inspectors often criticize when GTAAs are not up to date, but may be satisfied that having relevant policies in place and a commitment to updating the GTAA are sufficient to accept the Core Strategy as sound. However, it is important to note that Core Strategies have been judged unsound based partly on the lack of an up-to-date GTAA and, even where there is no current GTAA, inspectors specify there should be a commitment to carrying one out.

### **Planning Policy Summary**

- 2.14 Cumulatively this policy context makes it clear that there is a fundamental need for LPAs to understand and plan for the needs of Gypsy and Traveller communities. This represents an integral part of the evidence base upon which Local Plans should be developed in order to be found sound.

### **Local Planning Policy**

- 2.15 Policy CP2 of the adopted Breckland Core Strategy 2009 covers the Gypsy and Traveller communities. The Policy takes the appropriate scale of pitch provision up to 2011 to be 15 additional pitches, as set out in the single issue review of the Regional Spatial Strategy around Gypsies and Travellers. The main geographic position for sites is identified as the A11 corridor, with Thetford and Attleborough viewed as the most sustainable locations. The allocation of any specific permanent site was to be made in either the Site Specific Development Plan Document, or the Area Action Plan, depending on the location identified for such a site. Any provision of short stay stopping places would not be seen as contributing to the 15 permanent pitches.
- 2.16 The Policy states that 'the site selection process for a permanent Gypsy and Traveller site will be guided by the following criteria:
- The site will be a sustainable location on the A11 Corridor where there is no adverse impact on the safe and efficient operation of the highway network;
  - The site will be within reasonable distances to facilities and supporting services.
  - The site will be properly serviced.
  - The site will not have an adverse visual impact on the character and appearance of the surrounding landscape, particularly the river valleys and the Brecks Heathlands character areas as set out in the Breckland Landscape Character Assessment.
- 2.17 In selecting a sustainable location, preference will be given to previously-developed land or a vacant and derelict site in need of renewal.
- 2.18 The requirements for Travelling Showpeople are set out separately in Policy CP2 and are shown in in this report in Chapter 7.

## Defining Gypsies and Travellers

- 2.19 Defining Gypsies and Travellers is not straightforward. Different definitions are used for a variety of purposes. At a very broad level the term 'Gypsies and Travellers' is used by non-Gypsies and Travellers to encompass a variety of groups and individuals who have in common a tradition or practice of nomadism. More narrowly both Romany Gypsies and Irish Travellers are recognised minority ethnic groupings.
- 2.20 At the same time Gypsies and Travellers have been defined for accommodation and planning purposes. The statutory definition of Gypsies and Travellers for Gypsy and Traveller Accommodation Assessments required by the Housing Act 2004 is:
- a) *Persons with a cultural tradition of nomadism or of living in a caravan.*
  - b) *All other persons of a nomadic habit of life, whatever their race or origin, including:*
    - a. *Such persons who, on grounds only of their own or their family's or dependants' educational or health needs or old age, have ceased to travel temporarily or permanently.*
    - b. *Members of an organised group of travelling showpeople or circus people (whether or not travelling together as such).*
- 2.21 The new planning policy contains a separate definition for planning purposes which offers a narrower definition and excludes Travelling Showpeople:
- Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily or permanently, but excluding members of an organised group of travelling showpeople or circus people travelling together as such.*
- 2.22 This definition focuses more narrowly upon people who either still travel or have ceased to do so as a result of specific issues and can as a consequence demonstrate specific land use requirements.
- 2.23 A separate definition of Travelling Showpeople is provided within the planning policy:
- Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family's or dependants' more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily or permanently, but excludes Gypsies and Travellers as defined above.*
- 2.24 The new planning policy document uses the term 'Traveller' to refer to both Gypsy and Traveller communities and populations of Travelling Showpeople. This has been used as it is recognised that this definition is "...more pragmatic and wider and enables local planning authorities to understand the possible future

*accommodation needs of this group and plan strategically to meet those needs*<sup>6</sup>. However, the study has also taken into consideration the planning definition where it is considered appropriate to do so.

## **Housing and Accommodation Need**

- 2.25 Crucially, for Gypsies and Travellers, the definition of housing need is varied slightly to acknowledge the different contexts in which members of these communities live. The general definition of housing need is *“households who are unable to access suitable housing without some financial assistance”*, with housing demand defined as *“the quantity of housing that households are willing and able to buy or rent”*<sup>7</sup>.
- 2.26 In recognising that in many cases these definitions are inappropriate for Gypsies and Travellers, the guidance on producing Gypsy and Traveller Accommodation Assessments<sup>8</sup> refers to distinctive requirements that necessitate moving beyond the limitations of the definition for both caravan dwellers and those in bricks and mortar housing. For caravan dwelling households, need may take the form of those<sup>9</sup>:
- Who have no authorised site on which to reside.
  - Whose existing site accommodation is overcrowded or unsuitable, but who are unable to obtain larger or more suitable accommodation.
  - Who contain suppressed households who are unable to set up separate family units and are unable to access a place on an authorised site, or obtain or afford land to develop one.
- 2.27 In the context of bricks and mortar dwelling households, need may take the form of:
- Those whose existing accommodation is overcrowded or unsuitable (including unsuitability by virtue of psychological aversion to bricks and mortar accommodation).
- 2.28 The needs presented in this report reflect both the definition of Gypsies and Travellers as used in the Housing Act 2004, which gives an overall strategic level of accommodation need, and the new planning policy which indicates the proportion of site-based need for operational purposes. It should also be noted that steps have been taken within this report to analyse need in the context of local and historic demand.
- 2.29 Housing need is assessed at the level of a single family unit or household (broadly a group of people who regularly live and eat together). On Gypsy and Traveller sites, this is assumed to equate to a ‘pitch’; in housing, to a separate dwelling.

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<sup>6</sup>CLG (2011) Planning for Traveller sites, Consultation Paper, April, London: HMSO, online at: <http://www.communities.gov.uk/documents/planningandbuilding/pdf/1886164.pdf>

<sup>7</sup>ODPM (2006) Definition of the term 'Gypsies and Travellers' for the purposes of the Housing Act 2004. Consultation Paper, February, London: HMSO.

<sup>8</sup>GTAA guidance has been used in developing the methodology but variations to the approach have been made to take account of local circumstances, where considered appropriate.

<sup>9</sup>CLG (2007) Gypsy and Traveller Accommodation Needs Assessments – Guidance, London: HMSO.

## Defining a Pitch

- 2.30 There is no set definition for what constitutes a Gypsy and Traveller residential pitch. In the same way as in the settled community, Gypsies and Travellers require various accommodation sizes, depending on the number of family members.
- 2.31 The convention used in this report is that a pitch is the place on a Gypsy and Traveller site accommodating a single family/household. In some cases a single pitch may account for the entire site. The number of caravans that a household uses can be a single unit (trailer, touring caravan, static, chalet, etc.) or more. In order to ensure comparability across accommodation types it is important to determine a convention when translating caravan numbers into pitches/households.
- 2.32 Following the convention used in the last round of GTAAAs, and an approach advocated by DCLG guidance, this study uses a 1.7 caravan to pitch ratio.

## Conventions

- 2.33 Two conventions are followed in this report:
- Percentages in text and tables are rounded to the nearest whole number; this means that they do not always sum to exactly 100.
  - ‘Quotes’ included from Gypsies and Travellers are distinguished by being in italic type and usually inset.

### 3. Baseline Information on the Gypsy and Traveller Population

3.1 This chapter looks at the Count of Gypsy and Traveller Caravans in order to present what is known about Gypsies and Travellers within the Breckland area. The Caravan Count is a dataset collected bi-annually for all Local Authorities in England and follows a method prescribed by Central Government. It serves as a baseline for the purposes of this assessment. This chapter also presents information on the estimated size of the Gypsy and Traveller population in the District.

#### Caravan Numbers and Trends from the Caravan Count

3.2 The bi-annual Caravan Count provides a snapshot of the local context in terms of the scale and distribution of caravan numbers across Breckland. The Count provides a useful starting point in assessing the current picture and recent trends. Indeed, in the absence of other datasets it is virtually the only source of information on Gypsy and Traveller caravan data. However, there are well documented issues with the robustness of the count<sup>10</sup>. Such issues include: the 'snapshot' nature of the data, the inclusion of caravans and not households, the exclusion of Travelling Showpeople<sup>11</sup>, and the exclusion of Gypsies and Travellers in bricks and mortar accommodation.

3.3 The analysis contained in this report, which is based on information supplied by the local authority, key stakeholders and a survey of Gypsy and Traveller households, therefore represents a more robust assessment of the current situation than would be the case if only the Caravan Count we used.

3.4 Using the information from the Caravan Count, Table 3.1 and Figure 3.1 provide the distribution of caravan numbers for Breckland since January 2006. These are illustrated in Figure 3.1. Together this shows the following:

- A large majority of caravans are recorded on socially rented or private sites with permanent permission. There was a peak in caravans on tolerated sites between January 2010 and January 2011 which has since returned to historically low levels.
- The number of caravans on socially rented sites has been broadly stable. The number of caravans on private sites has increased over time. Since January 2010 these have all been on sites with permanent permission. No information about the breakdown of planning permission on private sites is available before 2010.
- Most counts show no unauthorised caravans that are not classed as tolerated, with intermittent small influxes such as four caravans in July

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<sup>10</sup>Niner, P. (2002) Review of the ODPM Caravan Count, London: ODPM.

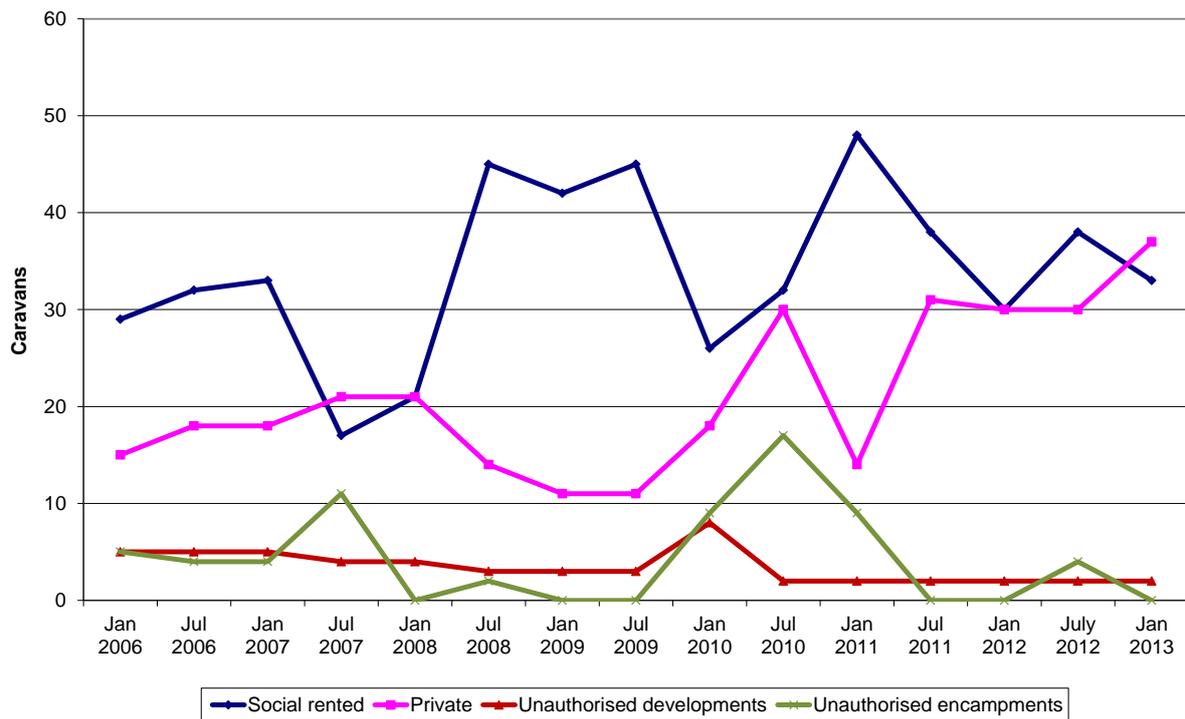
<sup>11</sup>The January 2011 count included a count of Travelling Showpeople caravans for the first time.

2012. Figures from Breckland Council include some unauthorised caravans not classed as tolerated along with several temporary permissions.

Table 3.1: Caravan numbers across accommodation types within Breckland 2006 – 2013  
(Source: Department of Communities and Local Government)

Count	Authorised sites (with planning permission)				Unauthorised sites (without planning permission)				Total
	Socially rented	Private			Unauthorised developments		Unauthorised encampments		
		Temporary permission	Permanent permission	All private	'Tolerated'	'Not tolerated'	'Tolerated'	'Not tolerated'	
Jan 2013	33	0	37	37	2	0	0	0	72
Jul 2012	38	0	30	30	2	0	0	4	74
Jan 2012	30	0	30	30	2	0	0	0	62
Jul 2011	38	0	31	31	2	0	0	0	71
Jan 2011	48	0	14	14	2	0	9	0	73
Jul 2010	32	0	30	30	2	0	14	3	81
Jan 2010	26	0	18	18	8	0	9	0	61
Jul 2009	45	-	-	11	3	0	0	0	59
Jan 2009	42	-	-	11	3	0	0	0	56
Jul 2008	45	-	-	14	3	0	2	0	64
Jan 2008	21	-	-	21	4	0	0	0	46
Jul 2007	17	-	-	21	4	0	0	11	53
Jan 2007	33	-	-	18	5	0	2	2	60
Jul 2006	32	-	-	18	5	0	2	2	59
Jan 2006	29	-	-	15	3	2	5	0	54

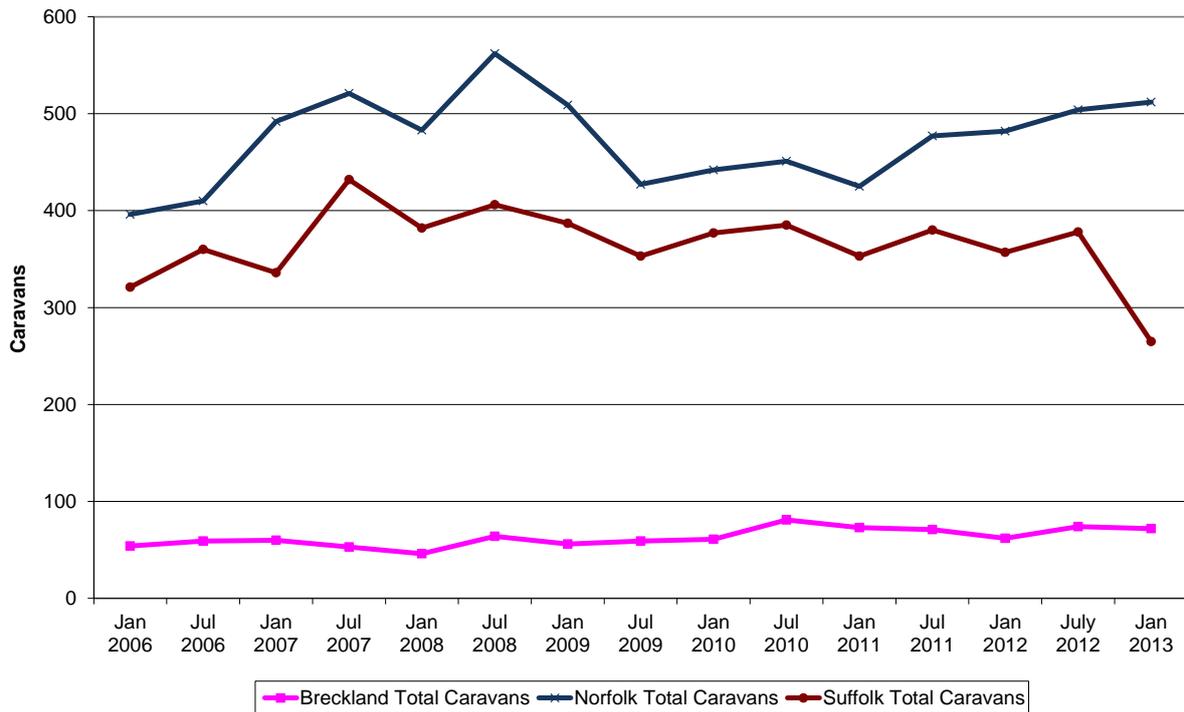
Figure 3.1: Caravan numbers across accommodation types within Breckland 2006 – 2013  
(Source: Department of Communities and Local Government)



3.5 Figure 3.2 shows the total number of caravans for Breckland compared to the whole of Norfolk and the whole of Suffolk. This shows the following:

- Across Norfolk, the trend shows a slight increase in the total number of caravans counted between 2006 and 2013. Across Suffolk, the trend shows a slight decrease over the same period.
- The total numbers of counted caravans in Breckland fluctuate year by year, but there is no perceptible increase or decrease over time.
- The number of unauthorised, not-tolerated caravans in all three areas also fluctuates year by year, but without any perceptible increase or decrease over time.

Figure 3.2: Total caravan numbers in Breckland, Norfolk and Suffolk 2006 – 2013  
 (Source: Department of Communities and Local Government)



3.6 Communities and Local Government which manages the publishing of the Caravan Count has recently begun reporting on the numbers of caravans counted on Travelling Showpeople yards. These are classed by CLG as being ‘experimental statistics’ and should be treated as being estimates. In contrast to the January and July caravan counts, a single annual figure is given for Travelling Showpeople. Figures for the last three years are shown in Table 3.2. These show:

- There are small numbers of Travelling Showpeople in Breckland and across Suffolk, with considerably larger numbers across the whole of Norfolk.
- All Travelling Showpeople caravans counted between 2011 and 2013 were on private sites with permanent planning permission.

Table 3.2: Travelling Show People caravan numbers across accommodation types within Breckland 2011 – 2013 (Source: Department of Communities and Local Government)

Count	Authorised sites (with planning permission)				Unauthorised sites (without planning permission)				Total
	Socially rented	Private			Unauthorised developments		Unauthorised encampments		
		Temporary permission	Permanent permission	All private	'Tolerated'	'Not tolerated'	'Tolerated'	'Not tolerated'	
<b>Breckland</b>									
Jan 2013	0	0	5	5	0	0	0	0	5
Jan 2012	0	0	5	5	0	0	0	0	5
Jan 2011	0	0	4	4	0	0	0	0	4
<b>Norfolk</b>									
Jan 2013	0	0	106	106	0	0	0	0	106
Jan 2012	0	0	115	115	0	0	0	0	115
Jan 2011	0	0	98	98	0	0	0	0	98
<b>Suffolk</b>									
Jan 2013	0	0	27	27	0	0	0	0	27
Jan 2012	0	0	27	27	0	0	0	0	27
Jan 2011	0	0	4	4	0	0	0	0	4

### The Size of the Local Gypsy and Traveller Community

3.7 For most minority ethnic communities, presenting data about the size of the community in question is usually relatively straightforward (with the exception of communities which have large numbers of irregular migrants and migrant workers, etc. amongst them). However, for Gypsies, Travellers and Travelling Showpeople, one of the most difficult issues is providing accurate information on the size of the population. As a result, we have used our survey findings, together with information provided by the local authority and key stakeholders in order to provide a best estimate as to the size of the local Gypsy and Traveller population at the time of the assessment.

3.8 Table 3.3 presents the estimation of the size of the Gypsy, Traveller and Travelling Showpeople population in Breckland. Using the best information available it is estimated that there are at least **414 individuals or 111 households** in Breckland<sup>12</sup>.

<sup>12</sup>The 2011 Census reported 204 individuals in Breckland who ascribe as Gypsy or Irish Traveller, but this is likely to be considerably lower than the actual figure due to lack of engagement with the Census and under reporting of ethnic status: <http://www.norfolkinsight.org.uk/dataviews/view?viewId=170>.

Table 3.3: Gypsy and Traveller population based in Breckland

Type of accommodation	Families/households (based on 1 pitch/house = 1 household)	Individuals	Derivation
Socially rented sites	24	87	Based on number of pitches currently occupied and the mid-range of the population estimate by the local authority.
Private sites (permanent)	21	80	Based on the number of pitches reported to be in the area by the local authority multiplied by average household size from the survey (3.8).
Private sites (temporary)	10	39	Based on the number of pitches reported to be in the area by the local authority multiplied by average household size from the survey (3.9).
Unauthorised developments	5	19	Number of families estimated to live in the area multiplied by average household size from the survey (3.7).
Bricks and mortar housing	46	179	Number of families estimated to live in the area multiplied by average household size from the survey (3.9).
Travelling Showpeople	5	10	Number of plots in the area multiplied by the assumed household size (2).
<b>Total</b>	<b>111</b>	<b>414</b>	

## 4. Authorised Residential Sites Findings

### Introduction

4.1 A certain degree of caution needs to be taken when extrapolating the characteristics, trends and needs of the Gypsy and Traveller population from the Caravan Counts and other such data alone. In order to provide more specific information on the local Gypsy and Traveller population, the remaining chapters draw upon the information provided by Breckland Council on site provision in the study area, the views of stakeholders as well as information obtained through a survey of Gypsy and Traveller households. This chapter presents a narrative on the location and characteristics of the existing authorised sites in the district. For clarity, the information on which the narrative is based is from discussions with officers of Breckland Council, Norfolk and Suffolk Travellers Liaison and Travellers Education Services and Norfolk Police. The chapter then provides details of Gypsy and Traveller Household views (provided via the survey) on the authorised sites in the district. Finally, a map of site provision in Breckland is shown in Appendix 4 (Map A1). This map shows that the existing sites are concentrated around the main settlements of Swaffham, Thetford and Attleborough. There is also a concentration to the north of Dereham, including three sites with temporary permission. In addition, sites are often close to the main roads such as the A47, A11 and A1065.

### Socially Rented Sites

4.2 There is one residential socially rented site in Breckland, owned and managed by Norfolk County Council. This site provides residential accommodation on 24 pitches. This site is described below and summarised in Table 4.1.

### Overview

#### The Splashes (Swaffham)

- 4.3 The Splashes site currently has a total of 24 residential pitches. At the time of this assessment all 24 were occupied.
- 4.4 Planning permission was granted in 1989 and the site opened in 1994 on a former highway depot owned by Norfolk County Council that previously hosted a number of unauthorised encampments. Management of the site is made possible by the Norfolk County Council Traveller Liaison team, with an on-site manager working part-time. It was described as *'well managed'* by an interviewee from a statutory body and the general management of sites in Norfolk was described as *'pretty good as they're managed by Travellers,'* by a prominent Gypsy/Traveller interviewed as part of the study.
- 4.5 Licensees are permitted to be absent for a period of 12 weeks in any one year subject to payment of full rent/licence fee. Visitors are permitted on the site for up to two weeks at a time if space is available. Information from the stakeholder

interviews suggests that there are occasional encampments near the Splashes by people visiting family on the site.

- 4.6 There is a formal waiting list for the site, which, at the time of the study, the Manager of the Splashes reported there being one applicant on the waiting list, though two survey respondents said they were on the waiting list. In contrast, Breckland Council reported a high level of demand. It should be noted that this is not necessarily inconsistent as it is common for there to be an unexpressed need for socially rented sites. Often, Gypsies and Travellers only express a need for a site at the point that a vacancy arises. Taking this into account, from Breckland Council reporting a high demand, it is reasonable to assume that there is a non-recorded need for the Splashes/socially rented accommodation. A formal policy for allocating pitches is being developed at the time of this assessment. Norfolk County Council indicated that priority of need and connection to the local area are the main factors taken into consideration when allocating a pitch.
- 4.7 Regarding turnover, about half of the pitches were vacated and re-let over the previous four years to mid-2013. This suggests a high level of mobility of residents on the site.
- 4.8 The weekly rent is £55, with all/almost all residents receiving housing benefit payments towards their rent. A deposit of £200 is required at the start of a licence.
- 4.9 Information from Norfolk County Council indicates that there are currently between 82 and 92 people living on the site: 32 adults and between 50 and 60 children. In terms of ethnic groups, the residents were reported to be English Gypsy or Irish Traveller.
- 4.10 The Council reported 100% occupancy for the previous 12 months to June 2013. 13 residents out of the 32 adults on the site have lived there for longer than five years.
- 4.11 Each pitch has an amenity unit which has a kitchen and bathroom. There is also a site office present on the site.
- 4.12 The Council described the quality of the general surroundings and environment of the site. The site is located under the A47 with main roads either side. It is roughly a mile from the town centre, though there is a supermarket closer than that. An interviewee from a Gypsy/Traveller organisation gave a similar description and described it as '*isolated*', though '*not too bad*'. To put that description in context, a prominent Gypsy/Traveller interviewed said: '*Travellers never really get anywhere pretty to live. They get put where other people don't want to live.*'
- 4.13 There have been no recent improvements. A stakeholder interviewee noted that the Splashes would be difficult to expand due to its proximity to a highway junction interchange.
- 4.14 Information from the Council indicated that there had been no known instances notified to them of intimidation, vandalism and other anti-social behaviour on the site over the last year.
- 4.15 The Council indicated that no two separate households shared a single pitch on site.

This is often referred to as ‘doubling up’.

Table 4.1: Overview of socially rented sites

	<b>The Splashes</b>
Total number of pitches	24
Number of occupied pitches	24
Number of families	23
Site population	82 to 92 people in total
Number of Adults	32
Number of children	50 to 60
% children	63% (based on 55 children)
Average persons per occupied pitch	3.6 (based on 87 people)
Doubled-up pitches	0
Waiting list	1
Ethnic groups among site residents	English Gypsy (Romany) and Irish Traveller
Pitch occupancy in year	100%
% of site residents lived on site 5+ years	41% (Based on adult population only)
Current weekly rent	£55

## Views of Residents from the Splashes

### *Demographics of Respondents*

- 4.16 A total of 18 people were interviewed on the site. Around 56% identified themselves as Romany Gypsies, 22% stated that they were Irish and a further 17% Welsh. One respondent did not identify their ethnicity. The respondents ranged in age from 17 – 24 (17%) to 60 – 74 (11%), with the majority aged between 25 and 59 (72%). Three of the respondents were male (17%) and 15 female (83%).
- 4.17 Household size ranged from one to six, with the mean average household size of four members. One respondent stated that there was one person in their household over the age of 60, and another stated that there were two over 60. Among the 18 respondents there was a total of 39 children in the households, an average of 2.2 per household, although as four respondents stated that there were no children living with them, this meant an average of 2.8 children among those households with children.
- 4.18 In terms of employment status of household members, the most common form of employment was self-employment, with 78% of respondents reporting that there was one self-employed person in their household. Following this, the most common form of employment was that of homemaker (50%), and then by being employed by a third party (17%). One respondent stated that there were two retired members of their household. No respondent indicated that there was an unemployed member of their household.

4.19 The stakeholder interviews also indicated that the community remained very traditional, with women looking after the home and children while men went out to work, often in traditional trades.

#### ***Views on Size and Facilities***

4.20 The majority of the respondents (94%) rented their plot, with one respondent reporting that they were staying on a family member's plot at the time of being interviewed. All respondents owned their own caravans, with 11 respondents owning a single caravan, and seven respondents owning two caravans. The average number of caravans to households was 1.4. Two respondents stated that they had a caravan that only served as sleeping space. A total of 11 caravans between nine respondents were used as both living and sleeping spaces. Three respondents identified that they had a caravan that they used only for the purpose of travelling.

4.21 All but one respondent reported that they had enough space, with the remaining respondent reporting that they needed more bedrooms, which could be in the form of a larger caravan or more caravans, to better accommodate their children.

#### ***Previous Accommodation Experiences***

4.22 When asked why they had come to live on their current site, people gave a variety of reasons (see Table 4.2 below). However, the most common main reason was to be near family (72%), followed by moving with another family member, and finally due to there being work available, a vacancy or having been evicted from previous accommodation.

Table 4.2: Main reason for moving to the site

<b>Reason</b>	<b>No</b>	<b>%</b>
To be near family	13	72
Moved with family	2	11
Vacancy	1	6
Evicted	1	6
Work available	1	6
<b>Total</b>	<b>18</b>	

4.23 When asked what type of accommodation they had immediately before their current site, answers varied to include other local authority sites, bricks and mortar accommodation, and roadside encampments. Seven of the respondents (39%) reported that they had been born on the site.

### ***Accommodating Visitors on their Current Site***

- 4.24 Five respondents (28%) reported that they have visitors to stay on their pitch with them, with all five stating that their visitors were family members, and generally that they visited once a year for a few weeks at a time. No respondent stated that having friends and family members to stay with them was a problem. Three respondents (15%) stated that having people who were not friends or family members stay with them would be a problem, with all three saying that they would not allow people they did not know to stay with them.

### ***Length of Time in the Area and on the Site***

- 4.25 A total of 16 respondents (89%) had lived in the area for ten years or more. Of the remaining respondents, one stated that they had lived in the area for between one and three years, while the final respondent had lived in the area for less than six months. After being born in the area, the most important reason for living in the area was to be close to family, both close (19%) and extended (10%), with one respondent identifying the reason as their children's education, and one as there being work available in the area.
- 4.26 The most important reasons for staying in Breckland were being born/raised there (47%) or having family living in the area (33%) (see Table 4.3 below).

Table 4.3: Main reason for living in Breckland

<b>Reason</b>	<b>No</b>	<b>%</b>
Born/raised here	7	47
Family living in the area	5	33
Children's education	1	7
Health	1	7
Work available	1	7
<b>Total</b>	<b>15</b>	

Note: excludes three non-responses

- 4.27 The majority of the respondents were long-term residents on the site, with nine (50%) having lived there for more than ten years, and four (22%) between five and ten years. One respondent had lived on the site for between three and five years and two between one and three years, while the remaining two had lived on the site for less than three months. Although we did not manage to consult with all households on the site this appears inconsistent with the high-turnover rate reported by the authority.
- 4.28 One respondent reported also having a base elsewhere (in Watton), which was a self-assessed unauthorised development but which was used for grazing horses.

### ***Travelling Experiences***

- 4.29 Seven respondents (39%) indicated that they never travelled. They identified various reasons for this, the most common of which was their children's education (four respondents). Two respondents indicated that they did not travel due to health

reasons, and one due to old age. The last time these respondents travelled ranged from approximately three to eight years ago.

- 4.30 With regards to the 11 respondents (61%) who did travel, ten stated that they travelled a few times a year, and one once a year. Nine had travelled in the previous 12 months. When asked where they tended to go to, all but one of the respondents visited fairs (for example, Appleby, Cambridge and Stow). Six respondents stated that they travelled with one caravan, and one with two caravans. The remaining two travelled without their caravan. Only two respondents travelled with equipment of some form.
- 4.31 The most common reason for travel in the previous 12 months was to attend a fair (89%), which was regarded as the most important reason for travel by five respondents (56%). Other reasons for travel were to visit relatives (67%), work (22%), and have a holiday (11%). With regards to where people stayed while travelling, those who attended the fairs stayed at designated fair sites. Following fair sites, the most common place to stay was cited with family on other sites (44%). People also made reference to staying on country and town roadsides. Seven respondents said that they travelled for between one and 12 weeks a year, and one between 13 and 22 weeks a year. One respondent stated that they had not been on their current site for long and therefore could not say how often they travelled from it.

#### ***Experiences of Living in Bricks and Mortar Accommodation***

- 4.32 Only one respondent (6%) indicated that they had lived in a house immediately before moving to the site, stating that they had owned it. One further respondent (6%) had lived in a house in the past. They identified Derby and Watton as locations where their houses had been situated. Both respondents had moved into the houses with their family, with one of them identifying that they had moved into a house as a result of family problems at the time. One respondent had left the house in order to travel, while the other left as a result of getting married. Their experiences of living in a house differed, with one rating it as good and the other as poor. The respondent rating the experience as poor stated that they did not like living in a house and that they did not want their children growing up in one. One stakeholder interview indicated that problems could arise once neighbours became aware that families were Gypsies or Travellers.

#### ***Health Services and Issues***

- 4.33 The respondents were asked if they had access to the following health services: GP/health centre; health visitor; maternity care; A & E; and a dentist; and also if they had access to education or local school services; training services; careers advice; and access to work services. Respondents could state if the service was not relevant to them. Where relevant, all the respondents stated that they had access to all of the health services, although one respondent identified that they continued to use a health centre in Watton. In terms of work services, three respondents stated that they did not have access to training or career advice, and four stated that they did not have access to work opportunities.

## Authorised Private Sites

4.34 There were 14 private authorised sites in Breckland at the time the GTAA was carried out. Of these, 10 were permanent (two of these were specifically for Travelling Showpeople) and four were temporary. They were all small sites, the largest having six pitches (although these were undeveloped at the time of the survey) and ten of the sites having between one and three pitches. The majority of the sites were granted planning permission since 2006. Of those recorded, three permanent and four temporary permissions were granted since 2006, providing nine permanent and nine temporary pitches.

**Table 4.4: Overview of private authorised sites as of July 2013**

Site Name	Approximate location	Number of pitches	Planning consent	Recorded Year of consent	Gypsy/Traveller or Showpeople
Dunroamin	Attleborough	1	Permanent	1988	Gypsy/Traveller
Leys Lane	Attleborough	2	Permanent	2010	Gypsy/Traveller
Woods End	Attleborough	6 vacant pitches	Permanent	Not recorded	Gypsy/Traveller
School Road	Beetley, Dereham	4	Permanent	1996	Gypsy/Traveller
Pit meadow	Billingford, Dereham	6	Permanent	2011	Gypsy/Traveller
Clover Paddock	Mattishall, Dereham	2	Permanent	2012	Gypsy/Traveller
Willow End	Mattishall, Dereham	1	Permanent	2010	Gypsy/Traveller
Beachamwell Road	Swaffham	5	Permanent	1994	Gypsy/Traveller
Hartlands	Besthorpe	2	Permanent	Not recorded	Showpeople
Mill Farm	Weeting	3	Permanent	Not recorded	Showpeople
The Shetlands	Bawdeswell	3	Temporary	2011	Gypsy/Traveller
The Workshop	Gressenhall, Dereham	3	Temporary	2008	Gypsy/Traveller
The Chalet, Oak Grange	Narborough, King's Lynn	1	Temporary, 5-year condition	2011	Gypsy/Traveller
Sally Meadows	Stanfield, Dereham	3	Temporary	1999	Gypsy/Traveller

## **Views of Residents of Private Sites**

### ***Demographics of Respondents***

- 4.35 A total of 24 people were interviewed on private sites, representing 26% of the overall sample, all of whom had been granted personal permission for themselves and their families. 14 (58%) lived on private sites with permanent planning permission, while the remaining ten (42%) lived on sites with temporary planning permission. The majority (75%) identified themselves as Romany Gypsies, 13% stated that they were Scottish and a further 4% Irish. One respondent (4%) simply stated that they were a Traveller, and another that they were 'a free spirit'. The respondents ranged in age from 17 – 24 (17%) to 60 – 74 (8%), with the majority aged between 25 and 49 (71%). Nine of the respondents were male (33%) and 16 female (67%).
- 4.36 Household size ranged from one to six, with the average household size being 3.8 members. One respondent stated that there was one person in their household over the age of 60, and another stated that there were two over 60. Among the 24 respondents there was a total of 39 children in the households, an average of 1.6, although as four respondents stated that there were no children living with them, this meant an average of 2.0 children among those households with children.
- 4.37 In terms of employment status of household members, the most common form of employment was self-employment, with 84% of respondents reporting that there was one self-employed person in their household, and 16% reporting two. Following this, the most common form of employment was that of homemaker (54%), and then by being employed by a third party, with 17% reporting one and 9% reporting three household members employed by third parties. One respondent stated that there were two retired members of their household. One respondent indicated that there was an unemployed member of their household, although they were not looking for work, and one respondent had a household member currently in further education.
- 4.38 The stakeholder interviews indicated that employment in traditional trades is still common, trades such as; tree lopping, laying tarmac, scrap metal, landscaping. Scrap metal dealing is becoming less prevalent because of the need for an audit trail which prevents payment in cash and can be difficult to comply with, especially for people who are illiterate.

### ***Views on Size and Facilities***

- 4.39 The majority of the respondents (75%) reported that they owned their own plot. Two respondents on site with temporary planning permission rented their plot, and four on sites with permanent planning permission identified that their plot belonged to a friend or family member. All respondents owned their own caravans, with 13 respondents owning a single caravan, 10 respondents owning two caravans, and one respondent owning three caravans. The average number of caravans to households was 1.4. Eight respondents stated that they had a single caravan that only served as a living and sleeping space, while three stated that they had two caravans for this purpose. One respondent had a caravan which they used as a dedicated living space

and another as a sleeping space. Five respondents had a caravan which they used as a storage space, and three respondents identified that they had a caravan that they used only for the purpose of travelling. All respondents reported that they had enough space and none identified needing a larger pitch or site to accommodate their household.

### ***Previous Accommodation Experiences***

4.40 When asked why they had come to live on their current site, people gave a variety of reasons (see Table 4.5 below). However, the most common main reasons were due to moving there with family (29%) or to be near family (28%). A total of 20% of respondents stated that they had moved to the site as the land had been available to buy. The remaining respondents identified eviction from their previous site, their children’s education, the availability of work, a family event, and wanting to settle down on friend-owned land as reasons for their moving to the site.

Table 4.5: Main reason for moving to the site

<b>Reason</b>	<b>No</b>	<b>%</b>
Moved with family	7	29
To be near family	6	25
Land available to buy	5	20
Evicted	2	8
Children’s education	1	4
Work available	1	4
Family event	1	4
Friend owned land and wanted to settle down	1	4
<b>Total</b>	<b>25</b>	

4.41 When asked what type of accommodation they had immediately before their current site, answers varied to include other private sites, local authority sites, bricks and mortar accommodation and unauthorised encampments and developments. Nine of the respondents (38%) reported that they had lived on their site all of their life.

### ***Accommodating Visitors on their Current Site***

4.42 Four respondents (17%) reported that they have visitors to stay on their pitch with them, with all four stating that their visitors were family members, and generally that they visited once a year for a few weeks. Two respondents stated that having friends and family members stay with them was a problem due to the fact that they personally did not own the plot. One identified that the plot was owned by their aunt who only allowed family members to stay, suggesting therefore that it was a problem for the respondent’s friends. Three respondents (13%) stated that having people who were not friends or family members stay with them would be a problem, with all three stating that they only had family stay with them. One respondent identified that it was dangerous to allow people they did not know well to stay.

### ***Length of Time in the Area and on the Site***

- 4.43 The vast majority of the respondents (96%) had lived in the area for ten years or more. One respondent had lived in the area for between three and five years and the final respondent did not state how long they had been in the area. After being born in the area, the most important reason for living in the area was to be close to family, both close (19%) and extended (10%), with one respondent identifying the reason as their children's education, and one as there being work available.
- 4.44 The most important reasons for staying in Breckland were being born/raised there (42%) or having close family living in the area (42%) (see Table 4.6 below).

Table 4.6: Main reason for living in Breckland

<b>Reason</b>	<b>No</b>	<b>%</b>
Born/raised here	8	42
Close family living in the area	8	42
Extended family living in the area	1	5
Children's education	1	5
Work available	1	5
<b>Total</b>	<b>19</b>	

Excludes five non-responses

- 4.45 The majority of the respondents were long-term residents on their site, with 16 (67%) having lived there for more than ten years, and six (25%) between five and ten years, and two (8%) between one and three years.
- 4.46 Two respondents reported also having a base elsewhere (one also in Breckland, and one in Dumfries). One reported that the other base was their parents' plot, while the other identified that they were getting a site ready, connecting electricity, water and sewage, to apply for planning permission. It is not known how the respondents use or intend to use these sites.

### ***Travelling Experiences***

- 4.47 A total of 10 respondents (42%) indicated that they never travelled. They identified various reasons for this, such as their children's education (three respondents), and health (two respondents). One respondent on a site with temporary permission stated that they did not want to travel until they received permanent permission, while three respondents on a site with permanent permission did not travel as they were investing in making improvements to their current site. Two respondents also cited work issues, one needing to look after their animals and another who stated that they worked for the local farmer. The period of time since last travelling ranged from two to over 15 years.
- 4.48 With regards to the fourteen respondents (58%) who did travel, seven stated that they travelled a few times a year, and seven once a year. All but two of those who travelled had done so in the previous 12 months. When asked where they tended to go to, half of the respondents visited fairs. Respondents identified the following as their destinations when travelling: Appleby, Attleborough, Coventry, Glastonbury,

Great Yarmouth, Mansfield, Skegness, Stonehenge and Stow. A number of respondents stated that they visited Scotland and one that they holidayed in Spain. All respondents stated that they travelled with one caravan and six respondents travelled with some form of equipment.

- 4.49 The most common reason for travel in the previous 12 months was to attend a fair (46%). Other main reasons for travel were to visit relatives (36%) and for a holiday (18%). With regards to where people stayed while travelling, those who attended the fairs stayed at designated fair sites. Following fair sites, the most common place to stay was cited with family on other private sites (42%). People also made reference to staying in caravan parks and on country roadsides. All of those who could recall stated that they travelled for between one and 12 weeks a year, remaining on their current site for the rest of the year.

### ***Experiences of Living in Bricks and Mortar Accommodation***

- 4.50 Two respondents (8%) indicated that they had lived in a house immediately before moving to the site, with one owning the house and the other one renting. Five further respondents (21%) had lived in a house prior to that, totalling seven respondents with previous experience of bricks and mortar accommodation. They identified Attleborough, Dereham, Hemsby, Norwich and Peterborough as where their houses had been situated. Two respondents had moved there with their family, two due to their children's education and one had tired of moving and decided to try to live in a house. Their experiences of living in a house ranged from good (one respondent) to very poor (three respondents). Respondents rating the experience as poor gave reasons such as not wanting their children growing up in a house, and harassment from other community members. Other respondents had left their house to be closer to other family members, or because there had been land available to buy.

### ***Access to Health, Education and Training Services***

- 4.51 The respondents were asked if they had access to the following health services: GP/health centre; health visitor; maternity care; A & E; and a dentist; and also if they had access to education or local school services; training services; careers advice; and access to work services. Respondents could state if the service was not relevant to them. Where relevant, all the respondents stated that they had access to all of the health services. In terms of work services, three respondents stated that they did not have access to training or career advice, and four stated that they did not have access to work opportunities. One respondent also stated that they did not have access to local schools.

## **Summary**

- 4.52 Households living on the socially rented site and private authorised sites have tended to live on their current site long-term, living a settled life, with mainly just seasonal travelling to fairs. The majority of respondents tended to be family households from a Romany Gypsy background with family members self-employed in traditional trades. All but one respondent reported having enough space and most had not

experienced any problems in accommodating visitors. Of the minority who had previous experience of living in a bricks and mortar property, most report having a negative experience there and chose to move to their current site to be close to family members.

## 5. Planning and Unauthorised Sites

### Introduction

- 5.1 This chapter provides information on both planning applications made in Breckland for the development of Gypsy and Traveller sites since 2006. It looks at the current unauthorised sites in Breckland and the survey findings from the households resident in the area who were occupying unauthorised sites at the time of the survey.
- 5.2 In the stakeholder interviews, planning and housing officers at Breckland indicated that the availability of land or potential sites was currently under review as part of the development of the single Local Plan for Breckland. In addition to the criteria for sites in Policy CP2, any potential sites would need to meet the requirements of the NPPF. It would not be possible to expand the local authority site at the Splashes and the possibility of expansion on private sites varied with the site, though one officer described them as *'totally constrained'*. As a large rural district, there were opportunities for Travellers to acquire suitable land for sites. Officers stated that development had been Traveller-led for the previous decade. Joint work is taking place with adjoining local authorities, such as discussions with South Norfolk and Norwich because of the identified need along the A11 corridor.

### Planning Applications

- 5.3 Since 2006, ten planning applications have been made for private Gypsy and Traveller sites in Breckland. These applications are set out in the table below and shown in Map A2. All applications since 2006 have been for relatively small sites (eight pitches or fewer). Planning officers at Breckland Council indicated that most applications were for single family sites, often from middle aged families with children.

Table 5.1: Planning applications for private sites since 2006

Year	Broad location of application	Number of Pitches Applied for	Outcome	Occupancy	Permanent or Temporary
2008	Gressenhall (Dereham)	1	Approved	Limited to the planning applicants or their family	Temporary
2010	Attleborough	6	Approved	All Gypsies & Travellers as defined in circular 01/2006	Permanent
2010	Mattishall (Dereham/Wymondham)	1	Approved	All Gypsies & Travellers as defined in circular 01/2006	Permanent
2010	Narborough (Swaffham)	1	Pending	Pending decision	Pending decision
2011	Billingsford (Fakenham/Dereham)	4	Approved	Limited to the planning applicants or their family	Temporary
2011	Narborough (Swaffham)	1	Approved	All Gypsies & Travellers as defined in circular 01/2006	Temporary
2011	Bawdeswell (Fakenham/Dereham)	3	Approved	Limited to the planning applicants or their family	Temporary
2012	Mattishall (Dereham/Wymondham)	1	Approved - temporary. Decision challenged by applicants	Limited to the planning applicants or their family	Temporary
2012	Saham Toney (Watton)	8	Application withdrawn	Not applicable	Not applicable
2012	Clover Paddock	2	Approved	Unknown	Permanent
<b>Total</b>		<b>28</b>			

5.4 Since 2010 Breckland Council have received approximately three applications per year. Some of the approvals shown on the table above were originally refused when submitted and granted as a result of an appeals process. The reasons for the refusals reflect the specifics of the individual applications.

5.5 Map A2 shows that the planning applications since 2006 have been clustered in parishes around the main travelling routes, particularly the A47. The application at Saham Toney is classed as having zero pitches as none were delivered following it being withdrawn.

### Unauthorised Development of Gypsy and Traveller Sites

5.6 Breckland Council indicated that there were four unauthorised developments within the District at the time the study commenced. Two of these were not

tolerated:

- Brunel Way, Thetford – six pitches
- Otterwood Kennels, Watton Road, Shipdam – one pitch

Two sites were tolerated:

- The Oaks, Shipdam – two pitches
- Summer Meadows – two pitches

5.7 No caravans were recorded on either of the not-tolerated sites in the January 2013 Caravan Count. Families occupying the site at Brunel Way, Thetford, moved to the short stay stopping site, also in Thetford, in Spring 2013 and were due to move from there in late August 2013. The site was vacant when the fieldwork took place for this assessment. Enforcement action has been taken against the site in Shipdam and an appeal is in progress. Two caravans were recorded on the tolerated site at The Oaks in the January 2013 Caravan Count.

## **Views of Residents on Unauthorised Developments**

5.8 Three interviews were secured with households on three of the unauthorised developments. As a result of the small sample it does not make sense to present the findings from these interviews in the form of percentages. Instead, the main issues arising from these interviews are summarised below.

- The average household size was reported as being 3.7 people.
- All respondents on the unauthorised developments indicated that they owned their own plot and all respondents owned their own caravans. All respondents owned two caravans. Two respondents stated that their caravans were used as both living and sleeping spaces and one respondent used one caravan for storage space. All reported they had enough living space.
- When asked why they had come to live on their current site, two reported that they had moved in order to be nearer to family, while the other stated that there was work available.
- Just one respondent reported that they had visitors to stay on their pitch with them, staying in the respondent's trailer. However all three respondents stated that having visitors was not a problem for them.
- All three respondents had lived in the area for more than ten years, with one of them having lived on their current site for more than ten years. One respondent had lived on their current site for between five and ten years and one for between three and five years. Two had been born in the area, while the other stated that the main reason they had moved to the area was because there had been work available.
- No respondents report having a base elsewhere.
- Two respondents indicated that they never travelled; one because of health reasons and one because the household is concentrating on renovating their current site. One respondent had not travelled in over 15 years and one respondent hadn't travelled for around three years. The other respondent

reported travelling more often and had been travelling during the previous 12 months. Fairs were again cited as the main reason for travelling with fair grounds being the location used during this period.

- One respondent indicated that they had lived in a house immediately before moving to the site, stating that they had owned it. It was reported that they had moved into this house with their family and had left when land had become available to develop into a site. Their experience of living in a house was rated as 'good'.
- The respondents were asked if they had access to the following health services: GP/health centre; health visitor; maternity care; A & E; and a dentist; and also if they had access to education or local school services; training services; careers advice; and access to work services. Respondents could state if the service was not relevant to them. Where relevant, both respondents stated that they had access to all of the health services.

## Unauthorised Encampments

- 5.9 The presence and incidence of unauthorised encampments is often a significant issue that impacts upon local authorities, landowners, Gypsies and Travellers and the settled population. Due to the nature of unauthorised encampments (i.e. unpredictability, seasonal fluctuations, etc.), it is often very difficult to grasp a comprehensive picture of need for residential and/or transit accommodation without considering a range of interconnected issues. As seen in Chapter 3, a number of encampments have been recorded in the Caravan Count since 2010. Some of these were relatively large, though they have also often been tolerated; between nine and 14 caravans on unauthorised encampments were recorded as tolerated in the 2009 and 2010 caravan counts. Others are recorded as not tolerated; three caravans in the July 2010 count and four in the July 2012 count.
- 5.10 Evidence from Breckland Council suggests no clear pattern in unauthorised encampments. There is no identifiable variation between winter and summer and unauthorised encampments are equally likely to be those in transit, or local Travellers. There are occasional encampments near Swaffham by families visiting relatives on the Local Authority site at the Splashes. Some encampments also involve the transport of horses.
- 5.11 It is clear that there have been fewer unauthorised encampments in the last two years; only one of the four caravan counts between July 2011 and January 2013 identified an unauthorised encampment<sup>13</sup>. Council officers expect the number of caravans on unauthorised encampments to remain broadly the same in the immediate future.
- 5.12 Recent unauthorised encampments have tended to be dealt with through

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<sup>13</sup> Note: the caravan counts are a snapshot at one point in time, in contrast to some of the data collected by Breckland Council, which is continual monitoring.

negotiation rather than legal action. Breckland Council recorded six unauthorised encampments for the entirety of 2011, involving eight caravans. All but two camped for a week. Five out of the six encampments were dealt with through negotiation, the other through legal action.

- 5.13 The *Norfolk Protocol for the Consideration of Unauthorised Encampments* was published in 2005 and reviewed in 2009. The Protocol is implemented by the district councils, Norfolk County Council, parish councils and other statutory agencies such as the Police. Interviews with stakeholder organisations indicate that implementing the Protocol is seen as an efficient way to manage unauthorised encampments for the benefit of all parties. An officer from Breckland Council would normally make the initial contact with an unauthorised encampment. Under the Protocol, the District Council leads in respect of unauthorised encampments on private land, common land and District Council owned land, while the County Council leads in respect of unauthorised encampments on the highway or on County Council owned land. Other agencies can be involved at any stage, such as the Police, or representatives for education or health services being present at the initial visit. A wider protocol for managing unauthorised encampments which reflects the use of transit sites is planned for September 2014 (*Gypsy and Traveller Strategy for Norfolk and Suffolk action plan, 2012*).

### **Findings from Households Occupied on Unauthorised Encampments**

- 5.14 A total of five people were interviewed on unauthorised encampments over the study period and a further one household was interviewed, classified as 'other' who was stopping on a family members driveway.
- 5.15 The respondents on the unauthorised encampments ranged in age from 17 – 24 to 40 – 49 with most aged between 25 and 39. Household size ranged from two to five, with the mean average being four members. Amongst the household there were 11 children, 2.2 children per household. In terms of the household on the driveway, they identified themselves as being Romany and were aged between 50 and 59. There were two members of their household, the other aged over 60. There were no children living with them.

### **Views on Size and Facilities**

- 5.16 All households owned a single caravan which they used for living, sleeping, and travelling. The households on the encampments stated that they did not have enough space. Two reported that they needed the extra space for bigger trailers, with one specifically identifying that the need was for their children. Two of the respondents also stated that they needed more room so that they would not continue to be moved, with one of stating that this was affecting their children's education. The stakeholder interviews identified children from highly mobile families as being poorly represented in schools. The Traveller Education Service report that if the family stay 'a couple of days' then school packs can be issued and it is possible to get the children into a local school for up to two weeks, although there are problems such as the time taken by schools to make a decision, which can be up to a month.

### ***Previous Accommodation Experiences***

- 5.17 When asked why they had come to live on their current site, people gave a variety of reasons. Two of those on unauthorised encampments moved as they had been evicted from their previous site, two moved due to a lack of sites, and one stated that they were waiting to get a house and stopping while this was arranged. The household accommodated on the driveway reported that they had been born in the area and that their son's property was the only place that they could stay. Prior to this they had lived on a private site with permanent planning permission in Newmarket. They stated that there had been no particular reason for moving.
- 5.18 When asked what type of accommodation they had immediately before their current site, households on the encampments mainly cited other areas where they had been camped. One had lived on a local authority site.

### ***Length of Time in the Area and on the Encampment***

- 5.19 Two of the respondents on unauthorised encampments had lived in the area for more than ten years, one for between one and three years, and one for less than six months. One respondent did not know how long they had lived in the area. All of them had lived on their current pitch for less than four weeks. Two reported that the main reason they had moved to their current site was that they had close family in the area, and one moved for their children's education.
- 5.20 The household on the driveway stated that they had lived in the area for more than ten years and on their son's driveway for between six months and a year. The primary reason for living in the area was that they had been born there.
- 5.21 One respondent on an unauthorised encampment reported also having a base elsewhere (in Wisbech), which was private site with permanent planning permission which they used as a winter base. Similarly, the household on the driveway reported having another base in Fakenham on an unauthorised development on which they were waiting to get planning permission. It is not known how the respondents use or intend to use these sites.

### ***Travelling Experiences***

- 5.22 With regards to how often the respondents travelled, all respondents reported that they travelled, with the majority reporting that they travel weekly. All six had travelled in the previous 12 months and when asked where they tended to go to, four of the respondents visited fairs (for example, Appleby, Cambridge and Stow), although only one stated that this was the most important reason for travelling. Work was identified as the most important by three respondents. All respondents stated that they travelled with one caravan, and one travelled with one piece of equipment.
- 5.23 With regards to where people stayed while travelling, all five of those from unauthorised encampments stated that they stayed on town and country roadsides. Four of these respondents also reported staying on fair sites when travelling. Staying

with family and on farmers' fields was also identified by three respondents. One respondent also said that they stayed on transit sites when travelling.

### ***Experiences Living in Bricks and Mortar Accommodation***

5.24 No respondent reported having previously lived in a house.

### ***Health Services and Issues***

5.25 The respondents were asked if they had access to the following health services: GP/health centre; health visitor; maternity care; A & E; and a dentist; and also if they had access to education or local school services; training services; careers advice; and access to work services. Respondents could state if the service was not relevant to them. Where relevant, all the respondents stated that they had access to all of the health services, although two respondents did highlight difficulties gaining access. One stated that they are sometimes moved on by the Police close to their appointments, and they therefore lose them. Another stated that they use accident and emergency services as they were not in one place long enough, but were looking forward to settling down. In terms of work services, one respondent stated that they did not have access to schools, work, training or career advice.

## **Summary**

5.26 Households living on unauthorised developments and unauthorised encampments tended to be long-term Breckland residents. Those on the developments had lived there for at least five years. Those on unauthorised developments tended to say that they have enough space, whereas those living on unauthorised encampments are specifically looking for more space for them and their families to be able to live a more settled life in Breckland. This cohort are more likely to travel, with most travelling to fairs or simply to maintain a travelling lifestyle. Only one respondent had any experience of living in a bricks and mortar property in the past. Typically these households were looking to settle down in the area to be nearer to family members and access education for their children.

## 6. Gypsies and Travellers in Social and Private Bricks and Mortar Accommodation

6.1 The precise number of Gypsies and Travellers currently accommodated within bricks and mortar accommodation within the Breckland Council is unknown. Evidence from Gypsy and Traveller Accommodation Assessments elsewhere suggest there is movement between housing and sites. Such movement is recognised as illustrating potential need for site provision. As such the consideration of need within households living in bricks and mortar housing, for sites, should form a major part of the consideration of strategic policies and working practices of local authorities. This chapter sets out the findings from both interviews with the local authority officers and stakeholders and the findings of the survey of Gypsy and Traveller households in bricks and mortar accommodation.

### Estimating the Size of Gypsy and Traveller Population in Bricks and Mortar Housing

6.2 None of the stakeholders that were consulted nor members of the local Gypsy and Traveller communities in the study area were able to accurately estimate the size of the Gypsy and Traveller population in bricks and mortar accommodation. The *Gypsy and Traveller Strategy for Norfolk and Suffolk (2012)* states that: 'No reliable figures exist for the number of Gypsies and Travellers who live in "bricks & mortar" housing'.

6.3 The Commission for Racial Equality's 2006 report, *Common Ground: Equality, good race relations and sites for Gypsies and Irish Travellers*, suggested that the housed population was around three times the number of trailer-based populations. The number of trailer-based households across Breckland is high enough to use this multiplier. On top of this, some contextual information is available from other sources. Breckland Council (Housing Services Department) indicated the following:

- Gypsies and Travellers are not specifically referred to in their current Housing Strategy in relation to bricks and mortar housing, though the Strategy does recognise a 'lack of permanent pitches due to the 100% utilisation of pitches on the site to the north of the district'.
- Gypsies and Travellers are not specifically referred to in the current homelessness strategy.
- Gypsies and Travellers are not identified in ethnic records and monitoring of social housing applications and/or allocations.
- The number of Gypsies and Travellers registered for social housing was unknown.
- One Gypsy/Traveller household was housed in 2011.

- The number of homelessness applications from Gypsies and Travellers over the last 12 months was unknown.
- It was thought that the number of Gypsies and Travellers moving into social housing had remained broadly the same over the last five years.
- The reasons given by Gypsies and Travellers, to Housing Services, for moving into bricks and mortar accommodation were: wanting to 'settle'; wanting a permanent house; unable to find stopping places when travelling; for children's schooling.

6.4 The interviews carried out with various stakeholders added some contextual information:

- It is often the older people, meaning aged 50 or above, who move into houses, often because they can no longer cope with the hostility involved when travelling.
- Children living in houses can be more likely to attend school. The schools may not know they are Gypsies and Travellers because they do not identify themselves.
- An interviewee from a Gypsy and Traveller group identified that problems can arise in housing once neighbours become aware that a person is a Traveller.

### **An Estimation of the Size of the Bricks and Mortar Population**

6.5 Using a multiplier of three times to estimate the size of the overall housed population, as intimated by the CRE (2006) may be excessive based on a number of reasons:

- Very little engagement has occurred with housed populations in the area, indicating either a lack of dependency on the authority or that the population of families in housing is relatively low.
- The Census 2011 indicates that there are only 204 individuals who ascribed to being Gypsy or Irish Traveller in Breckland which is exceeded, in itself, by the trailer based population.
- The fieldwork team for this study indicated that they had all but exhausted achievable bricks and mortar interviews within the study area through site-based contacts and snowball sampling. However, it is recognised that the survey is unlikely to have captured *all* bricks and mortar residents.

6.6 In the absence of accurate data or information, as a pragmatic working assumption the study team therefore believes it is reasonable to assume that the sample interviewed for this study constitutes three quarters of the housed population. Based on a sample of 37 households living in bricks and mortar properties our best estimate at this time is that the bricks and mortar population equates to 46 households. This is noted as a probable understatement and this should be reviewed in due course.

- 6.7 A more accurate estimation of the numbers of Gypsies and Travellers in houses will only be possible when a number of issues are resolved:
- Gypsies and Travellers feel able to disclose their ethnic group in monitoring forms.
  - Monitoring forms allow for the ethnic groups as options.
  - More data from the Census 2011 is released.
- 6.8 Until this point, estimates based on the informal knowledge of stakeholders and the experiences of fieldworkers, such as those in this study, will be the only and best source of evidence.

## **Survey Findings of Residents Living in Bricks and Mortar Housing**

### ***Demographics of Respondents***

- 6.9 A total of 37 people were interviewed in bricks and mortar accommodation; 24 were living in socially rented accommodation, one in private rented accommodation, and 12 owned their house. 16 respondents also indicated that they owned a caravan. All the respondents identified themselves as Romany Gypsies. The respondents ranged in age from 17 – 24 (3%) to 60 – 74 (11%), with the majority aged between 25 and 39 (57%). Nine of the respondents were male (24%) and 28 female (76%). Household size ranged from two to six, with the mean average being 3.9 members. One respondent stated that there was one person in their household over the age of 60, and four stated that there were two over 60. Among the 25 respondents there was a total of 57 children in the households, an average of 1.5, although as seven respondents stated that there were no children living with them, this meant an average of 1.9 children among those households with children.

### ***Views on Size of Property***

- 6.10 The majority of the respondents (65%) lived in houses with three bedrooms. Nine respondents (24%) had two bedrooms, and three had four or more. However, five respondents reported that they did not have enough space in their current home; all were currently renting their properties (four socially rented, one privately rented). All respondents indicated that they needed more outside space for their trailers. Two respondents also indicated that they needed more bedrooms.

### ***Previous Accommodation Experiences***

- 6.11 When asked why they had come to live in a house, people gave a variety of reasons (see Table 6.1 below). The most common reason provided was to be near family (58.3%).

Table 6.1: Main reason for moving to the house

Reason	No	%
To be near family	21	58.3
Lack of sites	3	8
There was a vacancy	2	6
Own/family members health	2	6
For their children's education	1	3
Tired of being moved	1	3
Wanted to settle and have a family	1	3
Land available to buy	1	3
Work available	1	3
Sold land and found house	1	3
House swap with council flat	1	3
Evicted from last accommodation	1	3
<b>Total</b>	<b>36</b>	

Note: Excludes one non-response

- 6.12 Table 6.2 below shows the type of accommodation respondents had immediately before their current accommodation. As can be seen, the respondents had moved from a range of accommodation types, with unauthorised encampments and developments being most common (11 respondents/30%). A total of 27% had moved from private sites, with the remainder fairly evenly spread between other houses, transit sites and socially rented sites. Three of the respondents had lived in the property all their lives. Respondents identified places both internally and externally to Breckland (e.g. Attleborough, Braintree, Bury St. Edmunds, Croxton, and Pickenham) as areas where they had lived immediately prior to moving into their current accommodation. A number of respondents also stated that they had moved within Breckland. Eight respondents (22%) had also lived in another house at some point during their life, both internally and externally to Breckland (e.g. Lowestoft, Norwich, and Thetford).

Table 6.2: Previous accommodation

Reason	No	%
Unauthorised encampment/development	11	30
Private site with permission	10	27
Another house	5	14
Transit site	4	11
Council site	4	11
Been here all my life	3	8
<b>Total</b>	<b>37</b>	

- 6.13 Eight respondents stated that they had moved as a result of accommodation conditions or overcrowding on their previous site, while four indicated that harassment or fear was the reason for moving into their current house. Other reasons provided included problems with planning permission (six respondents), selling their plot to another Traveller, being offered a house by the council and moving for more space. With regards to the respondents who had lived on a council

site prior to their current accommodation, they stated that they had moved due to overcrowding and fear of harassment.

### ***Accommodating Visitors***

6.14 Five respondents (14%), all of whom lived in a house they owned, reported that visitors came to stay with them and that they stayed in their own trailers. Respondents generally referred to members of their families visiting for a few weeks a year. The majority of respondents (81%) indicated that hosting visitors was not a problem for them; however, five people did say that it was a problem. When asked to elaborate, these respondents made reference to not having enough space for people bringing trailers.

### ***Length of Time in the Area and in the House***

6.15 All but two of the respondents (95%) indicated that they had lived in the area for ten years or more, with 17 of them stating that they had been in the same house for more than ten years. The remaining two respondents had lived in the area for between five and ten years. 12 respondents had lived in their house for between five and ten years; three respondents had lived there for between three and five years; and two respondents for between one and three years. The main reason for staying in Breckland was being born/raised there (58%), or having family living in the area (33%) (see Table 6.3 below).

Table 6.3: Main reason for living in Breckland

<b>Reason</b>	<b>No</b>	<b>%</b>
Born/raised here	19	58
Family living in the area	11	33
Children's education	2	6
Health	1	3
<b>Total</b>	<b>33</b>	

Note: excludes four non-responses

6.16 Overall, the respondents were positive about their experience of living in a house, with 78% stating that it was good or very good. The remaining 22% stated that it was neither good nor poor.

### ***Travelling Experiences***

6.17 20 of the respondents (54%) indicated that they never travelled. Of those who did not travel, the most common reason was their children's education (50%), followed by health reasons (25%) and old age (20%). Three respondents stated that they did not travel due to no longer owning a trailer, one had animals that they needed to care for, one was waiting to learn to drive and one stated that travelling was not like it used to be. The last time people had travelled ranged from two to eight years ago. With regards to the remaining respondents, two travelled once per year, 14 a few times per year and one every month.

6.18 14 of those who did travel had travelled in the previous year. When asked where they tended to go to, four respondents made reference to travelling to the fairs (for example, Appleby, Cambridge and Stow). Travelling to fairs was identified as the most important reason for travel by five respondents. Work, holiday, and community events were identified as the main reason for travel by three respondents (one reason each). None of the respondents travelled with caravans, although three indicated that they travelled with some form of equipment. With regards to how many weeks of the year they usually lived in the Breckland area, apart from those who indicated that they never left; ten respondents (27%) indicated that they left the area for between one and ten weeks per year; five respondents (14%) stated they left for between 11 and 20 weeks per year; and one respondent (3%) indicated that they left for approximately half of the year. Two respondents reported having a base elsewhere, one of whom identified that this base was Norfolk. One respondent identified that their other base was an unauthorised development, while the other was a private site with permanent planning permission. It was not known how these bases were used.

### ***Health Services and Issues***

6.19 The respondents were asked if they had access to the following health services: GP/health centre; health visitor; maternity care; A & E; and a dentist; and also if they had access to education or local school services; training services; careers advice; and access to work services. Respondents could state if the service was not relevant to them. Where relevant, all the respondents stated that they had access to all of the health services. In terms of work services, three respondents stated that they did not have access to training, nor to career advice, and three stated that they did not have access to work. No respondent stated that they did not have access to local schools.

### **Summary**

6.20 Although their move into housing was often initially stimulated by having a lack of access to authorised sites, respondents living in bricks and mortar properties reported being generally happy and settled having lived in their property for some years. The majority of respondents was social housing tenants and most chose to live where they do to be close to family. A minority would like more outside space for family members to park their trailers when visiting. Around half of respondents travel to some extent, tending to visit fairs in various locations of the country.

## 7. Travelling Showpeople

- 7.1 Planning policy relating to Travelling Showpeople was set out in circular 04/07 and required the accommodation needs of Travelling Showpeople to be included in the assessment of Gypsy and Traveller accommodation needs. This was superseded by the NPPF and '*Planning for Gypsies and Travellers (2012)*'. Within the new planning policy it is clear that the accommodation needs of Travelling Showpeople should be included within the assessments of accommodation need for 'Travellers'.
- 7.2 The adopted Core Strategy for Breckland Policy CP2 (2007/08)<sup>14</sup> includes a strategic policy on the accommodation needs of Travelling Showpeople in accordance with CLG circular 04/2007 and sets out criteria to be used to guide the allocation of plots to meet the accommodation needs of Travelling Showpeople where a need is identified through a GTAA. Land for any identified need is allocated in a DPD for; '*the required number of plots in an appropriate location*'. The criteria to guide the allocation of plots are:
- Preference will be given to releasing land on the outskirts of the towns and Local Service Centre villages where services can be sustainably accessed.
  - The location of the site will take account of the scale and nature of the Showpeople's business in terms of scale of storage required and/or land required for exercising animals.
  - The site will not have an adverse visual impact on the character and appearance of the surrounding landscape.
- 7.3 There are currently two authorised Travelling Showpeople sites within Breckland, both are listed as being developed before 2006, though the recorded details are incomplete. Together they provide five plots; three on the site at Weeting and two on the site at Besthorpe.
- 7.4 No planning applications had been received for Travelling Showpeople sites by Breckland Council since 2006. The Council stated that they had not experienced any unauthorised development of Travelling Showpeople sites since 2006 and had not had to take enforcement action in relation to Travelling Showpeople sites. They did not expect there to be an increase in sites for Travelling Showpeople over the next five years.
- 7.5 The interviews with key stakeholders identified little activity in relation to Travelling Showpeople for two reasons: firstly, because of having no recent planning applications or enforcement action; secondly because of the 'different' relationship, when compared with other Gypsy and Traveller groups, that Showpeople often

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<sup>14</sup>Available at <http://www.breckland.gov.uk/content/core-strategy-examination-library>

have with the settled community and planning authorities. One interviewee said that organisations never have an issue with Showpeople in Norfolk because the wider community has a good experience of interacting with them, notably '*children's delight at visiting fairs*'. Another interviewee said that the little work they did with Travelling Showpeople in Norfolk was focused around the purchase of land. A representative from the Showmen's Guild advised that often, what Travelling Showpeople need from local councils is advice about the planning system.

## Views from Travelling Showpeople

7.6 Two interviews were secured with Travelling Showpeople households covering both authorised sites in the area. As a result of the small sample it does not make sense to present the findings from these interviews in the form of percentages. Instead, the main issues arising from these interviews are summarised below.

- Both respondents indicated that there were two members of their household, with one having one member over the age of 60. No children were in the households.
- Both respondents indicated they owned their plot and owned their accommodation units (a single unit per household). This reportedly provided them with enough living space.
- One of the respondents had been born in the area, while the other stated that their family had moved there some time ago as it was convenient for them. Both had lived on the site for the majority of their lives. None had experience of living in bricks and mortar housing.
- The respondents did not accommodate visitors, although they stated that it was not a problem for them if they chose to do so.
- One respondent indicated that the site was linked to the Showmen's Guild and this was seen as a positive attribute.
- Neither reported having a base elsewhere.
- One respondent stated that they never travelled, while the other travelled a few times a year. The reason given for not travelling was old age and health, so this respondent stayed to look after the yard. The travelling respondent's only reason for travelling was work and they indicated that they travelled with six caravans. They identified Essex, London and Cambridge as where they travelled to, stopping on other Showpersons' yards.
- No problems were reported accessing any health or other service area.

## Summary

7.7 Sites for Travelling Showpeople in Breckland appear to provide secure and settled accommodation for respondents, who have generally lived on their current site for some years. Respondents report rarely travelling for any other purpose than for work, and feel they have enough space on their site for themselves and to accommodate visitors if need be.

## 8. Future accommodation, household formation and accommodation affordability

8.1 This chapter looks at a range of issues including the movement intentions of the sample, the formation of new households and concealment of existing ones and the accommodation intentions of the Gypsy and Traveller population. These factors are key drivers in the assessment of accommodation need within Breckland. The findings from the survey are presented here and how this then translates into 'need' is discussed in Chapter 10.

### *Future Accommodation Intentions*

8.2 Table 8.1 shows the movement intentions of the households interviewed in Breckland. The responses indicate that:

- Two households, one on the social site and another in bricks and mortar housing, were looking to move within the next 12 months. Similarly, a further two households, one on the socially rented site and another in bricks and mortar housing, were looking to move within the next one-two years. In terms of reasons for leaving, one respondent said that the main reason was due to health, three wanted to be near family, two wanted to buy their own property, and one wanted to travel. Only one respondent did not want to stay in the same area, one said that they did not know, and the remaining respondents stated that they did want to stay in the same area.
- A total of 17 households intended to remain where they were living indefinitely.
- A further 57 households had 'no plans to move'.
- A total of 13 respondents reported 'other', the details of these responses are as follows:
  - Three respondents stated that they were waiting on planning permission to move.
  - Those on the transit site reported that they would be moved on within the following two to three months, as was the nature of the site.
  - The respondents on the unauthorised encampment recognised that their stay was indefinite, stating that they were staying as long as they could, although two said that they would probably be moved on shortly.
  - Two of those who owned their own house were looking for land to buy to move them and their family onto, and one in a local authority house said that they would move to be with family when they could drive.
  - Two other respondents in a local authority house expanded on why they wanted to stay, with one stating that they had family in the area, and the other said that they felt like they were living on a site, but with home comforts and that it was what the council should do when giving houses to travellers. Another stated that they would like to buy their current house.
  - Finally, the respondent stating 'other' on the socially rented site said that the decision to move rested with her husband.

Table 8.1: Movement intentions

Movement intentions	Current accommodation														Other							
	All		Socially rented site		Private site		Bricks & mortar (LA/HA)		Bricks & mortar private		Bricks & mortar owned		Unauthorised encamp.			Unauthorised d'ment.		Show-ground		Transit sites		
	No	%	No	%	No	%	No	%	No	%	No	%	No	%		No	%	No	%	No	%	
Move in next 12 months	2	2	1	6	0	0	1	4	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Move in 1 – 2 years	2	2	1	6	0	0	1	4	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Stay	17	19	0	0	11	46	2	8	0	0	0	0	0	0	2	67	0	0	0	0	0	0
No plans to move	57	63	15	83	12	50	18	75	1	100	2	50	0	0	1	33	2	100	0	0	0	0
Other	13	14	1	6	1	4	2	8	0	0	2	50	4	100	0	0	0	0	2	100	1	100
<b>Total</b>	<b>91</b>		<b>18</b>		<b>25</b>		<b>24</b>		<b>1</b>		<b>4</b>		<b>4</b>		<b>2</b>		<b>2</b>		<b>2</b>		<b>1</b>	

Note: excludes one non-response

- 8.3 Although not stated as their main reason, two respondents, one on an unauthorised encampment and the other living in a local authority house, indicated that harassment was one of the reasons why they wanted to move. The respondent from the local authority house indicated that the harassment came from their ex-partner.
- 8.4 While also not the main reason, the two respondents on the transit site stated the conditions of the site itself as a reason for wanting to move.
- 8.5 When asked to indicate where they would like to relocate to, ten stated that they would remain in Breckland, one specified North Norwich, one Norwich in general, and two preferred other parts of the UK. Of those who wanted to stay in Breckland, four identified close family as the main reason, two that they were born in the local area, one for health reasons, and one for their children's education. Another stated that they simply liked the area. All of those who wanted to move out of the local area stated that the main reason was to be nearer to close family.
- 8.6 Only four respondents stated that they had accommodation that they could move into.
- 8.7 In order to explore in greater depth the implications these stated movement intentions may have for accommodation need in Breckland, the following offers a case study focus on those respondents with some plans to move. These illustrate the movement intentions, in and out of Breckland, between accommodation types, preference for living and affordability of site-based accommodation. These are presented in detail below, separated by those who currently live on site-based accommodation and those who currently live in bricks and mortar accommodation.

#### *Movement from sites*

- One household on the socially rented site wanted to move in the next 12 months in order to travel. They were looking for a private site preferably in North Norfolk (Fakenham to Cromer) in order to live near to family they have in the area. There was accommodation reportedly available for them there. This household report their preference to live on a private rented site, followed by living on the roadside. They cannot afford to purchase any kind of land and preferred not to give details of the rent they paid for their current accommodation.
- One household on the socially rented site wanted to move in the next one-two years and was intending to buy their own pitch, with a preference for Watton. They intended to stay in Breckland. They are currently saving in order to purchase a pitch and report that they could afford either land or a pitch with planning permission. They report paying £30-£59 per week for their current pitch. In order of preference, this household would like to own their own site, followed by privately renting a pitch, followed by socially renting a pitch.
- One household on the socially rented site was not sure about their intentions and reported that it was up to her husband.

### *Movement from housing*

- One owner occupier household was looking to move onto a site which they want to buy, preferably in Watton. Their children had moved away from the house they live in and they want to return to trailer based living. They have family in the area and are actively looking for land to buy. However, they did not express a timeframe for this. In order of preference this household report that they would like to own a site, own a house or privately rent a pitch. They report that they are able to afford to purchase land or a pitch on a private site with planning permission. The respondent preferred to not give details of how much they paid for their current accommodation.
- One household, currently living in a socially rented bricks and mortar property, reported that they wanted to move out of their house and move to another house in the Ipswich area in order to move away from her ex-partner. However, they did not express a timeframe for this. The respondent cited that they are unable to purchase any type of land or private pitch, did not give any indication of their top three preferred accommodation types and cited that they did not know how much rent they paid for their current accommodation.
- One household, currently living in a socially rented bricks and mortar property, was waiting on the planning decision for some land they own. If they receive permission they will move from the house. The site is in Fakenham. However, they did not disclose a timeframe for this. This household stated their preference for living as owning a site followed by socially renting a pitch. They did not report that affordability of land was relevant to their household (most likely due to the fact that already own land) and stated that they pay £90-£119 per week for their current bricks and mortar property.
- One household, currently living in a socially rented bricks and mortar property, wanted to move to another house in the Norwich area within the next one-two years. In order of preference, this household would like to live on the roadside, socially rent a pitch or privately rent a pitch. The household cannot afford any land or a pitch with planning permission and they pay £90-£119 per week for their current property.
- One household, currently living in a socially rented bricks and mortar property, wanted to move to another house in the Swaffham area within the next 12 months. In order of preference, this household would like to own a site, own a house or socially rent. They reported that they are not able to afford land or pitch with planning permission and preferred not to give details of their housing costs.

### **Preferred Accommodation Choice**

- 8.8 Respondents were asked about what three types of accommodation would best suit their current household needs, these are shown in Table 8.2. The most common first choice for accommodation that would suit the respondents' needs was a privately owned site, with 59 indicating it as their first choice. This included 14 respondents who were living in bricks and mortar accommodation, 11 who were living on a local authority site and 15 who were already living on a private site.
- 8.9 A total of 17 respondents indicated local authority bricks and mortar accommodation, with three stating it as their first choice, five as their second, and nine as their third choice. A total of 12 respondents (three who stated it was their first choice, three as their second, and six as their third) were already living in this type of accommodation. One respondent living on an unauthorised development indicated a privately rented house as their third choice. A total of 50 respondents chose a house of their own (i.e. owner occupier), with 15 choosing it as their first choice, 28 as their second, and seven as their first. Eight of those who selected it as their first choice were already living in a house that they owned. The remaining seven were living in a socially rented house.
- 8.10 A total of 31 respondents selected a local authority site, with four stating it was their first choice, 13 as their second and 14 as their third. A total of 12 respondents were already living in this type of accommodation, including three who stated it was their first choice. Two respondents, one on a local authority site and one in a local authority house, selected a private site as their first choice. Nine stated that it was their second choice and 21 as their third.
- 8.11 No respondent indicated a transit site or caravan park as their first choice.

Table 8.2: Preferred accommodation

	First choice		Second choice		Third choice	
	No.	%	No.	%	No.	%
Bricks and Mortar – socially rent	3	3	5	5	9	10
Bricks and Mortar – privately rent	0	0	0	0	1	1
Bricks and Mortar – own it/have a mortgage	15	16	28	30	7	8
Site - socially rent	4	4	13	14	14	15
Site – rent on a private site	2	2	9	10	21	23
Site – owned by you	59	64	16	17	2	2
Roadside	2	2	9	10	16	17
Official short stay sites	0	0	1	1	5	5
Caravan/chalet parks – general use	0	0	1	1	6	7

- 8.12 The stakeholder interviews also indicated that owner-occupied private sites were the favoured option for most Gypsy and Traveller families. One prominent Gypsy suggested that private sites can be a good solution for other reasons than simply providing accommodation, such as community cohesion, saying:

*'[Sites are often] owned by people who probably fought over several years to get planning permission. Then once they've got it, they just blend into the background. Most local people forget about them as well.'*

### **Household Concealment**

- 8.13 Two respondents, one on an unauthorised encampment and the other on a local authority site, stated that their children were in immediate need of their own accommodation, on both occasions this accommodation was needed on the same site as them. The respondent on the local authority site said that their son had to live with them until he got married and was therefore in need of his own trailer, which they would prefer to be on the same pitch. However, the respondent did not know if they would live on the same site, suggesting that if they found a nicer site, they could get their daughter her own trailer. These two cases were the only reference to an immediate need of accommodation.

### **Household Formation**

- 8.14 Three respondents (two on a private site with permanent planning permission and one on an unauthorised development) reported they had households living with them in need of their accommodation at some point in the next five years. Each of these households is detailed further below:

**HH1:** One future household, currently occupied on a private site, was a family member who would need separate accommodation in the next five years – ideally on the same site.

**HH2:** One future household, currently occupied on a private site, was a 14 year old son who would need his own trailer (not a new pitch necessarily) in the next five years – ideally on the same site.

For both of these households there was seen as enough room on the current site to accommodate them, but that planning permission would need to be granted.

**HH3:** Was described as the respondent themselves from the unauthorised development. They reported that they would be in need for more accommodation (trailer) in order to become more independent.

All three households were expected to stay within Breckland.

- 8.15 Across the sample of Gypsies, Travellers and Travelling Showpeople, there were 72 household members aged 11-16 at the time of the study. In all, 40 of these young people were accommodated on sites and 32 in bricks and mortar properties. However, only five households who took part in the survey cited an immediate or future need for separate households, in order to accommodate children becoming adults and therefore needing to move out of the family home. This is most likely due to respondents simply not knowing if and when their teenage children will marry, and subsequently need their own separate accommodation in the next five years. However, these young people will be aged 16-21 in five years' time. It is likely that a

proportion of these 72 children will need their own independent accommodation, and a proportion of these will choose to remain within Breckland.

- 8.16 In terms of presence on waiting lists, three respondents stated that they were currently on waiting lists for site-based accommodation, and three were on a waiting list for bricks and mortar accommodation. The three respondents waiting for site provision were currently living on an unauthorised encampment, a transit site and the Splashes socially rented site (this may suggest the household was trying to resolve potential over-crowding issues). The household on the transit site reported that they had registered for local authority accommodation three or four years previous, but had been moved so much by the Police that they no longer knew if they were still actually on the list. The three respondents currently registered on a waiting list for a house were based on an unauthorised encampment, a Travelling Showpersons' site, and within another local authority house. When asked where they were registered, one respondent indicated Thetford, and another Swaffham. The other need not specify.

### ***Accommodation Affordability***

- 8.17 In order to explore issues of accommodation affordability we asked respondents if they could afford to purchase any of the following: a pitch on a private site with planning permission and land with planning permission to be developed into a site (see Table 8.3).

Table 8.3: Ability to afford different accommodation options

<b>Afford to purchase?</b>	<b>No.</b>
A pitch on a private site with planning permission	8
Land with planning permission to be developed into a site	9
Cannot afford to purchase land or a pitch	60
Not relevant	22

Note: respondents could cite multiple responses

- 8.18 Eight respondents in total indicated that they could afford to purchase a private pitch with planning, five of whom were currently based in their own bricks and mortar property, and one each on an unauthorised development, the socially rented site and a privately rented house. These same eight respondents, plus another respondent from a socially rented house, also stated that they could currently afford to buy land for site development. A total of 60 respondents stated that they could not afford to buy either, and 22 said that the question was not relevant to them.
- 8.19 Nine respondents on private sites stated that the question was not relevant to them as they already had planning permission for their current site, or had no intention of moving and were therefore not considering to buy another pitch or more land. The same was true for two respondents who owned their own house. Another respondent who owned their own house said that they were too old to consider purchasing a pitch or land.
- 8.20 Respondents were also asked how much they paid per month in rent or mortgage for their current accommodation (see Table 8.4). The most common response was that

they did not pay anything, and of those who did the most common amount was £30 – £59 per week.

## Summary

8.21 Four households plan to move within the next two years. Two respondents state, with certainty, that they want to stay in the Breckland area. Among respondents from all accommodation types, there are two households who have members who require separate accommodation immediately and three households who have members who will need their own separate accommodation in the next five years. All these additional households would like to be accommodated on their current site in Breckland, and would look to accommodate an additional trailer on their site. In terms of accommodation preferences, respondents across the whole sample generally feel that a private authorised site would be the best type of accommodation to meet their household's needs. The findings on accommodation affordability were mixed. Many were happy in their current accommodation and saw the issue as not relevant. A minority reported that they could afford land to develop into a site or the purchase of a private site. The majority of respondents reported that they could not afford to purchase a pitch on a private site. Very few households disclosed their income or housing costs.

Table 8.4: Rent/mortgage level (weekly)

Weekly rent/ mortgage	Current accommodation																				
	All		Social site		Private site		Bricks & mortar (LA/HA)		Bricks & mortar private		Bricks & mortar owned		Unauthor-ised encamp.		Unauthor-ised d'ment		Show-ground		Transit site		
	No	%	No	%	No	%	No	%	No	%	No	%	No	%	No	%	No	%	No	%	
<b>£30 – £59</b>	21		15	83	0	0	0	0	0	0	0	0	0	2	40	0	0	2	100	2	100
<b>£90 – £119</b>	17		0	0	0	0	17	71	0	0	0	0	0	0	0	0	0	0	0	0	0
<b>£120 – £149</b>	2		0	0	0	0	0	0	0	0	2	17	0	0	0	0	0	0	0	0	0
<b>Don't Know</b>	11		2	11	0	0	7	29	1	100	0	0	0	0	1	33	0	0	0	0	0
<b>Refuse to say</b>	8		1	6	0	0	0	0	0	0	7	58	0	0	0	0	0	0	0	0	0
<b>Do not pay</b>	30		0	0	22	100	0	0	0	0	3	25	2	40	2	67	0	0	0	0	0
<b>N/A</b>	1		0	0	0	0	0	0	0	0	0	0	1	20	0	0	0	0	0	0	0
<b>Total</b>	<b>90</b>		<b>18</b>		<b>23</b>		<b>24</b>		<b>1</b>		<b>12</b>		<b>5</b>		<b>2</b>		<b>2</b>		<b>2</b>		<b>2</b>

## 9. Transit Accommodation

### Introduction

9.1 Although to a certain extent nomadism and travelling are currently restricted by a lack of sites nationally, this remains an important feature of Gypsy and Traveller identity and way of life, even if only to visit fairs or visit family. Some Gypsies and Travellers are still highly mobile without a permanent base, and others travel for significant parts of the year from a winter base. More Gypsies and Travellers might travel if it were possible to find places to stop without the threat of constant eviction. Nationally the worst living conditions are commonly experienced by Gypsies and Travellers living on unauthorised encampments who do not have easy access to water or toilet facilities and have difficulties in accessing education and health services.

### Transit Sites in Breckland

9.2 Breckland has one transit site, on the A11 at Thetford, which provides eight pitches plus facilities. Travelling families can stay for up to three months, subject to space. Breckland Council staff and other interviewees suggested that Thetford is a convenient place to stop because it has good road links in every direction. There are important travelling routes through Breckland, with the A11 and A47 at the hub, such as King's Lynn to Norwich locally and, further afield, connecting routes to the A14 to access the motorway network or continental Europe.

### Views of Residents from the Transit Site

9.3 Two interviews were secured with households on the transit site. As a result of the small sample it does not make sense to present the findings from these interviews in the form of percentages. Instead, the main issues arising from these interviews are summarised below.

- Respondents aged between 25 – 39 and 40 – 49. One respondent stated that there were four members in their household, while the other had ten members. Among the respondents from the transit site there were a total of 14 children in the households, one with four, and the other with ten.
- The average number of caravans to households was 1.5. All respondents stated that their caravans were used as both living and sleeping spaces. None of the respondents identified that they had a caravan that they used only for the purpose of travelling. Both respondents reported that they had enough space, although one respondent stated that they would like a larger pitch or site.

- When asked why they had come to live on their current site both stated that this was a result of an eviction from their previous site. Both had used unauthorised encampments immediately prior to living on the transit site.
- Both had lived in the area for more than ten years, although they had only been on the transit site for between one and three months. One of the respondents stated that the most important reason for living in the area was that they had been born there, while the other moved to be closer to and look after family. Neither respondent reported also having a base elsewhere.
- Respondents reported that they travelled every week with one caravan. They did not give a specific reason, but stated that they moved all the time and they had nowhere to go. The only specific place identified where they travelled to was Cambridge. Apart from this, they simply stated that they stopped wherever they could, or on any roadside in Norwich or Norfolk.
- Neither had ever lived in a house prior to their being interviewed.
- Access to health care was not reported as a problem. One of the households commented that access to schools however, was a problem.

## Summary

9.4 The local authority is one of the few authorities in the country with socially rented transit site facilities. The site is relatively small and well situated. The residents on the site however appeared to use the site as bridging accommodation, where they are moving around to seek more sustainable accommodation options, as opposed for short-stay needs due to more traditional travelling etc. Respondents appear to be long-term Breckland residents.

## 10. An Assessment of Accommodation Need

10.1 Irrespective of change in planning policy targeted at resolving Gypsy and Traveller accommodation issues, there are no signs that the growth in the Gypsy and Traveller population will slow significantly. Research from the Equalities and Human Rights Commission (EHRC) has indicated that around 6,000 additional pitches for Gypsies and Travellers are immediately required nationally to meet the current shortage of accommodation within England.<sup>15</sup>

### A Note on the Assessment of Accommodation Need

10.2 Despite all local authorities across England completing a first round of Gypsy and Traveller Accommodation Needs Assessments (GTAAs) over the 2006-2009 period, the methods of assessing and calculating the accommodation needs of Gypsies and Travellers are still developing. The model drawn upon here is derived from a number of sources including:

- The Guidance on Gypsy and Traveller Accommodation Assessments.<sup>16</sup>
- Guidance and experience of benchmarking the robustness of GTAAs.<sup>17</sup>
- The document '*Planning policy for traveller sites*' which was released in March 2012.

10.3 In a move from the first round of GTAAs, this Traveller Accommodation Assessment has focused more closely on the constitution of local and historic need. In terms of addressing local and historic need this assessment has measured this by:

- Surveying households resident within Breckland, as opposed to extrapolating trends and findings from households resident outside the authority, which often occurs where neighbouring authorities have combined to produce joint GTAAs.
- Drawing upon empirical primary research within Breckland as opposed to developing projections based upon trends within the Caravan Count. Via a process of triangulation, records are brought together with survey responses on issues such as unauthorised sites, concealed households, etc. to develop a robust assessment of need. Similarly, an empirical assessment of local likely future needs is made possible via the comprehensive survey of households. Together these factors represent the latest position on historic demand.

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<sup>15</sup> See Brown, P., Henning, S. and Niner, P (2010) *Assessing local housing authorities' progress in meeting the accommodation needs of Gypsy and Traveller communities in England and Wales : Update 2010*, Equality and Human Rights Commission.

<sup>16</sup> CLG (2007) *Gypsy and Traveller Accommodation Assessments – Guidance*, London: HMSO.

<sup>17</sup> CURS, SHUSU and CRESR (2007) *Preparing Regional Spatial Strategy reviews on Gypsies and Travellers by regional planning bodies*, London: CLG, online at:[http://webarchive.nationalarchives.gov.uk/+http://www.communities.gov.uk/pub/209/PreparingRegionalSpatialStrategyreviewsongypsiesandtravellersbyregionalplannings\\_id1508209.pdf](http://webarchive.nationalarchives.gov.uk/+http://www.communities.gov.uk/pub/209/PreparingRegionalSpatialStrategyreviewsongypsiesandtravellersbyregionalplannings_id1508209.pdf)

- 10.4 This study has taken a thorough assessment of the pitch need arising from all accommodation types present at the time of the survey. As such, this assessment of need should be regarded as a reasonable and robust assessment of need, upon which to inform the development of planning policy and future planning decisions.
- 10.5 Table 10.1 below contains the requirements for net additional pitches that need to be developed to meet the identified accommodation need. Accommodation need has been considered in this assessment by carefully exploring the following factors:

#### **Current Residential Supply**

- Socially rented pitches.
- Private authorised pitches.

#### **Residential Need 2013/14 – 2017/18**

- Temporary planning permissions, which will end over the assessment period.
- Concealment of households.
- Allowance for family growth over the assessment period.
- Need for authorised pitches from families on unauthorised developments.
- Movement over the assessment period between sites and housing and vice versa.
- Whether the closure of any existing sites is planned.
- Potential need for residential pitches in the area from families on unauthorised encampments and transit sites.
- Movement between areas.
- Overcrowding of sites.

#### **Additional Supply 2013/14 – 2017/18**

- 10.6 The requirements are presented in summary form in Table 10.1 below. This table details the overall accommodation and pitch needs, over the next 15 years, for Gypsies, Travellers and Travelling Showpeople resident in Breckland, based on the definition in the Housing Act. Each element is explained in greater detail below. **All figures relate to pitches not sites.**

Table 10.1: Summary of Gypsy and Traveller accommodation and pitch need (2013/14 -2027/28)

	Element of supply and need	Accommodation Need/ Supply Total (households)
<b>Current residential supply as of July 2013</b>		
1	Socially rented pitches	24
2	Private authorised pitches	27
<b>3</b>	<b>Total authorised Gypsy and Traveller pitches</b>	<b>51</b>
<b>Residential pitch need 2013/14 –2017/18</b>		
4	End of temporary planning permissions	10
5	Concealed households	1
6	New household formation	0
7	Unauthorised developments –tolerated and untolerated	5
8	Net Movement from housing to sites/sites to housing	0
9	Closure of sites	0
10	Short-stay households	6
11	Movement between areas	0
<b>12</b>	<b>Residential pitch need (2013/14 –2017/18)</b>	<b>22</b>
<b>13</b>	<b>Supply (2013/14 – 2017/18)</b>	<b>6</b>
<b>14</b>	<b>Residential pitch need (2013/14 – 20118)</b>	<b>16</b>
<b>15</b>	<b>Residential pitch need (2018/19 – 2022/23)</b>	<b>8</b>
<b>16</b>	<b>Residential pitch need (2023/24 – 2027/28)</b>	<b>9</b>
<b>17</b>	<b>Total Residential pitch need (2013/14–2027/28)</b>	<b>33</b>

Note: For pragmatic reasons these figures have been rounded to the nearest whole pitch

## Explanation of the Need Requirement Elements

### Current Residential Supply

**Row 1:** The number of pitches on socially rented sites provided by local authority information.

**Row 2:** The number of pitches on private authorised sites provided by local authority information.

**Row 3:** The total number of authorised pitches within Breckland.

## Residential Pitch Need 2013/14–2017/18

**Row 4:** The number of pitches which have temporary planning permission due to expire within the assessment period.

### Households on private sites with temporary planning permission

Table 10.1 presents the actual number of households currently residing on private pitches with temporary planning permission, which will end within the assessment period. The findings and calculation are as follows.

**Finding:** There are 10 households living on private pitches with temporary planning permission that will end during the assessment period. These households are local and have lived in the area for a significant period of time. They reported having no base elsewhere and have no plans to move out of Breckland.

**Assumption:** In view of the survey findings we assume that these households will require authorised residential pitches in Breckland.

**Calculation:** All households living on a private pitch with temporary planning permission that will end during the assessment period = **10 households/pitches.**

The presence of sites with temporary planning permission suggests the level (quantity) of accommodation in the area, however judgements are not made as to the precise areas of land upon which need from these sites should be met.

**Row 5:** This details the number of concealed households occupying existing accommodation who require independent accommodation within Breckland.

### Pitch requirement from concealed households across all accommodation types

#### Finding:

- Within the survey of households, across all accommodation types, two respondents reported having independent households living with them which were in need of their own separate accommodation/pitch.
- Both households were dependents
- One household currently occupied the local authority site with a need for an additional trailer to facilitate independent living. It was seen that the need here was for a new trailer/pitch on the same local authority site.
- One household was accommodated on an unauthorised encampment. The need was to alleviate current overcrowding with the household.

#### Assumptions:

- Assume survey findings are reflective of the whole population in Breckland and that there are no concealed households on private sites, unauthorised

developments or bricks and mortar housing.

- To avoid double counting the need for the household on the unauthorised encampment is explored in Row 10.

**Calculation:** One household was identified in the survey that required independent site based accommodation. This is the equivalent to 4% of the sample on socially rented sites. This is then grossed to the whole population of households on socially rented sites = **one household.**

**Row 6:** This is the number of pitches required from new household formation.

#### **Pitch requirement from new households forming**

##### **Finding:**

- Within the survey of households, across all accommodation types, three respondents reported having independent households living with them which were in need of their own separate accommodation/pitch.
- Two households (accommodated on private sites) were dependents; one household was the entire unauthorised development. It is reasonable to exclude the latter as the need from unauthorised developments will be explored in Row 7.
- Comments from respondents indicate that the need for the two identified households is for additional trailers, not pitches. It is reported that the respondents have room to accommodate the need but they would need an amendment to their planning consent to facilitate this.
- Assume the accommodation need is for an alternation of planning consent as opposed to new pitch provision.

**Calculation:** Need for pitches from new households forming = **0 households.**

**Row 7:** This is the level of need arising from current unauthorised tolerated and intolerated developments.

#### **Households on pitches on unauthorised developments**

According to the local authority, there were two intolerated unauthorised developments at the time the assessment commenced, comprising nine pitches. However, one of these developments (Brunel Way, Thetford) had been subject to enforcement action and it was reported that the households moved to the short-stay site in the area, from where they were due to leave in August 2013. In addition, there are two tolerated unauthorised sites. At the time of the fieldwork these tolerated sites were at the appeal stage of a planning application.

##### **Findings:**

- Interviews were undertaken on the occupied unauthorised development. The responses to the survey indicated that the households on this site appear to be long-term residents of Breckland.
- Interviews were also undertaken with households on the tolerated developments. The responses to the survey indicated that the households on these sites appear to be long-term residents of Breckland.

**Assumptions:**

- Since these sites are, by definition, unauthorised, these households are in need of authorised, legal accommodation, whether through the granting of planning permission on their own site or pitch provision elsewhere.
- Assume the majority of households from Brunel Way had left the area for accommodation elsewhere. It is recommended this is reviewed in order to ensure their need (if any) is accounted for.
- Assume survey findings are reflective of all households accommodated on unauthorised developments in the study area.

**Calculation:** All households on active and occupied unauthorised developments at the time of the survey are in need of accommodation in Breckland = **five households/pitches**

The presence of unauthorised developments suggests the level (quantity) of accommodation in the area, however judgements are not made as to the precise areas of land upon which need from these sites should be met.

**Row 8:** This is the estimation of the flow from sites to houses and vice versa.

**Net Movement between housing and sites**

**Findings:**

- The survey did find evidence of firm intended movement between housing and sites.
- A number of households in bricks and mortar housing were developing sites to move onto.
- None of the households surveyed living in bricks and mortar housing indicated a firm intention to move onto site-based accommodation in Breckland in the next one to two years.
- No households expressed a difficulty in coping with their housing which had instigated their intended move onto site-based accommodation.

**Assumption:**

- Where there is movement between housing and sites it is reasonable to assume, based on responses to the survey, that these factors will balance

one another.

**Net movement from housing to sites = 0 households/pitches**

**Row 9:** Plans to close existing sites, which have been calculated within the supply of site accommodation, will ultimately displace a number of Gypsies and Travellers resulting in an increase in housing need. There are no sites that are due to close in Breckland.

**Row 10:** This provides an estimation of the need arising from households on short-stay sites that require a residential pitch in the study area. This element is divided into those who are accommodated on unauthorised encampments who require residential accommodation and those who require permanent residential accommodation who are currently accommodated on the transit site in the area. Firstly the need arising from unauthorised encampments is presented.

#### ***Families involved in unauthorised encampments***

**Findings:** Caravan Count shows potentially low numbers of unauthorised encampments for the study area as a whole. However, information provided by Breckland Council indicates that during 2009 there were nine separate encampments, in 2010 there were 12 separate encampments and in 2011 there were six separate encampments. An average of nine encampments each year of the three year period.

#### **Assumptions:**

- The average encampment size during 2011 was 1.5 caravans. The survey showed an average of one caravans per household. This indicates that, on average, there is a single household on each encampment.
- It is reasonable to assume that some families who feature on unauthorised encampments are also repeat encampments (i.e. families make return visits to the local authority area throughout the year). We assume this to be the case in 25% of encampments.

**Calculation:** number of encampments (nine) multiplied by average encampment size (in households - one) = nine separate households minus 25% = seven separate households involved in unauthorised encampments.

#### ***Need for residential pitches from unauthorised encampments***

**Finding:** Of the five households interviewed on unauthorised encampments, four (80%) were actively looking for settled accommodation in the form of a residential pitch in the study area. It must be noted that this is based on a relatively small sample size and therefore may not be reflective of the entire population who tend to feature as unauthorised encampments.

#### **Assumptions:**

- 80% is likely to be high because of the small sample size this is drawn from, possible over-claiming, likelihood of interest in other areas outside of the study area, and from what seems reasonable from experience of GTAAAs elsewhere.
- Assume that need for residential pitches will be the equivalent to 50% of unauthorised encampments.
- This is treated as a single year element rather than a 'flow' of new families each year. Other households on unauthorised encampments should be incorporated into other GTAAAs.

**Calculation:** 50% of households involved in unauthorised encampments = 50% of seven = **four households**.

### ***Need for residential pitches from transit site occupants***

**Finding:** The transit site in Breckland has provision for eight pitches. Two households were interviewed on this site during the course of this study. Both households expressed a desire for permanent residential accommodation in the Study Area. Both households had no other base and would continue to stop on the roadside once they had to leave the transit site.

#### **Assumptions:**

- Because of the small sample and the small number of transit pitches in the area it is impossible to gross these findings to all occupants of the transit site.
- Assume that need for residential pitches from occupants equates to the two households interviewed.
- This is treated as a single year element rather than a 'flow' of new families each year.

**Calculation:** Need for residential accommodation from households on the transit site = **two households**.

The combined need for permanent residential accommodation from unauthorised encampments and transit site occupants = **six pitches**

**Row 11:** This is the level of movement of households between areas. The assessment found some evidence that movement will occur from Breckland to other areas notably, Ipswich, Fakenham and Norwich. However, we are unable to accurately assess the extent of in-migration into Breckland. Therefore, as a pragmatic way forward it is assumed that if movement does occur, in-migration will balance out-migration.

**Row 12:** This is the total gross residential need for pitches arising in Breckland between 2013/14 and 2017/18.

**Row 13:** This includes the supply of pitches from all authorised sites. It is believed that one site (Woods End) currently has planning permission for six pitches but was vacant at the time of the study. This site has held planning permission for over three years but has not yet been accommodated. No other supply factors have been taken into account as they are extremely difficult to predict. This issue was discussed extensively in the Examination in Public of the South East RSS which concluded that the use of supply factors such as vacancy rates should be removed from strategic estimates of accommodation need due to their unpredictability.

**Row 14:** This is the total net requirement for pitches arising in Breckland between 2013/14 and 2017/18.

### **Permanent Residential Accommodation Need over 2018/19–2022/23 and 2023/24–2027/28**

10.7 The current shortage of sites and pitches for Gypsies and Travellers means that it is difficult to predict trends in living arrangements until the current lack of pitch-based accommodation has been addressed at a national level. There is no means of knowing how Gypsies and Travellers will decide to live in the next decade.

10.8 However, it is necessary to plan for the long term and anticipate pitch need from Gypsy and Traveller households. Table 10.2 illustrates the potential need arising from future household formation based on the counted numbers of pupils in the Schools Census (PLASC). That count is adjusted to take account of non-attendance at school and of pupils not identifying themselves as being Gypsies or Travellers. The model also takes account of some young people not forming a family and of some young families not requiring a pitch, for whatever reason. Based on the January 2013 PLASC data, the results of the model are shown in Table 10.2. These figures are provided for illustrative purposes only in order to further evidence the need arising from future household growth in the area.

**Table 10.2: Modelled number of young people of family forming age and number of newly-forming families in Breckland requiring a pitch**

<b>Date</b>	<b>Number of young people reaching family forming age</b>	<b>Newly forming households who may require a pitch</b>
2016 to 2020	28	11
2021 to 2025	34	14
2026 to 2030	28	11

10.9 There are complex factors involved underpinning the determination of the proportion of households who will form in the future. These are made particularly complex when drawing upon a small sample. In order to tackle the complexity of issues that may well occur over the next decade, it is established practice in assessment of Gypsy and Traveller accommodation needs to apply an assumed rate of household growth. As applied in similar studies a standard 3% per annum

compound rate of household growth is used. This figure is then applied, to the projected number of pitches which should be available by 2017, minus an assumed ratio of 1:0.75 used to account for any potential pitch sharing.<sup>18</sup> All household growth is assumed to require a site-based solution.

10.10 The supply of pitches over the 2018/19–2027/28 period has been considered, but has been assumed to be zero. This is consistent with more recent GTAA's and implicitly compensates for not taking into account needs arising from drivers other than family growth. It is recommended that the rate of household growth be kept under review.

**Row 15:** The total requirement for pitches in Breckland over the period 2018/19-2022/23.

**Row 16:** The total requirement for pitches in Breckland over the period 2023/24-2027/28.

**Row 17:** The total overall requirement for pitches in Breckland over the period 2013/14-2027/28.

## Summary

10.11 Analysis of data has shown that accommodation need will arise from the following factors:

- Pitches where temporary planning permission is due to expire.
- Current tolerated and untolerated unauthorised developments.
- Households currently occupying unauthorised encampments and transit site pitches.
- Concealed households.

This analysis has shown that there is an accommodation need for **33 households** over the 2013/14-2027/28 period. These figures incorporate a household growth rate of 3% per year compound, as applied to all current households in the area and all future households that should be accommodated on pitches by 2018 to estimate need in the period 2018/19-2027/28.

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<sup>18</sup> A pitch sharing rate of 1:0.75 was recommended for use in the South East Examination in Public Panel Report.

# 11. Assessment of Accommodation Need for Travelling Showpeople

11.1 Based on the principles outlined in Chapter 10 this chapter looks specifically at the need arising for Travelling Showpeople accommodation.

11.2 Table 11.1 below contains the requirements for net additional pitches that need to be developed to meet the identified accommodation need. Accommodation need has been considered in this assessment by carefully exploring the following factors:

### ***Current Residential Supply***

- Socially rented plots.
- Private authorised plots.

### ***Residential Need 2013/14–2017/18***

- Temporary planning permissions, which will end over the assessment period.
- Concealment of households.
- Allowance for family growth over the assessment period.
- Need for authorised pitches from families on unauthorised developments.
- Whether the closure of any existing sites is planned.
- Movement between areas.

### ***Additional Supply, 2013/14–2017/18***

### **Current Residential Supply**

**Row 1:** The number of plots on socially rented yards provided by local authority information. This was reported to be nil.

**Row 2:** The number of plots on private authorised yards provided by local authority information. This was reported to be five.

**Row 3:** The total number of authorised plots within the study area.

### **Residential Plot Need 2013/14–2017/18**

**Row 4:** The number of pitches, which have temporary planning permission due to expire within the assessment period. This was reported to be nil.

**Row 5:** The number of concealed households occupying existing accommodation who require independent accommodation within the borough. This was reported to be nil.

**Row 6:** This is the number of plots required from new household formation. This was reported to be nil.

**Row 7:** This is the number of plots identified as unauthorised developments. This was reported to be nil.

Table 11.1: Summary of Travelling Showpeople accommodation and plot need (2013/14-2027/28)

Element of supply and need		Accommodation Need/Supply Total (households)
<b>Current residential supply</b>		
1	Socially rented plots	0
2	Private authorised plots	5
<b>3</b>	<b>Total authorised plots</b>	<b>5</b>
<b>Residential plot need 2013/14-2017/18</b>		
4	End of temporary planning permissions	0
5	Concealed households	0
6	New household formation	0
7	Unauthorised (established) developments	0
8	Closure of sites	0
9	Movement between areas	0
<b>10</b>	<b>Residential plot need (2013/14–2017/18)</b>	<b>0</b>
<b>11</b>	<b>Supply (2013/14-2017/18)</b>	<b>5</b>
<b>12</b>	<b>Residential plot need (2013/14-2017/18)</b>	<b>0</b>
<b>13</b>	<b>Residential plot need (2018/19–2023/24)</b>	<b>0</b>
<b>14</b>	<b>Residential plot need (2023/24–2027/28)</b>	<b>0</b>
<b>15</b>	<b>Total Residential plot need (2013/14–2027/28)</b>	<b>0</b>

**Row 8:** This is the number of plots at risk due to proposed site closure. This was reported as nil.

**Row 9:** This is the level of movement of households between areas. The survey found no evidence to suggest that there was a requirement for accommodation outside of the borough from households currently living in the area.

**Row 10:** This is the total gross residential need for plots arising in Breckland between 2013/14-2017/18.

**Row 11:** This is the level of plot supply over the 2013/14-2017/18 period. This is assumed to be nil.

**Row 12:** The total net requirement for plots in Breckland over the period 2013/14–2017/18.

## **Permanent Residential Accommodation Need over 2018/19–2022/23 and 2023/24-2027/28**

**Row 13:** The total requirement for plots in Breckland over the period 2017/18-2023/24. Based on a 2% per annum compound and applied to all plots thought to be in place at this time.<sup>19</sup>

**Row 14:** The total requirement for plots in Breckland over the period 2023/24-2027/28. Based on a 2% per annum compound and applied to all plots thought to be in place at this time.

**Row 15:** The total overall requirement for plots in Breckland over the period 2013/14-2027/28.

### **In Summary**

11.3 Analysis has shown there to be no current need for additional plot provision for Travelling Showpeople over the assessment period. However, it should be noted that Travelling Showpeople remain distinct from Gypsies and Travellers and further work may need to be produced, across local authority boundaries, to accurately understand their accommodation needs. There may be a need for accommodation in the district from families working in the area but who live in adjacent or other authorities. A cross-boundary approach, in partnership with the Showmen's Guild would, most effectively, identify such longer-term shortage.

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<sup>19</sup> A 2% per annum compound is generally thought to be more reflective of the slower rate of household formation amongst Travelling Showpeople households when compared to the 3% used for Gypsy and Traveller families.

## **12. An Assessment of Need for Transit Accommodation**

### **Introduction**

12.1 Although to a certain extent nomadism and travelling are currently restricted by a lack of sites nationally, this remains an important feature of Gypsy and Traveller identity and way of life, even if only to visit fairs or visit family. Some Gypsies and Travellers are still highly mobile without a permanent base, and others travel for significant parts of the year from a winter base. More Gypsies and Travellers might travel if it were possible to find places to stop without the threat of constant eviction. Nationally the worst living conditions are commonly experienced by Gypsies and Travellers living on unauthorised encampments who do not have easy access to water or toilet facilities and have difficulties in accessing education and health services. National policy is clear that there should be provision in order for Gypsies and Travellers who choose to travel, to do so without resorting to stopping illegally or inappropriately.

### **Need for Transit Sites and Stopping Places**

12.2 Within Breckland it is assumed that the accommodation need for the majority of single encampments travelling to Breckland would be best met by the provision of permanent residential accommodation. However, it is clear that this will not meet the need of all households and that some will require short-stay options.

12.3 The area already benefits from a short-stay transit site provided by the local authority. However, information provided by Breckland Council suggests that the study area does experience a number of encampments each year, and at the time of the survey there were a number of encampments in the study area. The presence of unauthorised encampments does indicate an unmet need for transit provision.

12.4 The additional need, above what is already catered for by the existing transit site, is believed to be at low levels (one-three households over the year).

12.5 The short-stay need arising may be able to be met by the existing transit site, by the designation as pieces of land as authorised stopping places, or by building capacity for transit sites into new residential site developments.

### **Views from Stakeholders**

12.6 There are well known difficulties with managing transit sites, such as site maintenance and management. For example, interviewees pointed out that sometimes there are tensions between families, particularly families from different ethnic groups. The consequence of this is that occasionally a travelling family will elect not to stay on the site because another family is already there.

12.7 The presence of unauthorised encampments could indicate an unmet need for

transit provision. Breckland Council staff suggested that the local authorities within Norfolk, including Breckland, are considering a second transit site, but that the discussion is in the early stages.

## Meeting Transit Need

- 12.8 This assessment would support the approach of creating additional transit provision in the district and across the wider region to accommodate short term accommodation requirements.
- 12.9 Although transit need could be met by the creation of 'hard' purpose-made pitches/sites, it is also suggested that consideration is given to the need for the development of such 'hard' pitches along with the possibility of 'soft' transit pitches (i.e. designated stopping places). 'Softer' options would provide Gypsies and Travellers with somewhere authorised and more secure to stop whilst creating a minimal environmental impact. These 'softer' stopping places are often favoured by Gypsy and Traveller households.
- 12.10 As a pragmatic way forward this study recommends the development of **an additional three-five pitches for short-stay use**. However, it is recommended that such provision should be made in the form of managed designated stopping-places in the first instance. The provision of these authorised flexible alternatives to transit provision would allow for monitoring to take place. This will help the authority to better understand how the increase in the provision of residential pitches, within and outside Breckland, may affect short-stay visitors in the area. Once a period of monitoring has taken place the authority would be better placed to determine whether or not to provide more permanent solutions to short-stay options.
- 12.11 Should the authority decide to provide for transit need, there are a number of issues to consider:
- The geographic nature of the area - the provision of one transit site may not provide for need across the different areas within Breckland.
  - Enlarging the existing transit site in each area might force the mixing of differing groups (family and ethnic) and could lead to potential tensions and under-use of authorised provision.
  - The needs of the travelling groups can vary according to their motivation for travelling (i.e. work, family and holiday). A uniform solution may not meet the differing requirements.
  - Potentially working with neighbouring authorities to ensure that any network of tolerated stopping places connects with the routes through to neighbouring authority areas. The Norfolk and Suffolk Gypsy and Traveller Liaison Group already work together.
- 12.12 The Gypsy and Traveller Strategy for Norfolk and Suffolk (2012) states:

'There are no Transit sites in Suffolk at present. Norfolk currently has four transit sites. One of the Strategy's aims is to identify and develop a network of transit sites across Norfolk and Suffolk over the next two to five years to

improve provision for Gypsies and Travellers and thereby reduce the number of unauthorised encampments.'

12.13 It is also recognised that the land in which the current short-stay site is situated is currently leased. It is understood that this lease will expire in around nine years. Although the increase in monitoring over this period should help understand trends in short-stay visitation to the area by Gypsies and Travellers, it is likely that the current provision should be maintained.

12.14 The estimated transit need for the area is illustrated in Table 12.1.

Table 12.1 Estimated need for transit accommodation 2013/14-2027/28

<b>Period</b>	<b>Pitches</b>
2013/14 – 2017/18	3-5 pitches
2018/19 – 2022/23	0 pitches
2023/24 – 2027/28	8 pitches
<b>Total</b>	<b>11-13 pitches</b>

## **Monitoring Unauthorised Encampments**

12.15 Norfolk, and more recently Suffolk, work to the Protocol for the Consideration of Unauthorised Encampments, which is considered good practice. However, there would be merit in reviewing the data collected and exploring the potential (resources and duty permitting) to record:

- The nature of the unauthorised encampment.
- The size of the encampment.
- How long the encampment is present.
- Whether the occupants of the encampment had passed through the Breckland previously in the same year.

## 13. Cross-Boundary issues

- 13.1 The needs of Gypsy and Traveller communities cannot be viewed in isolation, as need could arise from Gypsy and Travellers in other authorities seeking to move into Breckland. It is important to understand this issue, particularly in the current context of the duty to co-operate.
- 13.2 All local authorities bordering Breckland were approached for their views about cross border issues and the duty to co-operate. Norfolk County Council Gypsy and Traveller Service, the Police and other interviewees were also asked for their views. No areas of contention were identified. The main issues raised were about the need for transit sites, dealing with unauthorised encampments and access to schools for families who are travelling in or through the area. Interviewees said that the Norfolk and Suffolk Gypsy and Traveller Steering Group was an important forum to deal with issues strategically, by agreement, and that the Group works well. For example, the Gypsy and Traveller Strategy for Norfolk and Suffolk (2012) Action Plan includes developing a sustainable network of transit sites and there is an agreed joint protocol for dealing with unauthorised encampments. In addition to the formal structures, two interviewees noted that informal day to day communication between Breckland and other local authorities and statutory agencies in the area was good and helped deal with potential issues, including the placement of new sites near to local authority boundaries.
- 13.3 In order to understand the issues and pressure facing Breckland we reviewed the current GTAAs for those authorities with a boundary in common with Breckland, along with Norwich City and Great Yarmouth, both of which are on travelling routes that traverse Breckland and both of which have Gypsy and Traveller communities. This review made it possible to understand their overall need for additional pitches and if assessments in neighbouring authorities identified any additional need from people in these areas wanting to move into the Study Area.
- 13.4 The findings from this analysis are set out in Table 13.1 below. All the authorities in the table are signatories to the Norfolk and Suffolk Gypsy and Traveller Strategy and Protocol for the Consideration of Unauthorised Encampments. Based on the information currently available there does not appear to be an identifiable additional need from Gypsies and Travellers currently living in surrounding authorities to move into Breckland. This situation may change when surrounding authorities update their own evidence bases. Consequently, the information in this section of the GTAA should be reviewed when updates in neighbouring authorities or Norwich are published.

Table 13.1: Main findings relevant to Breckland of surrounding authority GTAs

Local Authority	Source and year published	Overall need	Specific needs in Breckland highlighted?
<b>Norfolk Authorities</b>			
Broadland District	Greater Norwich Gypsy and Traveller Accommodation Assessment, August 2012 <sup>20</sup>	Additional pitches 2011 to 2016: <ul style="list-style-type: none"> <li>• 3 Permanent pitches.</li> <li>• At least 6 transit pitches in Greater Norwich, most probably in South Norfolk.</li> <li>• 0 plots for Showpeople.</li> </ul>	No reference to Breckland in the study
Great Yarmouth Borough	Great Yarmouth and Waveney Housing Market Assessment, Project 4: Accommodation Needs of Gypsies and Travellers, 2007 <sup>21</sup>	Core Strategy Policy CS5 <sup>22</sup> (November 2012) states: ‘the Council will: <ul style="list-style-type: none"> <li>• Seek to identify 25 additional permanent pitches for use by gypsies and travellers [sic] within the borough’.</li> </ul>	No reference to Breckland in the Housing Market Assessment or the Core Strategy
King’s Lynn and West Norfolk Borough	Cambridge Area Study 2011 <sup>23</sup> . District update planned 2013	Additional pitches 2011 to 2016: <ul style="list-style-type: none"> <li>• 8 Permanent pitches.</li> <li>• No specific figure for transit pitches.</li> <li>• 3 plots for Showpeople.</li> </ul> Additional pitches 2016 to 2021 <ul style="list-style-type: none"> <li>• 5 Permanent pitches.</li> </ul>	No reference to Breckland in the study.
North Norfolk District	East of England Regional Assembly study in February 2007 to support the East of England Single Issue review of accommodation needs of Gypsies and Travellers	Core Strategy section 2.5 (Housing) states that the: <ul style="list-style-type: none"> <li>• East of England study found no need for permanent caravan pitches in North Norfolk in the period to 2011.</li> <li>• Current evidence indicates that two ‘Short Stay Stopping Places’ should be identified – one in the Fakenham area and one in the Cromer/ Sheringham area.</li> </ul>	No reference to Breckland in the Core Strategy
Norwich City	Greater Norwich Gypsy and Traveller Accommodation Assessment, August 2012	Additional pitches 2011 to 2016: <ul style="list-style-type: none"> <li>• 8 permanent pitches.</li> <li>• At least 6 transit pitches in Greater Norwich, most probably in South Norfolk.</li> <li>• 0 plots for Showpeople.</li> </ul>	No specific reference to Breckland in the study.
South Norfolk District	Greater Norwich Gypsy and Traveller Accommodation Assessment, August 2012	Additional pitches 2011 to 2016: <ul style="list-style-type: none"> <li>• 37 permanent pitches.</li> <li>• At least 6 transit pitches in Greater Norwich, most probably in South Norfolk.</li> </ul>	No specific reference to Breckland in the study.

<sup>20</sup> [http://www.south-norfolk.gov.uk/housing/media/Greater\\_Norwich\\_Gypsy\\_and\\_Traveller\\_Accommodation\\_Report.pdf](http://www.south-norfolk.gov.uk/housing/media/Greater_Norwich_Gypsy_and_Traveller_Accommodation_Report.pdf)

<sup>21</sup> [http://www.waveney.gov.uk/site/scripts/download\\_info.php?fileID=726](http://www.waveney.gov.uk/site/scripts/download_info.php?fileID=726)

<sup>22</sup> <http://www.great-yarmouth.gov.uk/view/GYBC122480>

<sup>23</sup> [http://www.cambridgeshireinsight.org.uk/webfm\\_send/341](http://www.cambridgeshireinsight.org.uk/webfm_send/341)

		<ul style="list-style-type: none"> <li>0 plots for Showpeople.</li> </ul>	
<b>Suffolk Authorities</b>			
Forest Heath District	Cambridge Area Study, 2011. Update: West Suffolk study, April 2012 <sup>24</sup>	<p>Additional pitches 2011 to 2016:</p> <ul style="list-style-type: none"> <li>9 Permanent pitches.</li> <li>No specific figure for transit pitches.</li> <li>2 plots for Showpeople.</li> </ul> <p>Additional pitches 2016 to 2021</p> <ul style="list-style-type: none"> <li>6 Permanent pitches.</li> </ul>	No reference to Breckland in the study.
Mid Suffolk District	Suffolk Cross-Boundary Gypsy and Traveller Accommodation Assessment, 2007 <sup>25</sup>  Adopted Core Strategy, 2008 <sup>26</sup>	<p>Additional pitches 2006 to 2011:</p> <ul style="list-style-type: none"> <li>41-43 permanent pitches.</li> </ul> <p>Additional pitches 2011 to 2016:</p> <ul style="list-style-type: none"> <li>14-15 permanent pitches.</li> </ul> <p>An assumed need for 10 transit pitches to 2011.</p> <p>An updated GTAA has been carried out and is due for publication once it has been agreed by all partners. It is not possible to give any pitch numbers before publication.</p>	No reference to Breckland in the study, but the study notes that 'Mid Suffolk expressed some concerns about the increase in encampments that could potentially occur as a result of evictions from neighbouring authorities, particularly those in South Norfolk.
St Edmundsbury Borough	Cambridge Area Study, 2011. Update: West Suffolk study, April 2012.	<p>Additional pitches 2011 to 2016:</p> <ul style="list-style-type: none"> <li>2 Permanent pitches.</li> <li>No specific figure for transit pitches.</li> <li>1 plot for Showpeople.</li> </ul> <p>Additional pitches 2016 to 2021</p> <ul style="list-style-type: none"> <li>2 Permanent pitches.</li> </ul>	No reference to Breckland in the study.

13.5 It is not the role of this report to benchmark the quality or robustness of these other GTAAs. However, it is important to understand the reasons why Table 13.1 shows a large variation in the number of pitches identified by GTAAs. For example, the Broadland GTAA (2012) identified a need for three permanent pitches over five years, whereas the Great Yarmouth Core Strategy (2012) looks to provide 25 additional permanent pitches and South Norfolk GTAA (2012) identified a need for 37 permanent pitches over five years. The findings from other GTAAs vary between these extremes. There may be several reasons for the large difference in figures.

<sup>24</sup> <http://www.stedmundsbury.gov.uk/housing/upload/WestSuffolkGTANAupdate2012V1TB30Mar2012.pdf>

<sup>25</sup> <http://www.midsuffolk.gov.uk/assets/UploadsMSDC/Economy/Strategic-Housing/Housing-and-Homelessness/Gypsies-and-Travellers/GT-AA-2007.pdf>

<sup>26</sup> <http://www.midsuffolk.gov.uk/planning-and-building/planning-policy/local-development-framework/core-strategy-dpd/adopted-core-strategy-2008/>

- Firstly, the figures reflect where Gypsies and Travellers prefer to live and where accommodation has traditionally been provided. There are local and family connections to consider, along with practicalities such as employment. For example, being based near major transport routes such as the A11 and A47 allow more opportunities for employment than being based in less accessible places.
- There is also the question of which pitch need is being considered. This GTAA reports the full *gross need* for pitches, without commenting on how that need should be dealt with. Within those figures, there is also the *need for additional new pitches*, which does imply that new sites will be required, or extensions to existing sites. In Breckland there are currently 12 pitches with temporary permissions coming to an end and a further 5 pitches on unauthorised developments. These 18 insecure pitches are already present in Breckland and therefore, they constitute part of the gross need, but they do not necessarily imply the need for additional, new, pitches. If the sites are suitable, or if alternative sites can be identified, this need can be dealt with without adding to the number of pitches, as in the example of King's Lynn and West Norfolk Borough Council.
- Past and present local policy can make big differences to the need for additional pitches. King's Lynn and West Norfolk Borough Council went through a process of regularising all pitches, working with Gypsies and Travellers with temporary permissions or on unauthorised developments to apply for permanent planning permission on their existing or other identified sites, or to employ enforcement action where required. Following this, the main requirement for new pitches in King's Lynn and West Norfolk is from newly forming families. This was achieved with the minimum of new pitch provision.

## 14. Understanding the nature of accommodation need

### Introduction

- 14.1 The analysis presented in this report indicates that there is a need for 22 additional residential pitches and between 12-15 transit pitches in Breckland between 2013-2028. This chapter details a number of considerations about the nature of provision required and explores what evidence there is around where the need should be met.

### Site Size

- 14.2 Best practice<sup>27</sup> on Gypsy and Traveller site design provides some information on best practice for site size, in terms of the number of pitches. Paragraph 4.7 states that:

*There is no one ideal size of site or number of pitches although experience of site managers and residents alike suggest that a maximum of 15 pitches is conducive to providing a comfortable environment which is easy to manage. However, smaller sites of three-four pitches can also be successful, particularly where designed for one extended family. These can be advantageous in making good use of small plots of land, whilst retaining the qualities described in this guidance and expected by families on modern sites.*

Furthermore, paragraph 4.8 goes on to highlight that:

*Sites should ideally consist of up to 15 pitches in capacity unless there is clear evidence to suggest that a larger site is preferred by the local Gypsy or Traveller community. Nevertheless, where a larger site is unavoidable, or where one exists already, in a few cases smaller 'closes' have been created within the site for extended families, thereby retaining the sense of community and creating defensible space.*

### Tenure and Affordability

- 14.3 It is worth noting that a diversity of socio-economic situations is present amongst the Gypsy and Traveller communities, from the moderately wealthy to very poor families. Although obtaining empirical evidence on the economic circumstances of Gypsies and Travellers is very difficult it is well established that Gypsies and Travellers are amongst the most culturally, socially, physically and financially excluded in society. A number of families will always be able to afford to purchase or rent pitches at market rates. However, in line with the rest of society, other sections of the communities will be excluded from accommodation provided at market rates and will require additional support to access safe and secure accommodation in line with their cultural needs. The absence of a range of tenure to address this diversity of socio-

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<sup>27</sup>DCLG (2008) Designing Gypsy and Traveller Sites Good Practice Guide.

economic circumstances may lead to a perpetuation and possible increase in hidden homelessness.

- 14.4 However, the findings relating to accommodation affordability from the survey were largely uninformative. Many respondents saw the issue of affordability as not relevant to them. A minority reported that they could afford land to develop into a site or the purchase of a private site. However, the majority of respondents reported that they could not afford to purchase a pitch on a private site. A large number of these respondents though, were in bricks and mortar accommodation and had no desire to move onto site-based accommodation. Very few households disclosed their income or housing costs. There is a slight implication that there is a need for socially rented accommodation but the findings within this study are far from conclusive.

## **Locations of Demand**

### ***The Current Population***

- 14.5 A total of 80% of respondents surveyed either have no immediate plans to move accommodation, or have firm plans to stay in their current accommodation indefinitely. This illustrates that the majority of respondents in the area are not seeking to move.
- 14.6 Of the remaining respondents; 14% gave the response of 'other' when asked about their intention to move and this was predominantly due to the household looking for land to purchase and the acknowledgement that they would likely be moved on from the transit site and unauthorised encampments. The remaining 6%, or four respondents who are seeking to move, there appear to be a number of trends to highlight:
- Two respondents live on the socially rented site and two in socially rented bricks and mortar properties.
  - Two respondents plan to move out of the Breckland area; one to North Norfolk and one to Norwich.
  - One respondent plans to move to another bricks and mortar house in Swaffham in the next 12 months.
  - One respondent, who currently lives on the socially rented site, plans to stay on site based accommodation in Breckland. The respondent is actively looking for land to purchase and plans to move in the 1-2 years.

### ***Needs of Other Household Members***

- 14.7 As part of this survey it was also important to understand if there would be additional need for pitches within existing households. No respondents within the survey identified an immediate need for separate pitches for another member of their household. Three respondents identified that a member of their household was likely to have a need for their own separate accommodation in the next five years.

Two of these households require these pitches to be on their current site, for which they report having the space but would need planning permission. One respondent currently lives on an unauthorised development and reports needing separate accommodation for a household member. All three of these household members plan to stay in Breckland.

## **Identifying the implications on ‘broad areas of search’ for future provision**

14.8 The results from the survey appear to indicate that there is relatively limited evidence upon which to identify the broad areas of search for future provision. This is, in part, because when questioned as part of the Gypsy and Traveller Survey the majority of respondents stated that they were not seeking to move accommodation. Additionally, respondents tended to report that they wanted household members, when they were looking for independent accommodation, to be accommodated on their current site through the provision of additional trailers.

14.9 Very few conclusions can be drawn about potential future provision based on the location of existing provision. Existing sites are mostly confined to a small number of areas which could suggest that there is a demand for sites in areas where provision has already been made. However, this could merely indicate where there is land available or where permission for sites is seen as being achievable by applicants. Moreover, this could also indicate that these are the areas in which new households may be more comfortable living due to familiarity.

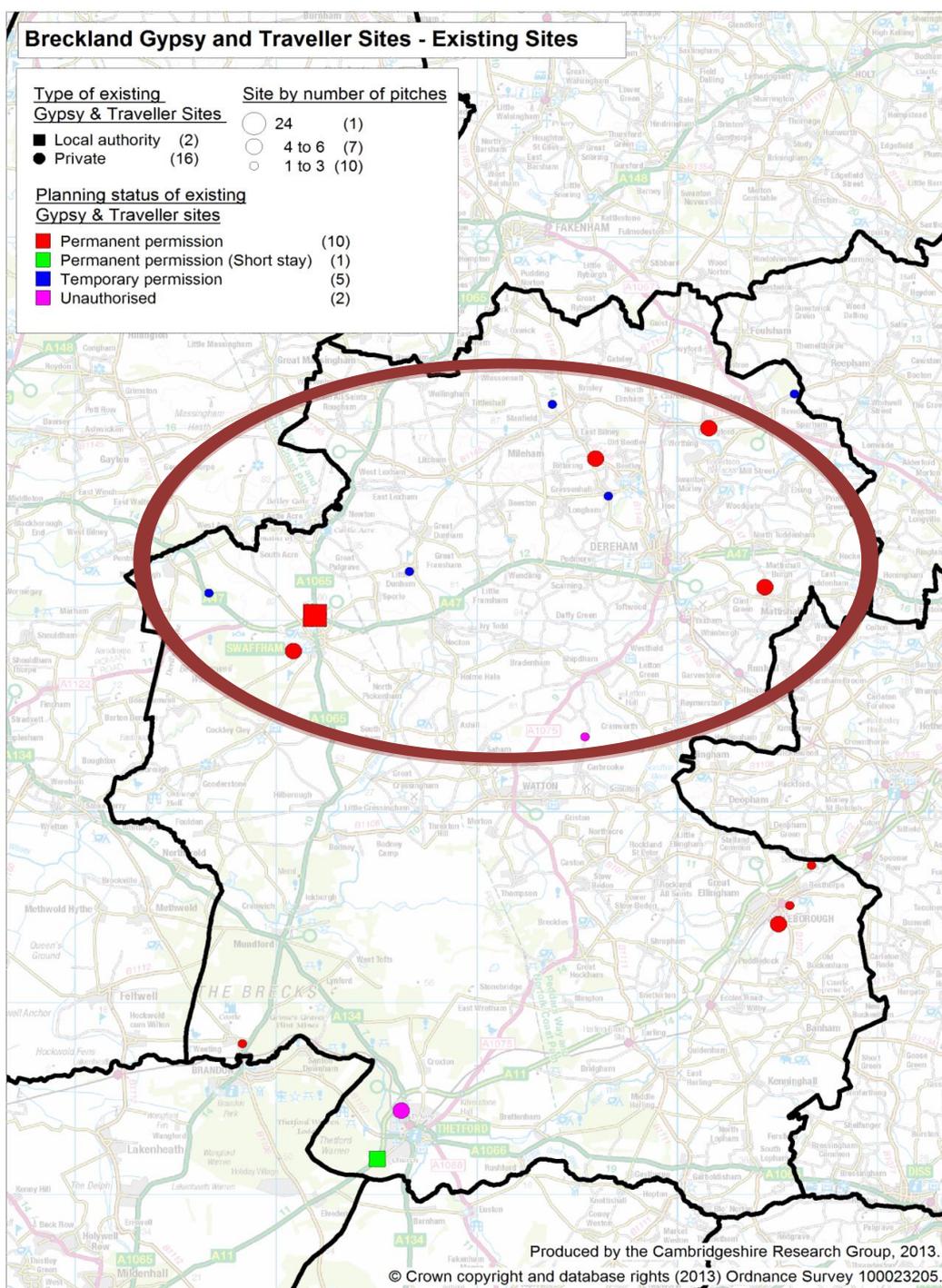
14.10 However, based on the evidence presented within this and previous sections of the report, it would appear that there is a potential preference amongst respondents, across all tenure and accommodation types, for new pitches to be developed within Swaffham, Watton and, in general, in the North of the Borough. Such development appears to relate to the historic travelling route of the A47 in the area. This study found no direct evidence of interest from respondents to live on the A11 corridor rather than the A47 corridor. However, this is not the same as suggesting sites would not be considered there. See image 14.1 for a map of Breckland, detailing locations and patterns of different site types to support suggested areas and corridors for the development of pitches. There are also a number of authorised sites in North Breckland, providing a solid support system for the Gypsy and Traveller community. The specifics of this evidence from the information gathered including the survey include:

- One concealed household located on the socially rented site in Swaffham.
- Respondents at the socially rented site located in Swaffham report having family and friends visit throughout the year.
- Breckland Council report a number of unauthorised encampments around the socially rented site throughout the year, predominantly occupied by households visiting family and friends at the Swaffham site.
- Five sites with temporary planning permission due to expire, all located in North Breckland.

14.11 Many unauthorised developments in Breckland tend to be located in the central and

southern areas of Breckland, differentiating them from sites with temporary permission in terms of the patterns of locations across the Borough. It should be considered that a proportion of those on unauthorised encampments located close to the permanent short-stay stopping site may be more transit households with no need for permanent pitches in Breckland. However, the number and size of unauthorised encampments in South Breckland indicates some level of need for permanent pitches. However, evidence is limited in terms of where respondents would prefer to live in Breckland, and we cannot assume a link between location of unauthorised encampments and need for permanent pitches.

Image 14.1. Map of Breckland Gypsy and Traveller Sites



14.12 We have identified three broad options by which the additional pitches could be provided within the authority. These options are not considered to be mutually exclusive and in reality we believe that the provision of the required number of pitches in the district is likely to involve a combination of these measures. The three options that have been assessed are:

- Developing an approach based on sites that are known to be viable and deliverable for Gypsies and Travellers.
- Utilising an approach which identifies sites that is on good proximity to services and facilities.
- Focusing on identifying sites in proximity to existing Gypsy and Traveller populations.

Table 14.1 Assessment of options for identifying broad areas of search to meet future need

Option	Rationale	Advantages	Disadvantages
1- Land availability	This approach would be based on seeking to provide sites that are put forward by developers or which are in Breckland Council ownership. This would ensure that the approach put forward is both viable and deliverable in terms of site allocations.	<ul style="list-style-type: none"> <li>• Having a willing land owner in place is likely to increase the chance of the site being brought forward within the required timescale to meet Gypsy and Traveller needs.</li> <li>• Potential sites would need to be judged against criteria to ensure that they have access to an appropriate range of services and amenities.</li> </ul>	<ul style="list-style-type: none"> <li>• This could raise challenges of sites not being in the right locations to meet the needs and demands of existing Gypsy and Traveller communities.</li> </ul>
2 – Proximity to existing services	This approach is based on allocating pitches between the settlements in the district in accordance with those settlements that have a higher proportion of services. By adopting such an approach it would appear likely that sites put forward would be more likely to benefit from access to services and amenities.	<ul style="list-style-type: none"> <li>• Could be considered to align with broader policy emphasis.</li> <li>• Would focus the population into those larger settlements where there is a greater concentration of services and amenities. This would enable these communities to access these resources.</li> <li>• As part of this sequential approach the existing distribution of pitches would be considered to develop a sustainable approach.</li> </ul>	<ul style="list-style-type: none"> <li>• There may be questions raised if it is appropriate to use the same policy approach for the Gypsy and Traveller community as with the settled community.</li> <li>• This may not focus the additional pitches where Gypsy and Traveller communities want them to be.</li> </ul>
3 - Focusing on areas where there is existing demand	This approach is predicated on the fact that the main driver of demand for additional pitches in the district is private sites with temporary planning permission and unauthorised developments. Therefore within this approach additional pitches should be sought in proximity to existing Gypsy and Traveller communities in the district.	<ul style="list-style-type: none"> <li>• This approach would mean that additional pitches would be provided where these communities are already established.</li> <li>• Being in such proximity could be beneficial for families and extended families by causing less disruption.</li> </ul>	<ul style="list-style-type: none"> <li>• Potential insufficient capacity to provide additional pitches on the existing socially rented site to meet overall needs.</li> <li>• This may not be well received by the non Gypsy and Traveller communities in these areas.</li> </ul>

14.13 A detailed Site Selection Briefing Note is provided in Appendix 6 in order to support Breckland Council in their selection of suitable sites.

### **Implications of the Different Options**

14.14 Reviewing these three options reveals that in seeking to identify sites to meet needs in the district it will in all probability be necessary to adopt an approach that combines all of these options. It will be important to develop a flexible approach that can provide the required number of pitches in appropriate locations. Such an approach will need to be consistent with national policy and thus be deliverable and achievable, whilst meeting the needs of Gypsy and Traveller communities by being located in the right place, with access to services and amenities.

## 15. Concluding Comments

- 15.1 This final chapter contains some concluding comments which aim to help Breckland Council in understanding how the need arising within the District may best be met.
- 15.2 The Gypsy and Traveller population appears relatively stable with a small number of unauthorised encampments per year. It is likely that a combination of the official short-stay site and the private sites in the area are catering for visitors to the area. This means that the accommodation need is arising, in the main, from Gypsy and Traveller residents of the District as opposed to those from outside the area.
- 15.3 In order to reduce need over the next period there should be a preference of granting permanent permission in order to reduce uncertainty and costs associated with precarious planning situations.
- 15.4 It is possible that a significant proportion of the accommodation need within the District can be met in the first five years by regularising the existing sites without permanent planning permissions, where these sites are considered to be acceptable. Table 15.1 outlines the scenarios which could be considered without undertaking significant new searches for land.

Table 15.1: Potential scenarios for meeting need by the identified need

		<b>Remaining need 2013/14-2017/18</b>
	<b>Total pitch need 2013/14-2017/18 (gross)</b>	<b>22</b>
Scenario 1	If permanent planning permission is granted to the 10 pitches with temporary permission	12
Scenario 2	If permanent planning permission is granted to the 10 pitches with temporary permission and the five pitches on unauthorised developments	7
Scenario 3	If permanent planning permission is granted to the 10 pitches with temporary permission and the five pitches on unauthorised developments. With the vacant site at Woods End being developed into a fully occupied site.	1

- 15.5 As Table 15.1 shows the vast majority of need for the initial period could be met without any significant investment in site provision by the regularising of existing pitches. However, this will require the assessment of existing temporary and unauthorised sites to determine whether they are appropriate locations for permanent Gypsy and Traveller accommodation. It should be noted that the Council should take steps to address the provision of affordable accommodation for those who require it.
- 15.6 There appears to be a nil need from Travelling Showpeople from households living within the District. However, it should be noted that Travelling Showpeople remain distinct from Gypsies and Travellers and further work may need to be produced, across local authority boundaries, to accurately understand their accommodation needs.

- 15.7 Although the pitch requirements over the 2013/14-2017/18 period should be seen as accurate as a result of utilising the best information available at the time of the study, pitch requirements for the 2017/18-2027/28 period should be seen as indicative due to the reliance on household growth figures. It is recommended that this assessment of accommodation need is repeated in due course (circa five years) to ensure this assessment remains as accurate as possible.
- 15.8 There is an emerging need for transit provision in the area. It is suggested that the authority creates a small number of flexible managed designated stopping-places which can be used to accommodate households safely in the area. The use of these should then be monitored in order to determine whether there is a need for formalisation of this arrangement. In addition, the authority may need to find additional transit provision over the 2023/24-2027/28 period should the lease expire on the existing transit site in the area.
- 15.9 The long term accommodation needs arising from Gypsy and Traveller households in bricks and mortar accommodation continue to be largely unknown. Although this assessment has been successful in including the needs of this group, it is not known how representative these findings are across the entire population who live in houses. More work needs to take place around estimating the size of the housed population and monitoring their accommodation needs.
- 15.10 Finally, it is imperative that progress is made to address the needs identified in this assessment. If no or little progress is made in meeting the accommodation needs of Gypsies and Travellers in the District it is likely that this would involve:
- No additional public site/pitch provision. Pitches on existing public and private sites would only come available through current natural turnover and these would then be let according to current allocation policies and practices.
  - Receiving applications for the development of private Gypsy or Traveller sites. The national trend indicates that these will often be unsuccessful (around 60% of the time). It is likely that these will stimulate long processes of refusals, enforcement, appeals and inquiries.
  - A continuation, and possible increase, in the number of unauthorised developments occurring across the District.

## Appendix 1: The Assessment Methodology

Draft practice guidance for local authorities undertaking Gypsy and Traveller Accommodation Assessments was released by the ODPM (now DCLG) in February 2006 with final guidance made available in October 2007. Specialised guidance and assessments were felt to be required as many local authority housing needs assessments were previously failing to assess or identify the needs of Gypsies and Travellers. The Guidance explains why assessments are needed, how authorities might go about conducting an assessment and issues to consider. The Guidance is non-prescriptive in terms of methods but suggests that Gypsy and Traveller Accommodation Assessments integrate a wide variety of evidence such as existing secondary information, views of selected stakeholders and the views of Gypsies, Travellers and Travelling Showpeople.

It is noted that the document 'Planning for traveller sites' (CLG, 2012) has removed the need for dedicated Gypsy and Traveller Accommodation Needs Assessments (GTAAs) from any new guidance. It states:

*While the Government is keen that planning policy highlights the importance of ensuring that targets are based on robust evidence, it does not consider it necessary to prescribe to local planning authorities the type and volume of evidence required, especially as their conclusions will be tested through the process of consultation and Examination in Public of local plans. This also accords with the Government's "streamlining" objectives by removing policy that is already adequately covered by legislation. The proposed policy states that local planning authorities set their own evidence-based targets for the provision of pitches/plots. The policy does not dictate what targets local planning authorities should adopt. This is a matter for local planning authorities to decide themselves depending on the circumstances in their particular area.*

However, in the absence of alternative methodologies for assessing the accommodation needs of Gypsies and Travellers we have adopted a modified survey of the sort used in the first round of GTAAs.

This assessment was undertaken in three distinct stages. Each of these stages is described in more detail below.

- Stage One: Collation and Review of Existing Secondary Information
- Stage Two: Consultation with Key Stakeholders
- Stage three: Survey with Gypsies, Travellers and Travelling Showpeople

### **Stage One: Collation and Review of Existing Secondary Information**

This first stage comprised a review of the available literature and secondary sources available in relation to Gypsy and Traveller communities. This provided an historical, social and political overview to the situation of Gypsies and Travellers in the study areas. More specifically this included the collection, review and synthesis of:

- The bi-annual Count of Gypsy and Traveller Caravans.
- Records and data maintained and provided by the local authorities.
- The previous GTAA.

### **Stage Two: Consultation with Key Stakeholders**

The analysis and review of existing information was supported by engagement and consultation with a small number of key stakeholders. This consultation took the form of telephone interviews, which were tailored to the role of the individual. The aim of these interviews was to provide clarification on issues arising from existing data and provide an understanding of the context of current provision. Consultation was carried out with officers representing the following departments/roles/agencies:

- Breckland Council: Key Planning Officers; the officer responsible for the Caravan Count; Key Housing Officer.
- Norfolk County Council Traveller Education Service: Access and Attendance Officers.
- Norfolk County Council Traveller Service: Norfolk and Suffolk Gypsy & Traveller Officer.
- Norfolk Police: Gypsy and Traveller Liaison Officer.
- Known local Gypsy & Traveller Community/Support Groups: One Voice 4 Travellers; Ormiston Children & Families Trust<sup>28</sup>.
- Key Gypsy & Traveller individuals: Cliff Codona. Two other prominent local Gypsies were approached, but it was not possible to interview either. Contact was made with one of the two and an interview time agreed. Three attempts were made to speak during the agreed interview window, but the calls were not answered.
- Adjoining districts: Housing and planning officers in Broadland District Council; Forest Heath District Council; King's Lynn and West Norfolk Borough Council; Mid Suffolk District Council; North Norfolk District Council; South Norfolk District Council.

### **Stage Three: Survey with Gypsies, Travellers and Travelling Showpeople**

One of the most important aspects of the assessment was consulting with local Gypsies, Travellers and Travelling Showpeople; the fieldwork took place over a four week period starting on 3<sup>rd</sup> June 2013. These consultations took the form of face-to-face interviews in order to gather information about their characteristics, experiences, accommodation and related needs and aspirations. The survey with Gypsies, Travellers and Travelling Showpeople is discussed below under three sections: sampling strategy and response rates; questionnaire design; and fieldwork and interviewers.

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<sup>28</sup>The Ormiston Children and Families Trust Gypsy and Traveller project was active for a number of years before closing in 2012 because of lack of funding

### ***Sampling and Response Rates***

Sampling Gypsy and Traveller households for Gypsy and Traveller Accommodation Assessments is always problematic given the absence of accurate information concerning the size and location of the Travelling communities. As such the sampling technique for the assessment was purposive rather than purely random. The sampling strategy for the assessment differed depending upon the particular accommodation type currently inhabited by Gypsies, Travellers and Travelling Showpeople in the study area.<sup>29</sup>

- Information provided by Breckland Council stated that there were two local authority run sites across the study area (one residential and one transit). The Community Interviewers were asked to interview every separate household currently on the sites.
- Breckland Council also stated that there were a number of private sites in the area. One of the permanent sites (Woods End) was believed to be vacant at the time of the assessment. In addition, it was reported that there were three sites classified as unauthorised developments in the area. Attempts were made to engage with residents on all unauthorised sites but we were unable to access residents on one of the unauthorised developments. The Community Interviewers were asked to interview every separate household currently on the sites.
- For households on unauthorised encampments, officers from Breckland Council were asked to inform the fieldwork team when and where encampments occurred during the fieldwork period. The Community Interviewers and University research team visited these encampments wherever possible and interviewed encampments ad hoc when other fieldwork sites were being visited.
- As the population of Gypsies and Travellers in bricks and mortar housing is relatively hidden from official records, there was no sample frame from which to identify people. Therefore, in order to engage with housed Gypsies and Travellers, the fieldwork team relied on three main methods: contacts of Gypsies and Travellers who had already been interviewed as part of the assessment (i.e. on site-based accommodation); contacts of the Gypsy and Traveller Community Interviewers on the fieldwork team; and snowball sampling where one respondent in housing recommended engaging with similar households.

A total of 92 households were involved in the assessment. Overall, we believe that the findings for the assessment are based on reliable information from accommodation types within the study area.

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<sup>29</sup> Such a sampling strategy coupled with the lack of knowledge about the overall size of the Gypsy and Traveller population means that discussing statistical issues such as sampling error and confidence intervals would be misleading.

## **Questionnaire Design**

All household interviews have utilised a structured questionnaire upon which questions were routed according to the appropriate accommodation type. Questions were a mixture of tick-box answers and open-ended questions. This mixed approach enabled us to gather quantifiable information, but also allowed for contextualisation and qualification by the more narrative responses. The survey contained the following sections:

- Current accommodation.
- Local and historic connection.
- Travelling.
- Previous housing experiences.
- Household details.
- Health services.
- Future accommodation.

The questionnaire used in the assessment is available in Appendix 3.

## **Fieldwork and Interviewers**

In addition to the University fieldwork staff, and of crucial importance to engaging as effectively as possible with the Gypsy and Traveller population, was the involvement of Gypsy and Traveller Community Interviewers. In total, two members of the Gypsy and Traveller community were involved in the assessment as Community Interviewers. These interviewers had worked previously with the University team, were of Romany Gypsy background and lived outside the study area. The Community Interviewers were briefed on the assessment and the questionnaire prior to commencing fieldwork, and provided with support from the core study team members during their interviewing activity. Each questionnaire which was returned to us was subject to quality control and appropriate feedback was given to the interviewers. By taking this approach we found we were able to access a range of people that would not otherwise have been included in the assessment, such as 'hidden' members of the community (e.g. people living in bricks and mortar housing), and those people who were uncomfortable talking to non-Travellers.

## **Appendix 2: Demographics of the local Gypsy and Traveller population**

This section aims to provide some information on the demographics of the sample involved in this accommodation assessment within Breckland.

### **Demographic and Household Characteristics**

Characteristics of Gypsy and Traveller communities are often hidden or not widely known. Gypsy and Traveller Accommodation Assessments present an ideal opportunity to get to know more about the community at large, particularly in terms of living circumstances, age, Gypsy and Traveller groups and household composition. The following aims to provide some information about the Gypsy and Traveller households in the sample.

In total, the survey sample accounts for 364 members of the Gypsy and Traveller community in Breckland: 74 on socially rented sites or yards; 97 on private sites; 101 in LA/HA bricks and mortar accommodation; five in private bricks and mortar accommodation; 41 in owned bricks and mortar accommodation; 26 on unauthorised encampments or developments; four on showgrounds; and 14 on transit sites.

### ***Age of Interviewees***

The age profile of the sample can be seen from Table A2.1. The 25–39 and 40–49 age groups were most consulted during the assessment, forming 46.7% and 29.4% of the total sample respectively. There was greater variation in age in the samples interviewed on the socially rented site, Travelling Showpeople yards, the private sites, and in socially rented bricks and mortar accommodation, than in the other accommodation types.

### ***Household Size***

The average household size for the sample as a whole was 3.96. This is larger than the household size of the non-Traveller population. There appeared to be a difference in household size between the different accommodation types; for example, the average household size for those on transit sites was 7.0 (skewed by the fact that one household had ten members), compared to two for those on Showpeople's sites. The average for those on local authority sites, private sites, unauthorised encampments and developments, and in bricks and mortar accommodation was more stable, ranging from 3.7 to 4.1 members.

Table A2.2 below shows the number of children of different age cohorts across the sample. Table A2.3 shows the January 2013 Schools Census counts of children and young people in Key Stages of education in Breckland and the total for all Norfolk local authorities.

Table A2.4 identified the interviewees who took part in the study by Gypsy and Traveller group. The largest single group was Romany/Gypsy (English) (82.2%).

Table A2.1: Age of interviewees

Age group	Current accommodation																					
	All		Socially rented site/yard		Private site		Bricks & mortar (LA/HA)		Bricks & mortar (private)		Bricks & mortar (owned)		Unauthorised encampment.		Unauthorised development		Show ground		Transit site		Other	
	No	%	No	%	No	%	No	%	No	%	No	%	No	%	No	%	No	%	No	%	No	%
17 – 24	10	10.8	3	16.7	4	17.0	1	4.2	-	-	-	-	1	20.0	1	33.0	-	-	-	-	-	-
25 – 39	43	46.7	8	44.4	8	33.0	16	66.6	1	100.0	4	33.3	4	80.0	1	33.0	-	-	1	50.0	-	-
40 – 49	27	29.4	5	27.8	9	38.0	5	20.8	-	-	5	41.7	-	-	1	33.0	1	50.0	1	50.0	-	-
50 – 59	4	4.4	-	-	1	4.0	1	4.2	-	-	-	-	-	-	-	-	1	50.0	-	-	1	100.0
60 – 74	8	8.7	2	11.1	2	8.0	1	4.2	-	-	3	25.0	-	-	-	-	-	-	-	-	-	-
<b>Total</b>	92	100	18	100	25	100	24	100	1	100	12	100	5	100	2	100	2	100	2	100	1	100

Table A2.2: Number of children in households by accommodation type

Age group	Current accommodation									
	All	Socially rented site	Private site	Bricks & mortar (LA/HA)	Bricks & mortar (private)	Bricks & mortar (owned)	Unauthorised encampment.	Unauthorised development	Show-ground	Transit site
	No	No	No	No	No	No	No	No	No	No
0 – 5	33	8	10	11	-	-	2	1	-	1
6 – 10	69	16	15	24	-	2	6	2	-	4
11 – 16	72	15	17	19	3	10	3	1	-	4
<b>Total</b>	174	39	42	54	3	12	11	4	-	9

Table A2.3: Number of children in Key Stages of Education

District/Ethnicity	Key Stage						Total
	Foundation Stage	KS1	KS2	KS3	KS4	KS5	
Breckland	6	11	16	11	6	1	51
Irish Traveller	2	4	3	3	1		13
Romany Gypsy	4	7	13	8	5	1	38
<b>Norfolk authorities totals</b>	<b>38</b>	<b>51</b>	<b>103</b>	<b>41</b>	<b>23</b>	<b>3</b>	<b>259</b>
Irish Traveller	9	7	11	12	3	1	43
Romany Gypsy	29	44	92	29	20	2	216

Source: PLASC January 2013

Table A2.4: Interviewees by Gypsy and Traveller group

Gypsy & Traveller group	Current accommodation																					
	All		Socially rented site		Private site		Bricks & mortar (LA/HA)		Bricks & mortar (private)		Bricks & mortar (owned)		Unauthorised encampments		Unauthorised developments		Show-ground		Transit site		Other	
	No	%	No	%	No	%	No	%	No	%	No	%	No	%	No	%	No	%	No	%	No	%
<b>Romany</b>	74	82.2	10	58.8	18	75.0	23	100.0	1	100.0	12	100.0	5	100.0	3	100.0	-	-	1	50.0	1	100.0
<b>Irish</b>	5	5.6	4	23.5	1	4.0	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
<b>Welsh</b>	4	4.5	3	17.7	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	50.0	-	-
<b>Scottish</b>	3	3.3	-	-	3	13.0	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
<b>Traveller</b>	1	1.1	-	-	1	4.0	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
<b>Showman</b>	2	2.2	-	-	-	-	-	-	-	-	-	-	-	-	-	-	2	100.0	-	-	-	-
<b>Free spirit</b>	1	1.1	-	-	1	4.0	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
<b>Total</b>	90	100	17	100	24	100	23	100	1	100	12	100	5	100	3	100	2	100	2	100	1	100

## Appendix 3: Questionnaire

### Breckland Gypsy, Traveller and Travelling Showpeople Study Questionnaire

#### Introduction

My name is [ ] and I work for the University of Salford [show ID badge]. We have been asked by Breckland Council to assess the accommodation needs of Gypsies, Travellers and Showpeople in this area. We're looking to speak with a number of people staying in the local area, in houses, on council sites, on private sites and on the roadside, to get a range of views. The views that we collect may help plan and improve accommodation, sites, planning and other services in the future.

We are completely independent of any local council or the government. Would you be willing to talk to me? If you agree it will probably take about 25 minutes. I have a number of questions I would like to ask but I would like to hear about anything else you feel is relevant. I will be writing down your answers, but the interview will be confidential. Therefore no one will be identified in any report that we write, and there is no way that anyone will be able to trace any particular answer back to you.

Would you be willing to talk to me? If it's not a good time I could arrange to come back later if that suits you better.

**CHECK!** Have you already been interviewed for this survey before? Do you have one of these (show pink sheet)?

Address/Site: \_\_\_\_\_  
\_\_\_\_\_

Date of Interview: \_\_\_\_\_

Interviewer name: \_\_\_\_\_

- **If, during the interview a question comes up that you don't want to answer just say so and I'll move on**

## SECTION A: CURRENT ACCOMMODATION

- On private sites, please ask the owner/manager of the site which pitches on the site are authorised and which pitches are unauthorised.

QA1. What type of accommodation is your pitch? (Please tick ✓ one box only)

- |  |  |
|--|--|
| Unauthorised encampment  | <input type="checkbox"/> <sub>1</sub> Go to QA6  |
| Unauthorised development (own land no planning)                      | <input type="checkbox"/> <sub>2</sub> Go to QA5  |
| Residential Council/site/yard  | <input type="checkbox"/> <sub>3</sub> Go to QA5  |
| Residential Private site/yard with permanent planning permission     | <input type="checkbox"/> <sub>4</sub> Go to QA4  |
| Residential Private site/yard with temporary planning permission     | <input type="checkbox"/> <sub>5</sub> Go to QA5  |
| Site based but not sure what planning permission we have             | <input type="checkbox"/> <sub>6</sub> Go to QA5  |
| Bricks & Mortar (rented from the local authority or social landlord) | <input type="checkbox"/> <sub>7</sub> Go to QA2  |
| Bricks & Mortar (rented from a private landlord)                     | <input type="checkbox"/> <sub>8</sub> Go to QA2  |
| Bricks & Mortar (owner occupier)                                     | <input type="checkbox"/> <sub>9</sub> Go to QA2  |
| Other (please specify below)   | <input type="checkbox"/> <sub>10</sub> Go to QA5 |
- 

QA2. How many bedrooms do you have here? (Please tick ✓ one box only)

- |              |   |
|--------------|---|
| One          | <input type="checkbox"/> <sub>1</sub> Go to QA3 |
| Two          | <input type="checkbox"/> <sub>2</sub> Go to QA3 |
| Three        | <input type="checkbox"/> <sub>3</sub> Go to QA3 |
| Four or more | <input type="checkbox"/> <sub>4</sub> Go to QA3 |

QA3. How would you rate your experience of living in a house? (Please tick ✓ one box only)

- |                       |   |
|-----------------------|---|
| Very good             | <input type="checkbox"/> <sub>1</sub> Go to QA7 |
| Good                  | <input type="checkbox"/> <sub>2</sub> Go to QA7 |
| Neither good nor poor | <input type="checkbox"/> <sub>3</sub> Go to QA7 |
| Poor                  | <input type="checkbox"/> <sub>4</sub> Go to QA7 |
| Very poor             | <input type="checkbox"/> <sub>5</sub> Go to QA7 |
| Don't know            | <input type="checkbox"/> <sub>6</sub> Go to QA7 |

QA4. Is the permission 'personal' i.e. for you and your family only? (Please tick ✓ one box only)

- |            |   |
|------------|---|
| Yes        | <input type="checkbox"/> <sub>1</sub> Go to QA5 |
| No         | <input type="checkbox"/> <sub>2</sub> Go to QA5 |
| Don't know | <input type="checkbox"/> <sub>3</sub> Go to QA5 |

QA5. Do you? **(Please tick ✓ one box only)**

- Own your plot/pitch  <sub>1</sub> **Go to QA6**  
Rent your plot/pitch  <sub>2</sub> **Go to QA6**  
Other **(please specify below)**  <sub>3</sub> **Go to QA6**

---

Don't know  <sub>4</sub> **Go to QA6**

QA6. Do you? **(Please tick ✓ one box only)**

- Own your trailer/chalets/units  <sub>1</sub>  
Rent your trailer/chalets/units  <sub>2</sub>  
Other **(please specify below)**  <sub>3</sub>

---

Don't know  <sub>4</sub>

QA7. How many trailers/chalets/units..... **(Please write in spaces provided - please note that this does not refer to any utility block that they may have)**

- a. Do you have in total? \_\_\_\_\_  
b. Are used just as sleeping spaces? \_\_\_\_\_  
c. Are used just as living spaces (non-sleeping)? \_\_\_\_\_  
d. Are used as both sleeping and living spaces? \_\_\_\_\_  
e. Are used mainly for storage/occasional use? \_\_\_\_\_  
f. Are used just for travelling purposes? \_\_\_\_\_

QA8. Would you say you have enough space for your household at its current size in this home / pitch? **(Please tick ✓ one box only)**

**(Interviewer: this relates not just to bedrooms but all of the dwelling / pitch)**

- Yes  <sub>1</sub> **Go to QA11**  
No  <sub>2</sub> **Go to QA9**  
Don't know  <sub>3</sub> **Go to QA9**

QA9. Do you feel that you need? **(Please tick ✓ all that apply)**

1. A larger site/yard   
2. A larger pitch/plot   
3. More caravans/trailers/units   
4. Larger caravans/trailers/units   
5. More bedrooms or living space   
6. Other **(please specify below)**

---

Q10. Why do you feel you need this? **(write reasons in below)**

---

---

---

QA11. What was the **main reason** for moving to this site/encampment/house/yard?  
**(Please tick ✓ one box only)**

Moved there with parents/family (if known, detail family/parents reasons for moving)  <sub>1</sub>

---

Born/raised there (if known, detail family/parents reasons for moving)  <sub>2</sub>

---

Own health/family member or other dependent health reasons (please explain below)  <sub>3</sub>

---

To be near family/friends  <sub>4</sub>

To look after a family member / dependent in old age  <sub>5</sub>

Evicted from last accommodation  <sub>6</sub>

Lack of sites  <sub>7</sub>

Overcrowded in previous accommodation  <sub>8</sub>

Changes in housing benefit payments. I.e. Bedroom tax  <sub>9</sub>

For children's schooling/education  <sub>10</sub>

Work available in the area  <sub>11</sub>

Land/pitch was available to buy  <sub>12</sub>

There was a vacancy  <sub>13</sub>

Convenient for working pattern (**Showpeople only**)  <sub>14</sub>

Holiday  <sub>15</sub>

Family event  <sub>16</sub>

Other (please specify below)  <sub>17</sub>

---

**INTERVIEWER: GO TO SECTION B IF INTERVIEWING SOMEONE ON AN UNAUTHORISED ENCAMPMENT/ROADSIDE**

QA12. Do other Gypsies/Travellers/Showpeople (e.g. friends/family etc.) come to stay with you on a short-term/transit basis? **(Please tick ✓ one box only)**

- Yes <sub>1</sub> **Go to QA13**  
No <sub>2</sub> **Go to QA15**  
Don't know <sub>3</sub> **Go to QA15**

QA13. Where do they stay? **(Interviewer: this is to explore how much transit need is being taken care of informally)**

- With me in my trailer/chalet/house <sub>1</sub>  
They bring a trailer and stay on my pitch/driveway <sub>2</sub>  
They bring a trailer and stay elsewhere on this site (e.g. on a transit pitch) <sub>3</sub>  
They stay on the roadside near this site/house <sub>4</sub>  
Other **(please specify below)** <sub>5</sub>
- 

QA14. Can you briefly describe who comes to stay, how often they come and how long they stay (i.e. daughter, her husband and dependent children, twice a year for around 2 weeks each time)?

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QA15. Is hosting visitors that **are** your family and friends here? **(Please tick ✓ one box only)**

- Not a problem for you <sub>1</sub>  
A problem **(please specify below)** <sub>2</sub>  

---

Other **(please specify below)** <sub>3</sub>
- 

QA16. Is hosting visitors that **are not** your family and friends here? **(Please tick ✓ one box only)**

- Not a problem for you <sub>1</sub>  
A problem **(please specify below)** <sub>2</sub>  

---

Other **(please specify below)** <sub>3</sub>
-

QA17. **Specific question for Showpeople** What equipment do you have at present? (**Please list main items and number of pieces of equipment as well as issues regarding the storage of them**)

---

---

---

## SECTION B: LOCAL AND HISTORIC CONNECTION

QB1. Are there particular reasons for staying in this area?

- (Interviewer:**
- a. Tick all the reasons that apply**
  - b. From the reasons they have given, ask them to choose the most important)**

		a: Tick ✓ all that apply	b: Tick most important reason (one only)
1	Born/raised here		
2	Have close family members living in area		
3	Have extended family members living in area		
4	Own/family/dependent health		
5	Look after a family member/dependent in old age		
6	Children's schooling/education		
7	Work available in the area		
8	Convenient for working pattern ( <b>Showpeople</b> )		
9	Availability of site(s)/accommodation		
10	Lack of sites		
11	Holiday		
12	Family or community event		
13	Only place I could find		
14	Other ( <b>please specify below</b> )		

QB2. How long have you lived in this general area? (**Interviewer: ideally we are looking at the local authority area**) (**Please tick ✓ one box only**)

- Less than 1 month  1
- Between 1 and 6 months  2
- 6 months or more but less than 12  3
- 1 years or more but less than 3  4
- 3 years or more but less than 5  5
- 5 years or more but less than 10  6
- 10 years or more  7
- Don't know  8



QB5. Out of 52 weeks of the year how many weeks do you usually live in this area? (**Interviewer: we are looking at the local authority area**) (**Please tick ✓ one box only**)

- |  |  |
|--|--|
| Between 1 and 10 weeks                             | <input type="checkbox"/> <sub>1</sub> <b>Go to QB6</b> |
| Between 11 and 20 weeks                            | <input type="checkbox"/> <sub>2</sub> <b>Go to QB6</b> |
| Between 21 and 30 weeks                            | <input type="checkbox"/> <sub>3</sub> <b>Go to QB6</b> |
| Between 31 and 40 weeks                            | <input type="checkbox"/> <sub>4</sub> <b>Go to QB6</b> |
| Between 41 and 51 weeks                            | <input type="checkbox"/> <sub>5</sub> <b>Go to QB6</b> |
| 52/Never leave                                     | <input type="checkbox"/> <sub>6</sub> <b>Go to QB7</b> |
| Don't know   | <input type="checkbox"/> <sub>7</sub> <b>Go to QB6</b> |
| This is the first time I/we have been in this area | <input type="checkbox"/> <sub>8</sub> <b>Go to QB6</b> |

QB6. Where do you usually go for the other part of the year? (i.e. travel for x number of weeks during summer) (**Interviewer note: explore the general areas they go and why**)

---

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QB7. Do you have a base somewhere else? (**Please tick ✓ one box only**)

- |            |  |
|------------|--|
| Yes        | <input type="checkbox"/> <sub>1</sub> <b>Go to QB8</b>       |
| No         | <input type="checkbox"/> <sub>2</sub> <b>Go to SECTION C</b> |
| Don't know | <input type="checkbox"/> <sub>3</sub> <b>Go to SECTION C</b> |

QB8. If **YES**, where is it and what type of base?

a: Where is it? (**i.e. town/local authority**)

---

b: What type of accommodation is it?

- |  |                                       |
|--|---------------------------------------|
| Unauthorised development (own land no planning)                      | <input type="checkbox"/> <sub>1</sub> |
| Residential Council/ site/yard                                       | <input type="checkbox"/> <sub>2</sub> |
| Residential Private site/yard with permanent planning permission     | <input type="checkbox"/> <sub>3</sub> |
| Residential Private site/yard with temporary planning permission     | <input type="checkbox"/> <sub>4</sub> |
| Bricks & Mortar (rented from the local authority or social landlord) | <input type="checkbox"/> <sub>5</sub> |
| Bricks & Mortar (rented from a private landlord)                     | <input type="checkbox"/> <sub>6</sub> |
| Bricks & Mortar (owner occupier)                                     | <input type="checkbox"/> <sub>7</sub> |
| Other ( <b>please specify below</b> )                                | <input type="checkbox"/> <sub>8</sub> |

---

c: Who owns/rents it? (**e.g. themselves, a friend, parent, etc.**)

---

QB9. Which of the following statements most apply to how you use this base?

- I/We visit this area every now and then <sub>1</sub>
  - I/We use it as a winter base <sub>2</sub>
  - I/We use it as a summer base <sub>3</sub>
  - I/We are based there for part of the year <sub>4</sub>
  - It's my/our permanent accommodation where we travel from <sub>5</sub>
  - Other (**please specify below**) <sub>6</sub>
-

## SECTION C: TRAVELLING

QC1. How often do you travel or move at present? (**Travelling whilst living in a caravan or trailer**) (**Please tick ✓ the statement that most closely resembles your travelling patterns**)

- I/we travel or move every day or so  <sub>1</sub> **Go to QC4**
- I we travel or move every week or so  <sub>2</sub> **Go to QC4**
- I/we travel or move every month or so  <sub>3</sub> **Go to QC4**
- I/ we travel or move a few times a year  <sub>4</sub> **Go to QC4**
- I/we travel or move once a year only  <sub>5</sub> **Go to QC4**
- I/we never travel  <sub>6</sub> **Go to QC2**

QC2. If **NEVER**, is this because of any of the following reasons? (**Please tick ✓ all that apply**)

	Yes	No
Your, a family member or a dependents health	<input type="checkbox"/>	<input type="checkbox"/>
Your, a family member or a dependents educational needs	<input type="checkbox"/>	<input type="checkbox"/>
Your, a family member or a dependents older age	<input type="checkbox"/>	<input type="checkbox"/>
Other ( <b>please specify below</b> )	<input type="checkbox"/>	<input type="checkbox"/>

\_\_\_\_\_

QC3. If **NEVER**, When did you last travel? (**Interviewer: ascertain number of months/years ago**)

\_\_\_\_\_

### INTERVIEWER: IF NEVER TRAVEL, GO TO SECTION D

QC4. Which places do you like to go? - **List 3 main areas** (**Note: Travelling Showpeople should indicate the 3 main areas their fairs/events take place**)

1. \_\_\_\_\_  
(nearest town: \_\_\_\_\_)
2. \_\_\_\_\_  
(nearest town: \_\_\_\_\_)
3. \_\_\_\_\_  
(nearest town: \_\_\_\_\_)

QC5. How many trailers/caravans do you normally travel with? \_\_\_\_\_  
(**Interviewer: insert 0 if none**)

QC6. How many pieces of equipment do you normally travel with? \_\_\_\_\_  
**(Interviewer: insert 0 if none)**

QC7. Have you travelled in the last 12 months?

- Yes  <sub>1</sub> **Go to QC8**  
 No  <sub>2</sub> **Go to SECTION D**  
 Don't know  <sub>3</sub> **Go to SECTION D**

QC8. In the last 12 months, did you travel for any of the following reasons?

- (Interviewer:**
- a. Tick all the reasons that apply**
  - b. From the reasons they have given, choose one that was most important)**

		a: Tick ✓ all that apply	b: The main reason (one only)
1	Work opportunities		
2	A holiday		
3	Attend a fair (not working at fair)		
4	To visit relatives		
5	To attend family events		
6	To attend community events		
7	Other ( <b>please specify below</b> )		

QC9. In the last 12 months have you stayed at any of the following?  
**(Please tick ✓ all that apply)**

		Yes
1	Roadside (countryside)	
2	Roadside (town/city)	
3	Caravan park (i.e. holiday park/campsite)	
4	With family/relatives on private sites	
5	With family/relatives on council/public sites	
6	Public or private transit sites	
7	Farmer's fields	
8	Fair sites	
9	Designated fairground land for Showpeople	
10	Other Showpeople yards	
11	Other ( <b>please specify below</b> )	

**SECTION D: PREVIOUS HOUSING EXPERIENCES**

QD1. What type of accommodation did you live in/on immediately before you came here?  
**(Please tick ✓ one box only)**

- |  |                          |                           |
|--|--------------------------|---------------------------|
| Unauthorised encampment  | <input type="checkbox"/> | <b>1 Go to QD3</b>        |
| Unauthorised development (own land no planning)                      | <input type="checkbox"/> | <b>2 Go to QD3</b>        |
| Residential Council/ site/yard                                       | <input type="checkbox"/> | <b>3 Go to QD3</b>        |
| Residential Private site/yard with permanent planning permission     | <input type="checkbox"/> | <b>4 Go to QD2</b>        |
| Residential Private site/yard with temporary planning permission     | <input type="checkbox"/> | <b>5 Go to QD2</b>        |
| Transit site   | <input type="checkbox"/> | <b>6 Go to QD2</b>        |
| Bricks & Mortar (rented from the local authority or social landlord) | <input type="checkbox"/> | <b>7 Go to QD3</b>        |
| Bricks & Mortar (rented from a private landlord)                     | <input type="checkbox"/> | <b>8 Go to QD3</b>        |
| Bricks & Mortar (owner occupier)                                     | <input type="checkbox"/> | <b>9 Go to QD3</b>        |
| Been here all my adult life  | <input type="checkbox"/> | <b>10 Go to SECTION E</b> |
| Other <b>(please specify below)</b>                                  | <input type="checkbox"/> | <b>11 Go to QD2</b>       |
- 

QD2. Was your pitch on this site: **(Please tick ✓ one box only)**

- |                                     |                          |          |
|-------------------------------------|--------------------------|----------|
| An authorised pitch                 | <input type="checkbox"/> | <b>1</b> |
| An unauthorised pitch               | <input type="checkbox"/> | <b>2</b> |
| Other <b>(please specify below)</b> | <input type="checkbox"/> | <b>3</b> |
- 

Don't know  **4**

QD3. Where was this? **(i.e. which town/local authority)**

---

QD4. What was the **main reason** for leaving there? **(Please tick ✓ one box only)**

- To be near family/friends  1
  - Own health/family member or other dependent health reasons  2
  - Evicted  3
  - For children's schooling/education  4
  - Harassment  5
  - Land/pitch was available to buy here  6
  - There was a vacancy here  7
  - Overcrowded conditions  8
  - Changes in housing benefit payments. I.e. Bedroom tax  9
  - Fears over personal safety  10
  - Site closure  11
  - Planning problems  12
  - Wanted independence  13
  - Work reasons  14
  - To travel  15
  - Site/accommodation conditions  16
  - Get married/live with partner  17
  - No particular reason  18
  - Other **(please specify below)**  19
- 

QD5. Have you ever lived in a house? **(Interviewer – if currently in a house this question asks about previous housing)** **(Please tick ✓ one box only)**

- Yes  1 **Go to QD6**
- No  2 **Go to SECTION E**
- Don't know  3 **Go to SECTION E**

QD6. What type of house? **(Please tick ✓ one box only)**

- Council rented  1
- Housing Association/RSL rented  2
- Private rented  3
- Privately owned  4
- Other **(please specify below)**  5

QD7. Where was it? (i.e. which town/local authority)

---

QD8. What was the **main reason** for moving to that house? (Please tick ✓ one box only)

Moved there with parents/family (if known, detail family/parents reasons for moving) <sub>1</sub>

---

Born/raised there (if known, detail family/parents reasons for moving) <sub>2</sub>

---

Own health/family member or other dependent health reasons (please explain below) <sub>3</sub>

---

To be near family/friends <sub>4</sub>

To look after a family member / dependent in old age <sub>5</sub>

Evicted from last site <sub>6</sub>

Lack of sites <sub>7</sub>

For children's schooling/education <sub>8</sub>

Work available in the area <sub>9</sub>

House was available to buy <sub>10</sub>

House was available to rent <sub>11</sub>

Convenient for working pattern (**Showpeople**) <sub>12</sub>

Other (please specify below) <sub>13</sub>

---

QD9. How would you rate your experience of living in a house? (Please tick ✓ one box only)

Very good <sub>1</sub>

Good <sub>2</sub>

Neither good nor poor <sub>3</sub>

Poor <sub>4</sub>

Very poor <sub>5</sub>

Don't know <sub>6</sub>

QD10. What was the **main reason** for leaving the house? (Please tick ✓ one box only)

- To be near family/friends  1
  - Own health/family member or other dependent health reasons  2
  - Evicted  3
  - For children's schooling/education  4
  - Harassment  5
  - Land/pitch was available to buy here  6
  - There was a vacancy here  7
  - Overcrowded conditions  8
  - Changes in housing benefit payments. ie. Bedroom tax  9
  - Fears over personal safety  10
  - Wanted independence  11
  - Work reasons  12
  - To travel  13
  - Site/accommodation conditions  14
  - Get married/live with partner  15
  - No particular reason  16
  - Other (please specify below)  17
-

## SECTION E: HOUSEHOLD DETAILS

QE1. Thinking about the people you live with, can you tell me their ages, whether they are male or female, their marital status and their relationship to you? (**Interviewer: Please note that the person you interview is always number 1. To avoid confusion, get all information for one household member, then move on to next household member**)

AGE	HOUSEHOLD MEMBER										
	1	2	3	4	5	6	7	8	9	10	11
0 – 5 years											
6 – 10 years											
11 – 16 years											
17 – 24 years											
25 – 39 years											
40 – 49 years											
50 – 59 years											
60 – 74 years											
75 – 84 years											
85 years +											
<b>GENDER</b>											
Male											
Female											
<b>MARITAL STATUS</b>											
Married											
Single											
Living together											
Widowed											
Separated											
Divorced											
<b>RELATIONSHIP</b>											
Partner											
Son or daughter											
Sister/brother											
Uncle/aunt											
Cousin											
Grandparent											
Grandchild											
Other											

**OFFICE USE ONLY**

- QE2. How many people are there in the household? \_\_\_\_\_
- QE3. How many adults are there in the household aged 60 or over? \_\_\_\_\_
- QE4. How many children are there in the household aged:
- |         |                          |
|---------|--------------------------|
| None    | <input type="checkbox"/> |
| 0 – 5   | _____                    |
| 6 – 10  | _____                    |
| 11 – 16 | _____                    |

QE5. How do you think of yourself? **(Please tick ✓ one box only)**

- |                                     |                          |    |
|-------------------------------------|--------------------------|----|
| Romany/Gypsy (English)              | <input type="checkbox"/> | 1  |
| Welsh Gypsy/Traveller               | <input type="checkbox"/> | 2  |
| Scottish Gypsy/ Traveller           | <input type="checkbox"/> | 3  |
| Irish Traveller                     | <input type="checkbox"/> | 4  |
| New Traveller                       | <input type="checkbox"/> | 5  |
| Traveller (not specified)           | <input type="checkbox"/> | 6  |
| Showmen/Circus person               | <input type="checkbox"/> | 7  |
| Roma                                | <input type="checkbox"/> | 8  |
| Bargee/Boat dweller                 | <input type="checkbox"/> | 9  |
| Other <b>(please specify below)</b> | <input type="checkbox"/> | 10 |
| <hr/>                               |                          |    |
| Don't know                          | <input type="checkbox"/> | 11 |
| Refused                             | <input type="checkbox"/> | 12 |

QE6. How many members of your family **over the age of 16** are: **(Please write the number of people in the spaces below and ensure no double counting of individuals. If people fall into multiple categories explain situation in 'other')**

- |   |       |                   |
|---|-------|-------------------|
| 1. Self employed  | _____ | <b>Go to QE7</b>  |
| 2. Employed   | _____ | <b>Go to QE7</b>  |
| 3. Both employed and self-employed                          | _____ | <b>Go to QE7</b>  |
| 4. Retired  | _____ | <b>Go to QE10</b> |
| 5. Unemployed but looking for work                          | _____ | <b>Go to QE7</b>  |
| 6. Not working and not looking for work                     | _____ | <b>Go to QE7</b>  |
| 7. In further education (e.g. college/6 <sup>th</sup> form) | _____ | <b>Go to QE7</b>  |
| 8. In higher education (e.g. University)                    | _____ | <b>Go to QE7</b>  |
| 9. Full time homemaker                                      | _____ | <b>Go to QE10</b> |
| 10. Other <b>(please explain)</b>                           | _____ | <b>Go to QE7</b>  |
| <hr/>   |       |                   |

QE7. Where do you/your family work? **(Please tick ✓ all that apply)**

Within Breckland  <sub>1</sub>  
**(note: show map of authority and include place below)**

---

Outside Breckland, but within nearby/neighbouring authority:  
**(note: please select one of the following)**

**1** Broadland District  <sub>1</sub>

**2** Kings Lynn and West Norfolk  <sub>2</sub>

**3** North Norfolk (Fakenham to Cromer)  <sub>3</sub>

**4** Bury St Edmunds District  <sub>4</sub>

**5** Forest Heath (Mildenhall and Newmarket)  <sub>5</sub>

South Norfolk  <sub>6</sub>

Norwich district  <sub>7</sub>

Other parts of the UK **(please specify below)**  <sub>8</sub>

---

Abroad  <sub>9</sub>

QE8. Do you have any site/space needs relating to your work now or in the near future?  
**(Please tick ✓ all that apply)**

Yes - now  <sub>1</sub> **Go to QE9**

Yes – in the future  <sub>2</sub> **Go to QE9**

No  <sub>3</sub> **Go to QE10**

Don't know  <sub>4</sub> **Go to QE10**

QE9. If **YES**, what needs?

---

---

---

QE10. Have you/members of your family ever experienced any problems accessing employment?  
**(Note: includes self employment) (Please tick ✓ one box only)**

- Yes  <sub>1</sub> **Go to QE11**
- No  <sub>2</sub> **Go to SECTION F**
- Don't know  <sub>3</sub> **Go to SECTION F**

QE11. If **YES**, what problems?

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## SECTION F: PUBLIC SERVICES AND ISSUES

I'd like to talk to you a little bit about what you think of the local services.

QF1. Do you or your family feel that you have sufficient access to the following services?

Service	Have access		Not relevant
	Yes	No	
GP/health centre			
Health visitor			
Maternity care			
A&E			
Dentist			
Education/local schools services			
Training services			
Careers advice			
Access to work services			

QF2. Is there anything that stops you from accessing any of the above?  
**(Please tick ✓ one box only)**

- Yes  <sub>1</sub> **Go to QF3**
- No  <sub>2</sub> **Go to Section G**
- Don't know  <sub>3</sub> **Go to Section G**

QF3. If YES, what? **(Interviewer: probe for issues such as transport, lack of awareness, etc)**

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## SECTION G: FUTURE ACCOMMODATION

QG1. Thinking about you and your household, what are the top three ways of residential living that best suit your needs?

	Tick ✓ 3 of the following
Bricks and Mortar – socially rent	
Bricks and Mortar – privately rent	
Bricks and Mortar – own it/have a mortgage	
Site - socially rent	
Site – rent on a private site	
Site – owned by you	
Roadside	
Official short stay sites	
Caravan/chalet parks – general use	

QG2. Thinking about your current accommodation which of the following applies to your whole household?

**(Please tick ✓ one box only)**

- |   |  |
|---|--|
| I need to move immediately                            | <input type="checkbox"/> <sub>1</sub> <b>Go to QG3</b> |
| I need to move in the next 12 months                  | <input type="checkbox"/> <sub>2</sub> <b>Go to QG3</b> |
| I need to move in the next 1 – 2 years                | <input type="checkbox"/> <sub>3</sub> <b>Go to QG3</b> |
| I need to move in the next 2 – 5 years                | <input type="checkbox"/> <sub>4</sub> <b>Go to QG3</b> |
| I need to move in the next 5 – 10 years               | <input type="checkbox"/> <sub>5</sub> <b>Go to QG3</b> |
| I am going to stay in this accommodation indefinitely | <input type="checkbox"/> <sub>6</sub> <b>Go to QG9</b> |
| I have no plans to move                               | <input type="checkbox"/> <sub>7</sub> <b>Go to QG9</b> |
| Other <b>(please describe below)</b>                  | <input type="checkbox"/> <sub>8</sub> <b>Go to QG3</b> |

---

QG3. Why does your whole household need to move?

(Interviewer:

a. Tick all the reasons that apply

b. From the reasons they have given, ask them to choose one that was most important)

		a: Yes (Tick ✓ all that apply)	b: The most important reason (Tick ✓ <u>one only</u> )
1	Own health/family member or other dependent health reasons		
2	For children's schooling/education		
3	To look after a family member / dependent in old age		
4	To be nearer to family/friends		
5	Overcrowded living conditions		
6	Overcrowded on site		
7	Changes in housing benefit payments (ie. Bedroom tax)		
8	To move to a vacant pitch on a preferred site		
9	Going to buy own site/pitch		
10	Being moved on (as encamped)		
11	Eviction		
12	Harassment		
13	Fears over personal safety		
14	Site closure		
15	No planning permission		
16	Want independence		
17	Work reasons		
18	To travel		
19	Site/accommodation conditions		
20	Get married/live with partner		
21	No particular reason		
22	Other (please specify below)		

QG4. Do you intend to stay in this area? (Interviewer: the local authority area)

(Please tick ✓ one box only)

Yes <sub>1</sub>

No <sub>2</sub>

Don't know <sub>3</sub>

QG5. What accommodation are you looking for?

- (Interviewer:**
- a. Tick all types that apply**
  - b. From types they have given, ask them to choose one main preference)**

		a: Tick ✓ all that apply	b: Main preference (Tick ✓ <u>one only</u> )
1	Claywood lane		
2	Council site (permanent) outside BRECKLAND		
3	Council site (transit) outside BRECKLAND		
4	Roadside/informal stopping place		
5	Own site with planning permission		
6	Private site owned by someone else		
7	Piece of land to buy (without planning permission)		
8	I already own a piece of land		
9	Bricks and mortar/another house		
10	Other ( <b>please specify below</b> )		

QG6. Where do you need to move to? **(Please tick ✓ one box only)**

Within Breckland

 1

**(note: show map of authority and include place below)**

---

Outside Breckland, but within nearby/neighbouring authority:

**(note: please select one of the following)**

**6** Broadland District

 1

**7** Kings Lynn and West Norfolk

 2

**8** North Norfolk (Fakenham to Cromer)

 3

**9** Bury St Edmunds District

 4

**10** Forest Heath (Mildenhall and Newmarket)

 5

South Norfolk

 6

Norwich district

 7

Other parts of the UK **(please specify below)**

---

 8

Abroad

 9

QG7. Why this place?

**(Interviewer: a. Tick all the reasons that apply**

b. From the reasons they have given, ask them to choose one that was most important)

		a: Tick ✓ all that apply	b: The most important reason (Tick ✓ one only)
1	Born/raised there		
2	Have close family members living in area		
3	Have extended family members living in area		
4	Own/family/dependent health		
5	Look after a family member/dependent in old age		
6	Children's schooling/education		
7	Work available in the area		
8	Convenient for working pattern ( <b>Showpeople</b> )		
9	Availability of site(s)/accommodation		
10	Lack of sites		
11	Holiday		
12	Family or community event		
13	Only place I could find		
14	Other ( <b>please specify below</b> )		

QG8. Is there any accommodation available for you to move to? (Please tick ✓ one box only)

- Yes <sub>1</sub>  
 No <sub>2</sub>  
 Don't know <sub>3</sub>

QG9. Is there anyone in your household who is in need of their own separate accommodation **immediately?** (i.e. grown up children, extended family members etc.)  
 (Please tick ✓ one box only)

- Yes <sub>1</sub> **Go to QG10**  
 No <sub>2</sub> **Go to QG17**  
 Don't know <sub>3</sub> **Go to QG17**

QG10. How many members of your household? \_\_\_\_\_

QG11. Who (note: include ages, gender, and who they plan to live with)?

Member 1: \_\_\_\_\_

Member 2: \_\_\_\_\_

Member 3: \_\_\_\_\_

Member 4: \_\_\_\_\_

QG12. Where do you expect them to move to? **(Please tick ✓ one box only)**

Within Breckland  <sub>1</sub>

**(note: show map of authority and include place below)**

---

Outside Breckland, but within nearby/neighbouring authority:

**(note: please select one of the following)**

**11** Broadland District  <sub>1</sub>

**12** Kings Lynn and West Norfolk  <sub>2</sub>

**13** North Norfolk (Fakenham to Cromer)  <sub>3</sub>

**14** Bury St Edmunds District  <sub>4</sub>

**15** Forest Heath (Mildenhall and Newmarket)  <sub>5</sub>

South Norfolk  <sub>6</sub>

Norwich district  <sub>7</sub>

Other parts of the UK **(please specify below)**  <sub>8</sub>

---

Abroad  <sub>9</sub>

QG13. What sort of accommodation are they likely to need? **(Please tick ✓ one box only)**

Bricks & Mortar  <sub>1</sub> **Go to QG17**

Site based trailer/caravan  <sub>2</sub> **Go to QG14**

Up to them  <sub>3</sub> **Go to QG14**

Don't know  <sub>4</sub> **Go to QG14**

Other **(please specify below)**  <sub>5</sub> **Go to QG14**

---

QG14. How would they need to be accommodated?

- A pitch on a council site  <sub>1</sub> **Go to QG16**
- Live on this pitch with us  <sub>2</sub> **Go to QG15**
- Live on this site.  <sub>3</sub> **Go to QG16**
- Rent a pitch on a private site  <sub>4</sub> **Go to QG16**
- Purchase a pitch on a private site  <sub>5</sub> **Go to QG16**
- Purchase their own site/land to be developed into a site  <sub>6</sub> **Go to QG16**
- Don't know \_\_\_\_\_  <sub>7</sub> **Go to QG16**
- Other (please specify below)  <sub>8</sub> **Go to QG16**

QG15. Is there enough room on your pitch to accommodate them? (Please tick ✓ one box only)

- Yes, but likely to need planning permission  <sub>1</sub> **Go to QG16**
  - Yes, without needing planning permission  <sub>2</sub> **Go to QG16**
  - Yes, but uncertain of the need for planning permission  <sub>3</sub> **Go to QG16**
  - Yes, but would need permission from the landlord  <sub>4</sub> **Go to QG16**
  - No  <sub>5</sub> **Go to QG16**
  - Don't know  <sub>6</sub> **Go to QG16**
  - Other (please specify below)  <sub>7</sub> **Go to QG16**
- \_\_\_\_\_

QG16. Why would they need to be accommodated on this/this type of site? Is there anything that would put them off living on the other types of sites?

\_\_\_\_\_

QG17. Is there anyone in your household (e.g. son or daughter) who is likely to need their own separate accommodation in the next 5 years (by 2017)? (Please tick ✓ one box only)

- Yes  <sub>1</sub> **Go to QG18**
- No  <sub>2</sub> **Go to QG25**
- Don't know  <sub>3</sub> **Go to QG25**

QG18. How many members of your household? \_\_\_\_\_

QG19. Who (note: include ages, gender, and who they plan to live with)?

- Member 1: \_\_\_\_\_
- Member 2: \_\_\_\_\_
- Member 3: \_\_\_\_\_
- Member 4: \_\_\_\_\_

QG20. Where do you expect them to move to? **(Please tick ✓ one box only)**

Within Breckland  <sub>1</sub>  
**(note: show map of authority and include place below)**

---

Outside Breckland, but within nearby/neighbouring authority:  
**(note: please select one of the following)**

**16** Broadland District  <sub>1</sub>

**17** Kings Lynn and West Norfolk  <sub>2</sub>

**18** North Norfolk (Fakenham to Cromer)  <sub>3</sub>

**19** Bury St Edmunds District  <sub>4</sub>

**20** Forest Heath (Mildenhall and Newmarket)  <sub>5</sub>

South Norfolk  <sub>6</sub>

Norwich district  <sub>7</sub>

Other parts of the UK **(please specify below)**  <sub>8</sub>

---

Abroad  <sub>9</sub>

QG21. What sort of accommodation are they likely to need? **(Please tick ✓ one box only)**

Bricks & Mortar  <sub>1</sub> **Go to QG25**

Site based trailer/caravan  <sub>2</sub> **Go to QG22**

Up to them  <sub>3</sub> **Go to QG22**

Don't know  <sub>4</sub> **Go to QG22**

Other **(please specify below)**  <sub>5</sub> **Go to QG22**

---

QG22. How would they need to be accommodated? **(Please tick ✓ one box only)**

- |  |   |
|--|---|
| A pitch on a council site                                | <input type="checkbox"/> <sub>1</sub> <b>Go to QG24</b> |
| Live on this pitch with us                               | <input type="checkbox"/> <sub>2</sub> <b>Go to QG23</b> |
| Live on this site.                                       | <input type="checkbox"/> <sub>3</sub> <b>Go to QG24</b> |
| Rent a pitch on a private site                           | <input type="checkbox"/> <sub>4</sub> <b>Go to QG24</b> |
| Purchase a pitch on a private site                       | <input type="checkbox"/> <sub>5</sub> <b>Go to QG24</b> |
| Purchase their own site/land to be developed into a site | <input type="checkbox"/> <sub>6</sub> <b>Go to QG24</b> |
| Don't know _____   | <input type="checkbox"/> <sub>7</sub> <b>Go to QG24</b> |
| Other <b>(please specify below)</b>                      | <input type="checkbox"/> <sub>8</sub> <b>Go to QG24</b> |
- 

QG23. Is there enough room on your pitch to accommodate them? **(Please tick ✓ one box only)**

- |  |   |
|--|---|
| Yes, but likely to need planning permission        | <input type="checkbox"/> <sub>1</sub> <b>Go to QG24</b> |
| Yes, without planning permission                   | <input type="checkbox"/> <sub>2</sub> <b>Go to QG24</b> |
| Yes, uncertain of the need for planning permission | <input type="checkbox"/> <sub>3</sub> <b>Go to QG24</b> |
| Yes, but would need permission from the landlord   | <input type="checkbox"/> <sub>4</sub> <b>Go to QG24</b> |
| No   | <input type="checkbox"/> <sub>5</sub> <b>Go to QG24</b> |
| Don't know   | <input type="checkbox"/> <sub>6</sub> <b>Go to QG24</b> |
| Other <b>(please specify below)</b>                | <input type="checkbox"/> <sub>7</sub> <b>Go to QG24</b> |
- 

QG24. Why would they need to be accommodated on this/this type of site? Is there anything that would put them off living on the other types of sites?

---

—

QG25. Are you – or a member of your household – currently on a waiting list(s) for a site? **(Please tick ✓ one box only)**

- |            |   |
|------------|---|
| Yes        | <input type="checkbox"/> <sub>1</sub> <b>Go to QG26</b> |
| No         | <input type="checkbox"/> <sub>2</sub> <b>Go to QG27</b> |
| Don't know | <input type="checkbox"/> <sub>3</sub> <b>Go to QG27</b> |

QG26. Which site(s)? Where? Is it local authority site/private sites/etc.?

---

QG27. Are you – or a member of your household – currently on a waiting list for a house?

**(Please tick ✓ one box only)**

- Yes <sub>1</sub> **Go to QG28**  
 No <sub>2</sub> **Go to QG29**  
 Don't know <sub>3</sub> **Go to QG29**

QG28. Which list? Where?

---



---

QG29. Could you currently afford to purchase any of the following? **(Please tick ✓ all that apply)**

1. A pitch on a private site with planning permission <sub>1</sub>  
 3. Land with planning permission to be developed into a site <sub>2</sub>  
 4. Cannot afford to purchase land or a pitch <sub>3</sub>  
 5. Not relevant **(please specify below)** <sub>4</sub>

---

QG30. What does your rent / mortgage cost **in total** per week or month for your current accommodation approximately? **(Please tick ✓ one box only)**

**Interviewer: please note that you need the TOTAL cost of rent / mortgage for the whole dwelling/pitch**

<b>Weekly</b>	<b>Monthly</b>	
Under £30	Under £130	<input type="checkbox"/> <sub>1</sub>
£30 - £59	£130 - £255	<input type="checkbox"/> <sub>2</sub>
£60 - £89	£256 - £385	<input type="checkbox"/> <sub>3</sub>
£90 - £119	£386 - £515	<input type="checkbox"/> <sub>4</sub>
£120 - £149	£516 - £645	<input type="checkbox"/> <sub>5</sub>
£150 - £179	£646 - £775	<input type="checkbox"/> <sub>6</sub>
£180 - £209	£776 - £905	<input type="checkbox"/> <sub>7</sub>
£210 - £239	£906 - £1,035	<input type="checkbox"/> <sub>8</sub>
£240 - £269	£1,036 - £1,165	<input type="checkbox"/> <sub>9</sub>
£270 - £299	£1,166 - £1,295	<input type="checkbox"/> <sub>10</sub>
£300 or more	£1,296 or more	<input type="checkbox"/> <sub>11</sub>
Don't know		<input type="checkbox"/> <sub>12</sub>

Prefer not to say	<input type="checkbox"/> 13
Don't pay rent or mortgage	<input type="checkbox"/> 14
Not applicable (unauthorised encampments only)	<input type="checkbox"/> 15

QG31. Finally, are there any other issues/concerns that we haven't talked about that you'd like to mention?

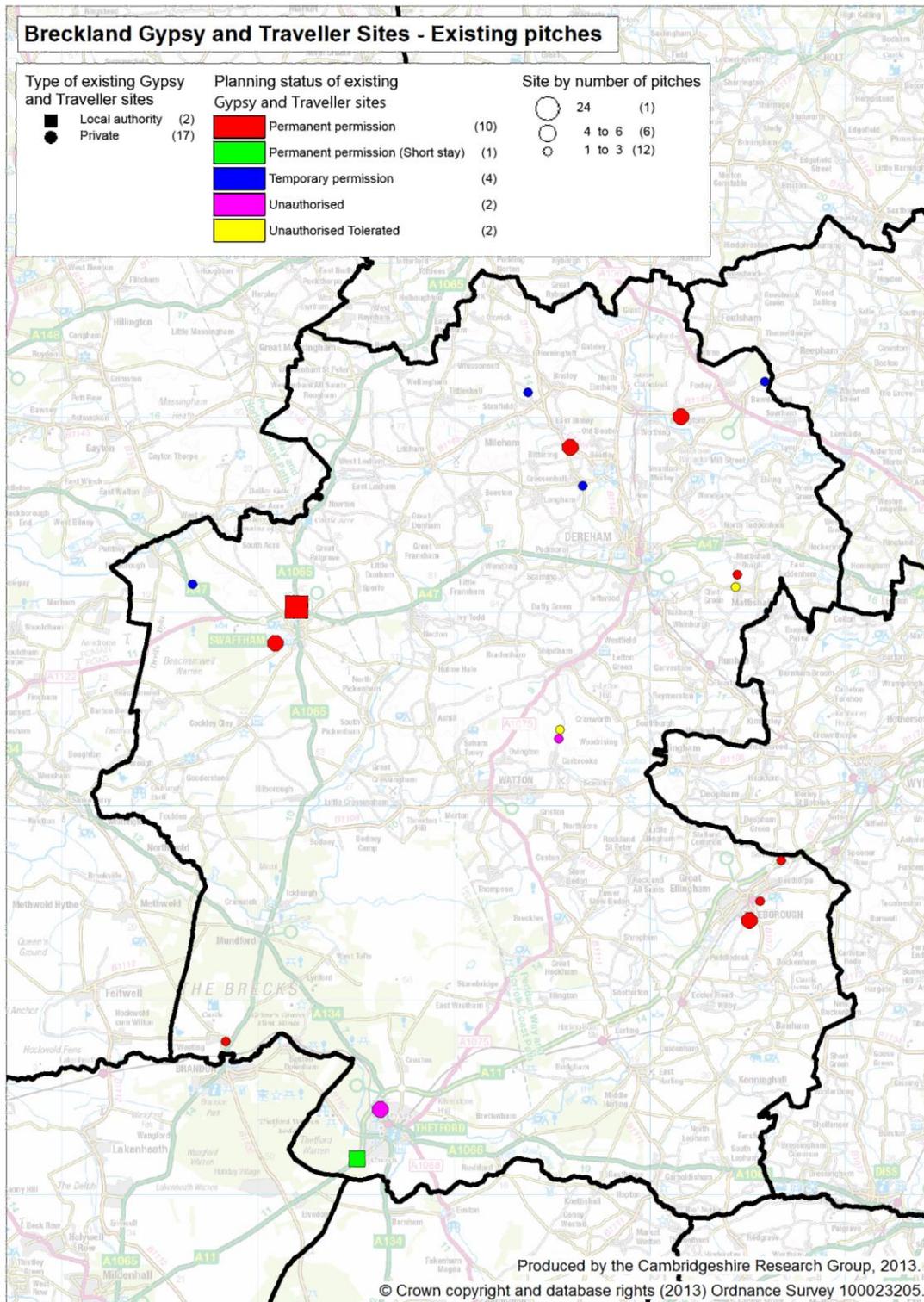
**Thank you very much for your time**

For further details on the study please contact:

Joanna Brown on 0161 295 6926 or Dr Phil Brown on 0161 295 3647

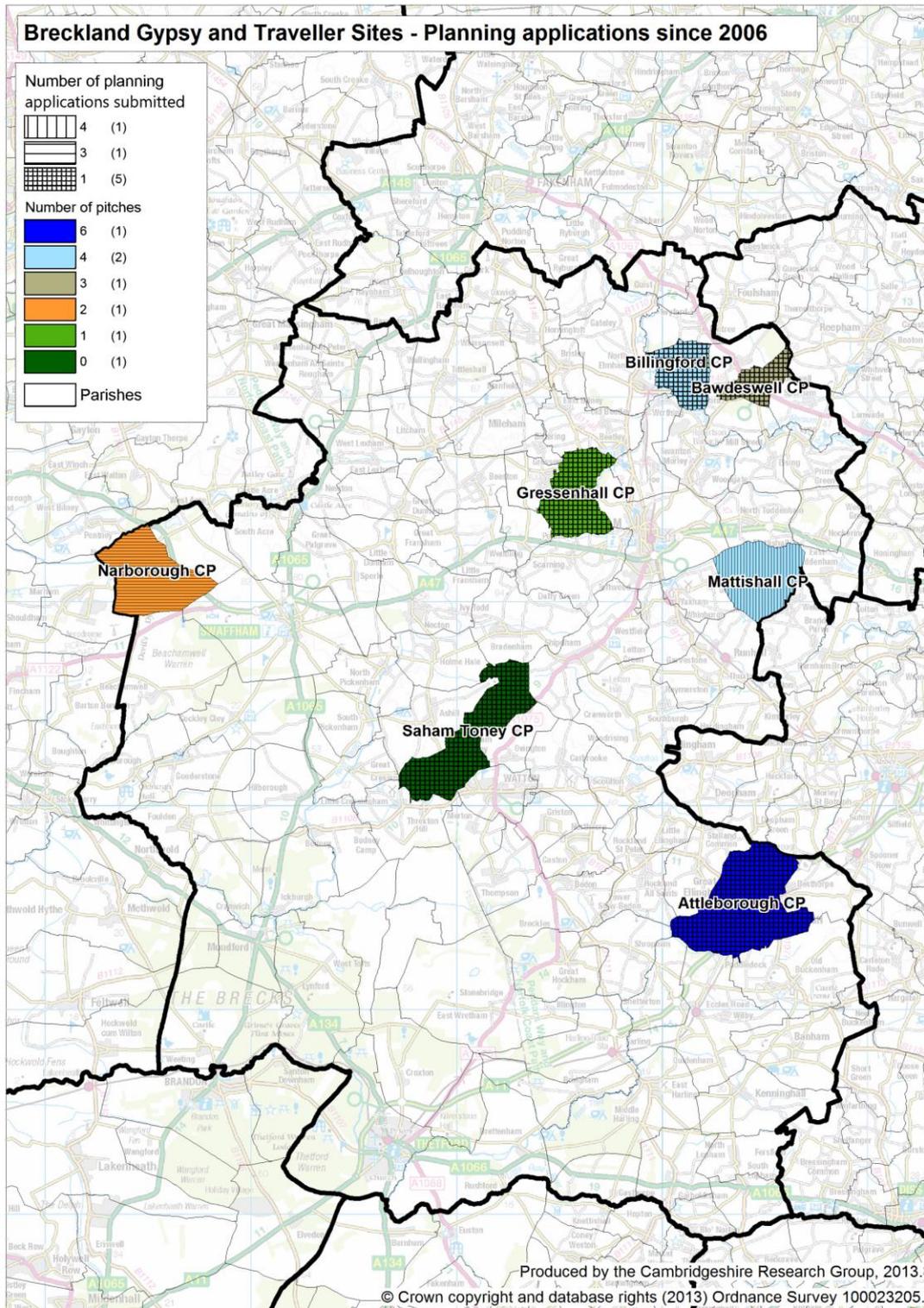
## Appendix 4: Map A1 Existing Gypsy and Traveller Sites in Breckland

For visual clarity, the three sites at Mattishall have been combined into one point on Map A1. One of the three unauthorised encampments has not been mapped.



## Appendix 5: Map A2 - Planning applications for private sites since 2006

The application at Saham Toney is classed as having zero pitches as none were delivered following it being withdrawn.



## Appendix 6: Site Selection Briefing Note

This briefing note describes the process through which sites could be identified, assessed and shortlisted. The criteria for site selection have been identified in accordance with national and local planning policy and guidance. It is important that the site selection criteria are fair and reasonable, but also realistic and effective. Importantly, criteria should be unambiguous.

The site selection is a five stage process, as follows:

- Compiling a long list of sites.
- Filtering the long list.
- Site surveys.
- Site assessment.
- Ranking the shortlist and site delivery.

The work associated with each stage of the process is explained in more detail below.

To provide residents and stakeholders with a clear understanding of how sites will be selected, it would be appropriate to consider consulting on the site selection criteria in tandem with a call for sites under stage 1.

### Stage 1: Compiling the Long List

This stage of the process should comprise of the following elements:

- **Review of Existing Information** – This involves a brief review of current provision of sites and accommodation (including the type of accommodation currently occupied) covering both authorised and unauthorised encampments set out in the Gypsy and Traveller Accommodation Assessment (GTAA).
- **Identification of Sites in or previously subject to the Planning Process** – This includes extant permissions (temporary and permanent), sites subject to enforcement proceedings, planning application refusals (this would include applications for Gypsy, Traveller and Travelling Showpeople (GTTS) pitches/plots).
- **Desk-top Review to Identify Other Sites** – This includes analysis of all data sources which are likely to include sites potentially suitable for GTTS pitches. These sources would include existing development plan documents, land use studies (including for example SHLAAs, ELRs and open space studies), housing land monitors, the Council's land and property information, National Land Use Database entries, the Register of Surplus Land and local intelligence.
- **Call for Sites** – The Council could make a call for sites to be submitted for consideration for GTTS pitches.

- **Officer Consultation** – liaison with officers in the Council’s Planning and Estates Departments to identify potential Council land or other locations considered suitable for GTTS sites.

The output of this stage of the process would be a long list of sites to be assessed for their potential suitability, availability and deliverability for GTTS pitches.

### **Stage 2: Filtering the Long List**

The long list of sites should be filtered to remove sites subject to the following constraints:

- Size - we suggest that sites less than 0.2 hectares will be too small and should be discounted. The precise minimum size limit will be informed by the number of pitches required and the amount of pitches that can be grouped together on a single site. Whilst the impact on the settled community is an important consideration for the selection process, it is not necessary to set a maximum site size. Given the limited number of required pitches identified in the GTAA, the size of site required to provide these pitches is not likely to dominate the nearest settled community and a small part of a large site might be suitable.
- Green belt – development of GTTS pitches in the green belt constitutes inappropriate development. Therefore sites within the green belt should be discounted.
- Flood risk – sites in areas at risk of flooding are not appropriate sites for GTTS pitches.
- Environmental designations – areas protected by environmental designations (i.e. AONB’s, SSSI’s, Special Landscape Areas, SPA, SAC, Ramsar, Areas of Local Landscape Importance and Sites of Nature Conservation Interest) are not appropriate sites for GTTS pitches. Therefore sites within such areas should be discounted.
- Protected open space – sites within areas of protected open space (i.e. playing fields, allotments, etc.) are important for sport and recreation and not appropriate for GTTS pitches. Protected open space should be discounted.
- Significant heritage conservation designations – sites that include significant heritage assets should be discounted (i.e. scheduled ancient monument, listed building, etc.).

### **Stage 3: Site Surveys**

Following approval of the long list and filtering of the long list against these constraints, the residual list of sites would be subjected to site survey. This stage would comprise the following elements:

- **Desk Based Site Appraisal** - This would involve a desk based appraisal of sites against the appraisal criteria identified on the site assessment proforma. The criteria that require desk based techniques typically include whether a site is allocated or has planning permission for an alternative use. This desk based appraisal would also seek to determine the availability of services and utilities connections and necessary community infrastructure capacity.
- **Surveying Sites** - This stage would involve visits to appraise sites against the further criteria identified on site assessment proforma. Sites discounted following the desk based site appraisal need not be surveyed. Site surveys should be carried out by suitably qualified officers, experienced in site assessment who should be thoroughly briefed to ensure consistency of approach.
- **Understanding Ownership Constraints and Site Viability** – This involves establishing the owner of sites and engaging with them to confirm the availability of sites to provide GTTS pitches.
- **GTTS Consultation** – Finally, a series of face-to-face interviews should be conducted on an individual basis or in small groups of two or three to survey the GTTS communities in the area on their perceptions on the emerging shortlist of sites. Interviews should be conducted with a range of GTTS community members to obtain feedback outlining any household preference by location, type of provision and potential tenure.

The output of this stage of the process would be a schedule including details of the site appraisal for each of the sites assessed.

#### **Stage 4: Sites Assessment**

This stage comprises the following:

- **Assessing Suitability** – analysis of whether or not sites are 'suitable' for GTTS accommodation taking account of the findings of the site suitability criteria on the site appraisal proforma.
- **Assessing Availability** - The DCLG guidance on SHLAAs considers that a site is available for development when there is confidence that there are no legal or ownership problems. Further research by way of discussions with site owners should be undertaken to assess availability for GTTS pitches.
- **Assessing Deliverability** – assessment to consider cost factors associated with developing the site. Are the costs of developing the site reasonable and viable to a willing developer (be it the Council, a registered provider, landowner or a member of the GTTS community).

## Stage 5: Ranking the Shortlist and Site Delivery

This stage of the process comprises:

- **Ranking and Timeframe** - an indicative rank of sites in terms of the advantages and disadvantages they offer with respect to availability, suitability and deliverability. Potential phasing for the sites against appropriate time horizons would be identified.
- **Site Delivery** - The additional work necessary to deliver the sites within each of these time bands should be identified, including a detailed breakdown of the steps necessary to deliver shortlisted sites over the period.

The output of this stage of the study will be a schedule of shortlisted sites, timeframe and measures for delivery.