

# NE Lincolnshire Gypsy and Traveller Accommodation Assessment



Final Report  
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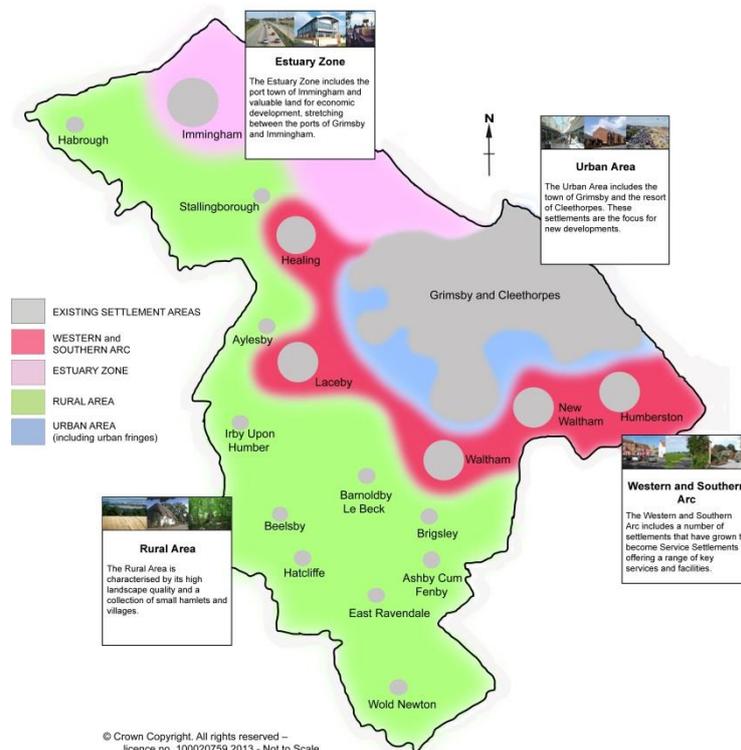
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# 1. Introduction

## The Survey

- 1.1 Opinion Research Services (ORS) were commissioned by North East Lincolnshire Council (the Council) in March 2014 to undertake a Gypsy, Traveller (and Travelling Showpeople) Accommodation Assessment (GTAA).
- 1.2 The study seeks to provide an evidence base to enable the Council to comply with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 2004, the National Planning Policy Framework (NPPF) 2012 and Planning Policy for Traveller Sites (PPTS) 2012.
- 1.3 The primary objective of the 2014 GTAA is to provide a robust assessment of need and deficiencies in Gypsy, Traveller and Travelling Showpeople accommodation in NE Lincs. This GTAA should be seen as a robust and credible evidence base which can be used to aid the implementation of Development Plan policies and the provision of Gypsy, Traveller and Travelling Showpeople pitches and plots for the 15 year period to 2029. As well as identifying current and future permanent accommodation needs, it will also seek to identify whether or not the Council needs to plan for the provision of transit sites or emergency stopping places. The Project Brief also states that the study should identify the need for permanent and transient pitches need by Local Plan Spatial Zone – see map below.



- 1.4 We would note at the outset that the study covers the needs of Gypsies (including English, Scottish, Welsh and Romany Gypsies), Irish Travellers, New (Age) Travellers, Traveller and Travelling Showpeople, but for ease of reference we have referred to the study as a Gypsy, Traveller and Travelling Showpeople Accommodation Assessment.
- 1.5 This document is the main report and summarises the key findings of the study, in particular where they relate to existing policies, or have implications for future policy decisions across the study area.

## Local Policy in NE Lincs

- 1.6 The North East Lincolnshire Local Plan was adopted in 2003. Work was subsequently undertaken to prepare a Core Strategy but work on this Local Development Framework ceased with effect from 11 June 2012. The Council is now preparing a New Local Plan.
- 1.7 As such Policy H16 of the 2003 Local Plan, Gypsies, provides the current basis for how the Council will identify and distribute the growth for Gypsy and Traveller sites. The policy is set out below:

### North East Lincolnshire Local Plan 2003

#### Policy H16: Gypsies

Development proposals for permanent gypsy caravan sites will be permitted provided that:-

- I. The residential standards and amenities of the gypsy occupants of the chosen site would not be unduly adversely affected by the availability of services and the proximity to schools and other community facilities;
- II. The occupants of any nearby properties would not be unduly adversely affected by the site and/or its use;
- III. The amenities of nearby uses would not be unduly adversely affected; and,
- IV. Appropriate planning obligations regarding site management can be negotiated.

### North East Lincolnshire Proposed Submission Core Strategy 2012

#### SO4 Housing

To meet the existing and future housing needs of all the community, including high quality affordable housing, special needs housing and Gypsy and Traveller accommodation, specifically providing land to achieve as a minimum, the overall housing target identified in the RSS.

**4.37** Initially Gypsy and Traveller provision will be made for 1 site, for residential pitches (minimum 10 pitches) in North East Lincolnshire; and 1 site, for transit pitches (minimum 10 pitches) in either North Lincolnshire or North East Lincolnshire, to meet the identified need to 2012.(22) The broad criteria set out in the policy recognises the guidance set out in Circular 01/2006 and CLG Guidance on the design and siting of gypsy and traveller sites. Final site selection will be based on three fundamental questions: Is the site Suitable? Available? and Achievable? This consideration has been based upon the principle that criteria should be fair, reasonable, realistic and effective. It recognises that adopting very restrictive criteria would prevent reasonable sites from coming forward.

### New Local Plan Initial Issues and Options Paper

## Gypsies and Travellers

**9.36** The Council has a duty to address the needs of Gypsies and Travellers. The Core Strategy previously identified a criteria based approach to assess prospective Gypsy and Traveller site locations. It is considered appropriate to retain such an approach in the New Local Plan whilst seeking to identify and evaluate possible site options.

### Our Evidence

The findings of the Gypsies and Travellers Needs Assessment 2008 identified a shortfall of provision which should be addressed by the allocation of one site for a minimum of 10 pitches within the Borough, as well as one site for 10 transit pitches in either this Borough or in North Lincolnshire. The consideration of Gypsy and Traveller provision is being reconsidered as part of the recently commissioned Strategic Housing Market Assessment 2012.

## Definitions

<sup>1.8</sup> For the purposes of the planning system, Gypsies and Travellers means<sup>1</sup>:

*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. (Planning Policy for Traveller Sites, Department for Communities and Local Government (CLG), March 2012).*

<sup>1.9</sup> Within the main definition of Gypsies and Travellers, there are a number of main cultural groups which include:

- » Romany Gypsies
- » Irish Travellers
- » New (Age) Travellers.

<sup>1.10</sup> Romany Gypsies and Irish Travellers are recognised in law as distinct ethnic groups and are legally protected from discrimination under the Equalities Act 2010.

<sup>1.11</sup> Alongside Gypsies and Travellers, a further group to be considered is Travelling Showpeople. They are defined as:

*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 family's or dependant's 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. (Planning Policy for Traveller Sites, CLG, March 2012).*

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<sup>1</sup> This definition is the subject of a consultation by CLG which closed in November 2014

## Legislation and Guidance for Gypsies and Travellers

- <sup>1.12</sup> Decision-making for policy concerning Gypsies, Travellers and Travelling Showpeople sits within a complex legislative and national policy framework and this study must be viewed in the context of this legislation and guidance. For example, the following pieces of legislation and guidance are relevant when constructing policies relating to Gypsies, Travellers and Travelling Showpeople:
- » Planning Policy for Traveller Sites (PPTS), 2012
  - » National Planning Policy Framework (NPPF), 2012
  - » National Planning Policy Guidance (NPPG), 2012
  - » Gypsy and Traveller Accommodation Needs Assessments Guidance, 2007
  - » The Human Rights Act 1998 (when making decisions and welfare assessments)
  - » The Town and Country Planning Act, 1990 (as subsequently amended)
  - » Criminal Justice and Public Order Act, 1994
  - » Anti-social Behaviour Act, 2003 (both as victims and perpetrators of anti-social behaviour)
  - » Planning and Compulsory Purchase Act, 2004
  - » Housing Act, 2004 (which requires local housing authorities to assess the accommodation needs of Gypsies and Travellers and Showpeople as part of their housing needs assessments. This study complies with this element of government guidance)
  - » Housing Act, 1996 (in respect of homelessness).
- <sup>1.13</sup> To focus on Gypsies and Travellers, the Criminal Justice and Public Order Act 1994 is particularly important with regard to the issue of planning for Gypsy and Traveller site provision. This repealed the duty of Local Authorities from the Caravans Act 1968 to provide appropriate accommodation for Gypsies and Travellers. However, at this time Circular 1/94 did support maintaining existing sites and stated that appropriate future site provision should be considered.
- <sup>1.14</sup> For site provision, the previous Labour Government guidance focused on increasing site provision for Gypsies and Travellers and Travelling Showpeople and encouraged Local Authorities to have a more inclusive approach to Gypsies and Travellers and Travelling Showpeople within their Housing Needs Assessment. The Housing Act 2004 Section 225 requires Local Authorities to identify the need for Gypsy and Traveller sites, alongside the need for other types of housing, when conducting Housing Needs Surveys. Therefore, all Local Authorities were required to undertake accommodation assessments for Gypsies and Travellers and Travelling Showpeople either as a separate study such as this one, or as part of their main Housing Needs Assessment.
- <sup>1.15</sup> Local Authorities were encouraged rather than compelled to provide new Gypsy and Traveller sites by central Government. Circular 1/06 'Planning for Gypsy and Traveller Caravan Sites', released by the CLG in January 2006, replaced Circular 1/94 and suggested that the provision of authorised sites should be encouraged so that the number of unauthorised sites would be reduced.
- <sup>1.16</sup> The Coalition Government announced that the previous Government's guidance contained in Planning for Gypsy and Traveller Caravan Sites (Circular 01/06) and Planning for Travelling Showpeople (Circular 04/07)

was to be repealed, along with the Regional Spatial Strategies (RSS) which were used to allocate pitch provision to Local Authorities. The CLG published 'Planning Policy for Traveller Sites' in March 2012 which set out the Government's planning policy for Traveller sites. It should be read in conjunction with the National Planning Policy Framework.

- <sup>1.17</sup> More recently additional changes have been set out in a letter from the Minister for Communities and Local Government, Brandon Lewis MP, in March 2014. This clarified the Government's position on household formation rates and stated:

*'Following the recent consolidation of planning guidance we will be seeking to consult on updating and streamlining the remaining elements of traveller planning practice guidance and also on strengthening traveller planning policy. We will ensure that any new guidance supports councils to accurately assess their needs and would remove ambiguous references to the 3% growth rate figure, which, I stress, is only illustrative. This would, once published, have the effect of cancelling the last Administration's guidance.'*

*'I can confirm that the annual growth rate figure of 3% does not represent national planning policy. The previous Administration's guidance for local authorities on carrying out Gypsy and Traveller Accommodation Assessments under the Housing Act 2004 is unhelpful in that it uses an illustrative example of calculating future accommodation need based on the 3% growth rate figure. The guidance notes that the appropriate rate for individual assessments will depend on the details identified in the local authority's own assessment of need. As such the Government is not endorsing or supporting the 3% growth rate figure, though in some cases we are aware that inspectors have, in considering the level of unmet local need when demonstrating specific traveller appeals, used the 3% growth rate figure in the absence of a local authority's own up-to-date assessment of need.'*

## Planning Policy for Traveller Sites

- <sup>1.18</sup> Planning Policy for Traveller Sites, which came into force in March 2012, sets out the direction of Government policy. Planning Policy for Traveller Sites is closely linked to the National Planning Policy Framework, but is to be viewed as a *separate document*. ORS have sought clarification of this relationship from CLG and have been told that Planning Policy for Traveller Sites should be viewed as effectively a separate document with little overlap. In particular, ORS queried paragraphs 47 and 159 of the National Planning Policy Framework.

- <sup>1.19</sup> Paragraph 47 states that local authorities should:

*Use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area.*

- <sup>1.20</sup> While paragraph 159 states local authorities should:

*Prepare a Strategic Housing Market Assessment to assess their full housing needs, working with neighbouring authorities where housing market areas cross administrative boundaries.*

- <sup>1.21</sup> We were informed by CLG that there was no requirement to implement these paragraphs in Gypsy and Traveller Accommodation Assessments because they are not in Planning Policy for Traveller Sites. Similarly

a Planning Inspector at a hearing in Wokingham has ruled that the requirement to have a buffer for land supply contained in paragraph 47 of the National Planning Policy Framework does not apply to Gypsy and Traveller sites because it is not in Planning Policy for Traveller Sites. Therefore, it is clear that Planning Policy for Traveller Sites is best considered largely in isolation from the wider requirements set out in the National Planning Policy Framework.

<sup>1.22</sup> Among other objectives, the aims of the policy in respect of Traveller sites are (Planning Policy for Traveller Sites Pages 1-2):

- » 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.

<sup>1.23</sup> In practice, the document states that (Planning Policy for Traveller Sites Page 3):

*Local planning authorities should set pitch targets for Gypsies and Travellers and plot targets for Travelling Showpeople, which address the likely permanent and transit site accommodation needs of Travellers in their area, working collaboratively with neighbouring local planning authorities.*

<sup>1.24</sup> In producing their Local Plan local planning authorities should:

- » Identify and annually update a supply of specific deliverable sites sufficient to provide five years' worth of sites against their locally set targets.

- » Identify a supply of specific, developable sites or broad locations for growth, for years 6-10 and, where possible, for years 11-15.
- » 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 strategic planning issues that cross administrative boundaries).
- » 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.
- » Protect local amenity and environment.

<sup>1.25</sup> A key element to the new policies is a continuation of previous Government policies. Local Authorities now have a duty to ensure a 5 year land supply to meet the identified needs for Traveller sites. However, 'Planning Policy for Traveller Sites' also notes on Pages 3-4 that:

*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.*

## Tackling Inequalities for Gypsy and Traveller Communities

<sup>1.26</sup> In April 2012 the Government issued a further document relating to Gypsies and Travellers titled 'Progress report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers' (CLG April 2012).

<sup>1.27</sup> The aforementioned report contains 28 commitments to help improve the circumstances and outcomes for Gypsies and Travellers across a range of areas including:

- » Identifying ways of raising educational aspirations and attainment of Gypsy, Roma and Traveller children.
- » Identifying ways to improve health outcomes for Gypsies and Travellers within the proposed new structures of the NHS.
- » Encouraging appropriate site provision; building on £60 million Traveller Pitch Funding and New Homes Bonus incentives.
- » Tackling hate crime against Gypsies and Travellers and improving their interaction with the criminal justice system.
- » Improving knowledge of how Gypsies and Travellers engage with services that provide a gateway to work opportunities, and working with the financial services industry to improve access to financial products and services.
- » Sharing good practice in engagement between Gypsies and Travellers and public service providers.

## Funding

- 1.28 The Coalition Government policies also involved financial incentives for new affordable pitch provision in the form of the New Homes Bonus. For all new pitches on Local Authority or Registered Provider-owned and managed sites, Local Authorities received a New Homes Bonus equivalent to Council Tax (based on the national average for a Band A property), plus an additional £350 per annum for six years. This equated to around £8,000 per pitch.
- 1.29 Direct grant funding was also available for Gypsy and Traveller sites. The Homes and Communities Agency (HCA) took over delivery of the Gypsy and Traveller Sites Grant programme from CLG in April 2009. Since then they have invested £16.3 million in 26 schemes across the country to provide 88 new or additional pitches and 179 improved pitches. The HCA welcomed bids from Local Authorities, Housing Associations and Traveller community groups working with Registered Providers.
- 1.30 The HCA has now confirmed allocations for all of its £60 million of future funding which will support 96 projects around the country for the provision of new Gypsy and Traveller sites and new pitches on existing sites, as well as the improvement of existing pitches. For the HCA 2015-18 Affordable Housing Programme there is no ring-fenced funding, but proposals for Gypsy and Traveller pitches will be considered within the programme. The table below shows the current allocation outside of London.

Figure 1 - HCA Grant Allocations for New Pitches (Source: HCA)

Local Authority	Amount of money	Number of new pitches
East and South East	£6,218,381	91
Midlands	£14,126,576	216
North East, Yorkshire and The Humber	£15,328,694	375
North West	£3,850,763	108
South and South West	£16,713,954	309
<b>Total</b>	<b>£56,238,368</b>	<b>1,099</b>

- 1.31 While all HCA funds for Gypsy and Traveller pitches have now been allocated, further funding may become available as a result of slippage over the course of the programme. Local authorities and Registered Providers are advised to continue to work closely with HCA area teams to develop their proposals should any further funding become available as a result of some funded schemes not proceeding.
- 1.32 It is accepted that individual local authorities are likely to find it very difficult financially to provide the new sites that are identified in this study and other sources of funding should be considered, for example S106 funding that has been identified to fund the provision of new pitches in other local authorities, working closely with Registered Providers, and encouraging the development or expansion of other private sites or yards.

## 2. Methodology

- 2.1 This section sets out the methodology we have followed to deliver the outputs for this study. Over the past 10 years ORS has developed a methodology which provides the required outputs from a Gypsy, Traveller and Travelling Showpeople Accommodation Assessment and this has been updated in light of Planning Policy for Traveller Sites, as well as recent changes set out by the Minister for Communities and Local Government, Brandon Lewis MP, in March 2014, with particular reference to new household formation rates (see paragraph 1.17). This is an evolving methodology that has been adaptive to recent changes in planning policy as well as the outcomes of Local Plan Examinations and Planning Appeals that ORS have been involved in. The methodology used by ORS has been challenged on several occasions and at both Examinations and Appeals and whilst Planning Inspectors have ruled against the outcomes of previous GTAA Studies at times, the methodology itself has not been called into question. More recently ORS were approached by the Welsh Government to provide advice to support the development of new Gypsy and Traveller Policy for Wales on the basis of our considerable experience in undertaking GTAA studies across the UK, having completed studies for over 120 local authorities since the PPTS was published in 2012.
- 2.2 The stages below provide a summary of the revised methodology that was used by ORS to complete the new study. More information on each stage is provided in the appropriate sections of this report.

### Stage 1: Desk-Based Research

- 2.3 At the outset of the project ORS sought to understand the background to the Gypsy, Traveller and Travelling Showpeople population in NE Lincs and surrounding areas. This comprised the collation of a range of important secondary data from the following available sources:
- » Census data.
  - » Details of all authorised public and private sites and yards.
  - » Site management records.
  - » Waiting lists.
  - » Biannual Traveller Caravan Counts.
  - » Records of any unauthorised sites and encampments.
  - » Relevant information from planning, housing, education, community safety, environmental health and health services.
  - » Information on planning applications and appeals – including those that have recently been refused and those awaiting determination.
  - » Information on any other current enforcement actions.
  - » Existing GTAAs and other relevant local studies.
  - » Existing policy, guidance and best practice.

- 2.4 This data has been used to inform the stakeholder interviews and fieldwork and has also been analysed in conjunction with the outcomes of the other elements of the study to allow ORS to complete a thorough review of the needs of travelling communities in NE Lincs and surrounding areas.

## Stage 2: Stakeholder Engagement

- 2.5 This study included an element of local stakeholder engagement. This involved a series of telephone depth-interviews with Council Officers from Housing, Education, Environmental Services and Legal Services. A representative from the Women's Romany Traveller community was also interviewed.
- 2.6 The stakeholder interviews covered the following key topics:
- » What dealings or relationships people have with Gypsies and Travellers
  - » Experiences of any particular issues in relation to Gypsies and Travellers
  - » Awareness of any Gypsy and Traveller sites either with or without planning permission and whether this varies over the course of a year
  - » Any trends people may be experiencing with regard to Gypsies and Travellers (e.g. increase in privately owned sites or temporary sites)
  - » What attracts Gypsies & Travellers to an area
  - » Identification of any seasonal fluctuations that may occur
  - » Awareness of any occurrences of temporary stopping by travellers
  - » Identifying the relationship between the settled and travelling communities
  - » Awareness of any travellers currently residing in bricks and mortar accommodation
  - » Awareness of any cross boundary issues
  - » Any other comments on the Gypsy and Traveller community in the study area

## Stage 3: Working Collaboratively with Neighbouring Planning Authorities

- 2.7 Given the duty to cooperate, interviews were also sought with officers from neighbouring authorities. These interviews ensure that the GTAA addresses wider issues that may impact on the outcomes of the study. These stakeholders were identified as part of the desk-based review and in conjunction with officers from the Council. Interviews were sought with officers from the following neighbouring authorities and covered the same broad issues as the local stakeholder interviews, however at the time of reporting contact had only been made with North Lincolnshire despite repeated efforts:
- » North Lincolnshire
  - » East Lindsey
  - » West Lindsey

## Stage 4: Survey of Travelling Communities

- 2.8 Through the desk-based research and stakeholder interviews ORS sought to identify all authorised and unauthorised sites and encampments in NE Lincs. This work identified no public sites, 1 private site with permanent planning permission, no private sites with temporary planning permission and no unauthorised sites. Following concerns that were raised by the Council about increasing incidents of unauthorised

encampments ORS worked closely with the Council to monitor these incidents and seek to interview households. No Travelling Showpeople yards or transit sites were identified. Full details can be found in **Appendix A**.

- 2.9 ORS sought to undertake a full demographic study of all pitches as part of our approach to undertaking the GTAA as our experience suggests that a sample based approach very often leads to an under-estimate of current and future needs which can be the subject of challenge at subsequent appeals and examinations. All pitches on the private site were visited by experienced ORS Researchers who conducted interviews with residents to determine their current demographic characteristics, whether they have any current or likely future accommodation needs and how these may be addressed, and whether there are any concealed households or doubling-up. The interview was based around an approach that was agreed with the Council. This approach also allowed the interviewers to identify information about the sites and pitches that could help support any future work on possible site expansion by undertaking an overall assessment. ORS Researchers also visited 3 unauthorised encampments during the fieldwork period and spoke with families about their accommodation circumstances and current and future needs. All of the site fieldwork was undertaken between March and June 2014. A more in-depth telephone interview was also completed with the owner of the private site.

## Stage 5: Bricks and Mortar Households

- 2.10 In our experience many Planning Inspectors and Appellants question the accuracy of GTAA assessments in relation to those Gypsies and Travellers living in bricks and mortar accommodation who may wish to move on to a site. ORS feel that the only practical approach is to go to **disproportionate** lengths to identify as many households in bricks and mortar who may want to take part in an interview to determine their future accommodation needs, including a wish to move to a permanent pitch in the study area.
- 2.11 Contacts in bricks and mortar were sought through a wide range of sources including speaking with people living on the existing site to identify any friends or family living in bricks and mortar who may wish to move to a site and intelligence from the stakeholder interviews. In addition adverts were also placed on the Friends, Families and Travellers Community Website and in the World's Fair publication.<sup>2</sup>
- 2.12 Through our approach we endeavoured to do everything within our means to publicise that a local study was being undertaken in order to give all households living in bricks and mortar who may wish to move on to a site the opportunity to make their views known to us.
- 2.13 As a rule we do not extrapolate the findings from our fieldwork with Gypsies and Travellers living in bricks and mortar households up to the estimated Gypsy and Traveller bricks and mortar population as a whole, and work on the assumption that those wishing to move will make their views known to us based on the wide range of publicity that we put in place.

## Stage 6: Current and Future Pitch/Plot Requirements

- 2.14 The methodology used by ORS to calculate future pitch and plot requirements has been developed over the past 10 years and has drawn on lessons from both traditional housing needs assessments and also best and

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<sup>2</sup> Copies of these adverts can be found in Appendix C of this report

worst practice from Gypsy, Traveller and Travelling Showpeople Accommodation Assessments conducted across the country.

- <sup>2.15</sup> To identify need Planning Policy for Traveller Sites requires an assessment for current and future pitch requirements, but does not provide a methodology for this. However, as with any housing assessment, the underlying calculation can be broken down into a relatively small number of factors. In this case, the key issue for residential pitches is to compare the supply of pitches available for occupation with the current and future needs of the population. The key factors in each of these elements are set out below and will be set out in more detail in the relevant chapter of this report:

## Supply of Pitches

- » Current vacant pitches.
- » Pitches currently with planning consent due to be developed within the study period.
- » Pitches vacated by people moving to housing.
- » Pitches vacated by people moving from the study area.
- » Pitches vacated due to the dissolution of households.

## Current Need

- <sup>2.16</sup> Total current need, which is not necessarily the need for additional pitches because they may be able to be addressed by space available in the study area, is made up of the following. It is important to address issues of double counting:
- » Households on unauthorised sites for which planning permission is not expected.
  - » Concealed households.
  - » Households in bricks and mortar wishing to move to sites.
  - » Households on waiting lists for public sites.

## Future Need

- <sup>2.17</sup> Total future need is the sum of the following three components:
- » Households living on sites with temporary planning permissions.
  - » New household formation.
  - » In-migration.
- <sup>2.18</sup> Household formation rates are often the subject of challenge at appeals or examinations. While many GTAA studies undertaken by other companies have continued to use a net growth figure of 3.00%, we agree with the position now being taken by CLG (as set out in the Introduction to this report) and firmly believe that any household formation rates should use a **robust local evidence base**, rather than simply relying on precedent. This is set out in more detail later in Chapter 6 of this report.
- <sup>2.19</sup> All of these components of supply and need are presented in easy to understand tables which identify the overall net requirements for current and future accommodation for both Gypsies and Travellers and

Travelling Showpeople. This has proven to be a robust model for identifying needs. The residential and transit pitch requirements for Gypsies and Travellers are identified separately from those for Travelling Showpeople and for each group the requirements are identified in 5 year periods to 2029.

## Stage 7: Conclusions

- <sup>2.20</sup> This stage of the study will draw together the evidence from Stages 1 to 6 to provide an overall summary of the requirements for Gypsies, Travellers and Travelling Showpeople in NE Lincs.

## 3. Gypsy, Traveller and Travelling Showpeople Sites and Population

### Sites in NE Lincs

- 3.1 A Strategic Housing Market Assessment (SHMA) focuses upon the number of dwellings required in an area, and how many of these should each be provided by the public and private sector. The central aim of this study was to follow a similar format for Gypsy, Traveller and Travelling Showpeople accommodation requirements.
- 3.2 One of the main considerations of this study is the provision of pitches and sites for Gypsies and Travellers and Travelling Showpeople. A pitch is an area which is large enough for one household to occupy and typically contains enough space for one or two caravans, but can vary in size. A site is a collection of pitches which form a development exclusively for Gypsies and Travellers. For Travelling Showpeople, the most common descriptions used are a plot for the space occupied by one household and a yard for a collection of plots which are typically exclusively occupied by Travelling Showpeople. Throughout this study the main focus is upon how many extra pitches for Gypsies and Travellers and plots for Travelling Showpeople are required in NE Lincs.
- 3.3 The public and private provision of mainstream housing is also largely mirrored when considering Gypsy and Traveller accommodation. One common form of a Gypsy and Traveller site is the publicly-provided residential site, which is provided by a Local Authority or by a Registered Provider (usually a Housing Association). Pitches on public sites can be obtained through signing up to a site preference list, and the costs of running the sites are met from the rent paid by the licensees (similar to social housing).
- 3.4 The alternative to public residential sites are private residential sites for Gypsies, Travellers and Travelling Showpeople. These result from individuals or families buying areas of land and then obtaining planning permission to live on them. Households can also rent pitches on existing private sites. Therefore, these two forms of accommodation are the equivalent to private ownership and renting for those who live in bricks and mortar housing. Generally the majority of Travelling Showpeople yards are privately owned and managed.
- 3.5 The Gypsy, Traveller and Travelling Showpeople population also has other forms of sites due to its mobile nature. Transit sites tend to contain many of the same facilities as a residential site, except that there is a maximum period of residence which can vary from a few days or weeks to a period of months. An alternative to a transit site is an emergency stopping place or designated stopping place. This type of site also has restrictions on the length of time someone can stay on it, but has much more limited facilities. Both of these two types of site are designed to accommodate, for a temporary period, Gypsies, Travellers and Travelling Showpeople whilst they travel. A number of authorities also operate an accepted encampments policy where short-term stopovers are tolerated without enforcement action.

- 3.6 Further considerations for the Gypsy and Traveller population are unauthorised developments and encampments. Unauthorised developments occur on land which is owned by the Gypsies and Travellers or with the approval of the land owner, but for which they do not have planning permission to use for residential purposes. Unauthorised encampments occur on land which is not owned by the Gypsies and Travellers.
- 3.7 In NE Lincs there are no public residential sites; 1 private residential site with permanent planning permission; no private residential sites with temporary planning permission; and no unauthorised sites. There is also no current transit provision. These provide a total of **5 residential pitches** in NE Lincs as of July 2014. There are no private Travelling Showpeople yards in the area.

**Figure 2**  
**Sites in NE Lincs**

Category	Sites	Pitches
Private with permanent planning permission	1	5
Private sites with temporary planning permission	0	0
<b>Total Private Sites</b>	<b>1</b>	<b>5</b>
<b>Public Sites (Council and Registered Providers)</b>	<b>0</b>	<b>0</b>
<b>Unauthorised Sites</b>	<b>0</b>	<b>0</b>
<b>TOTAL</b>	<b>1</b>	<b>5</b>

## Travelling Community Characteristics

- 3.8 The fieldwork element of the study sought to identify the demographics of members of the Travelling Community living in NE Lincs. The households surveyed showed a mixed range of ages across their members, though (as with other studies carried out by ORS elsewhere) a much larger proportion of the population were younger and female. However, we would note that it is typical for Gypsy and Traveller studies to record relatively fewer males aged 18-60 years, many of whom travel on a more regular basis, or are in prison<sup>3</sup>.

## Caravan Count

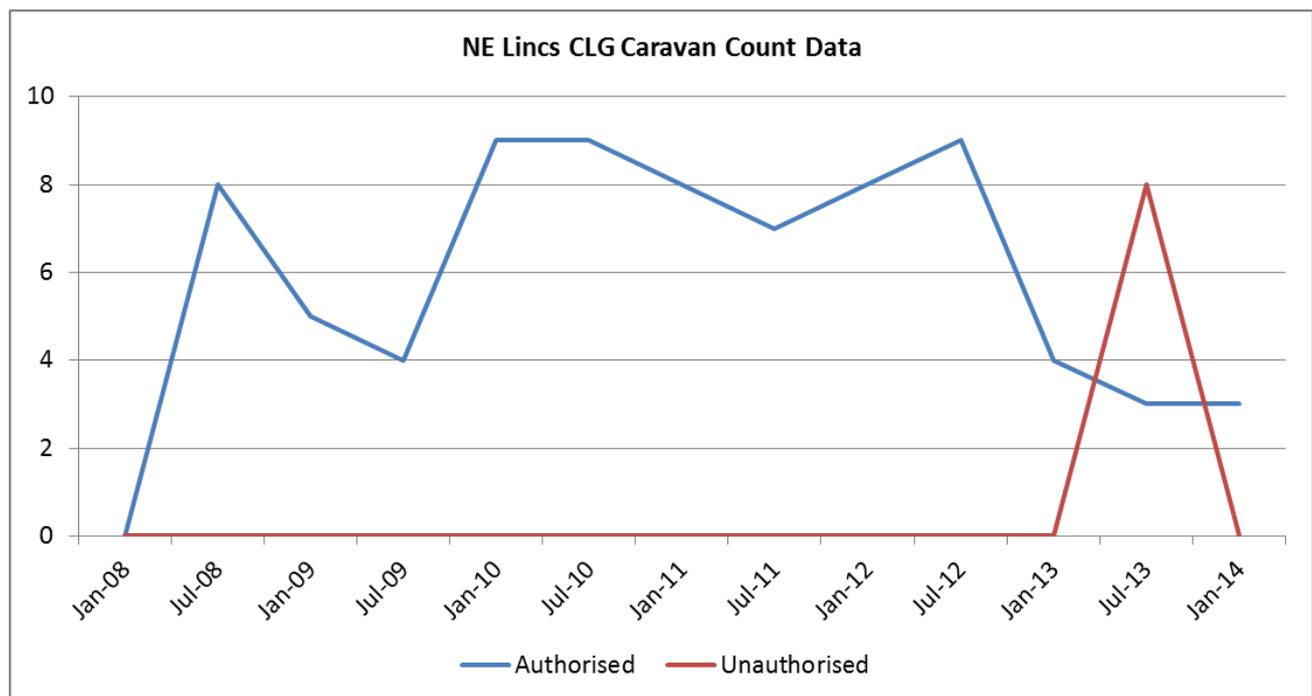
- 3.9 One source of information available on the Gypsy and Traveller population derives from the bi-annual Traveller Caravan Count which is conducted by each Local Authority in England on a specific date in January and July of each year, and reported to CLG. This is a statistical count of the number of *caravans* on both authorised and unauthorised sites across England. With effect from July 2013, CLG renamed the 'Gypsy and Traveller Caravan Count' as the 'Traveller Caravan Count.' This does not reflect any changes to the coverage of the count but brings its title into line with the terminology used for planning policy purposes. It is also consistent with the fact that its scope is wider than caravans lived in by ethnic gypsies and travellers, but also includes a proportion of non-travellers.
- 3.10 As this count is of caravans and not households, it makes it more difficult to interpret for a study such as this because it does not count pitches or resident households. It must also be remembered that the count

<sup>3</sup> A report released in March by HM Inspectorate of Prisons revealed that around 5% of prisoners (approximately 4,200) in England and Wales consider themselves to be Gypsy, Romany or Traveller.

is merely a 'snapshot in time' conducted by the Local Authority on a specific day, and that any unauthorised sites or encampments which occur on other dates will not be recorded. Likewise any caravans that are away from authorised sites on the day of the count will not be included.

- 3.11 The chart below shows the number of unauthorised and authorised caravans in NE Lincs at the time of the counts in January and July each year between 2008 and 2014. Please note the figures are provided for illustrative purposes to demonstrate the relative size of the populations and are not used in any modelling of future pitch requirements. A count has also been completed of Travelling Showpeople caravans each January since 2011 (this group are usually travelling in July). This identified no authorised caravans or unauthorised caravans in each year in NE Lincs.
- 3.12 It can be seen from the chart that there have been fluctuations in the numbers of caravans on the private site, but discussions with the residents suggests that many of them do travel on a regular basis throughout the year. In relation to the number of unauthorised caravans, in all but 1 year there have been none recorded.

**Figure 3**  
Gypsy Caravan Count for NE Lincs: Jan 2008 – Jan 2014. (Source: CLG Traveller Caravan Count)

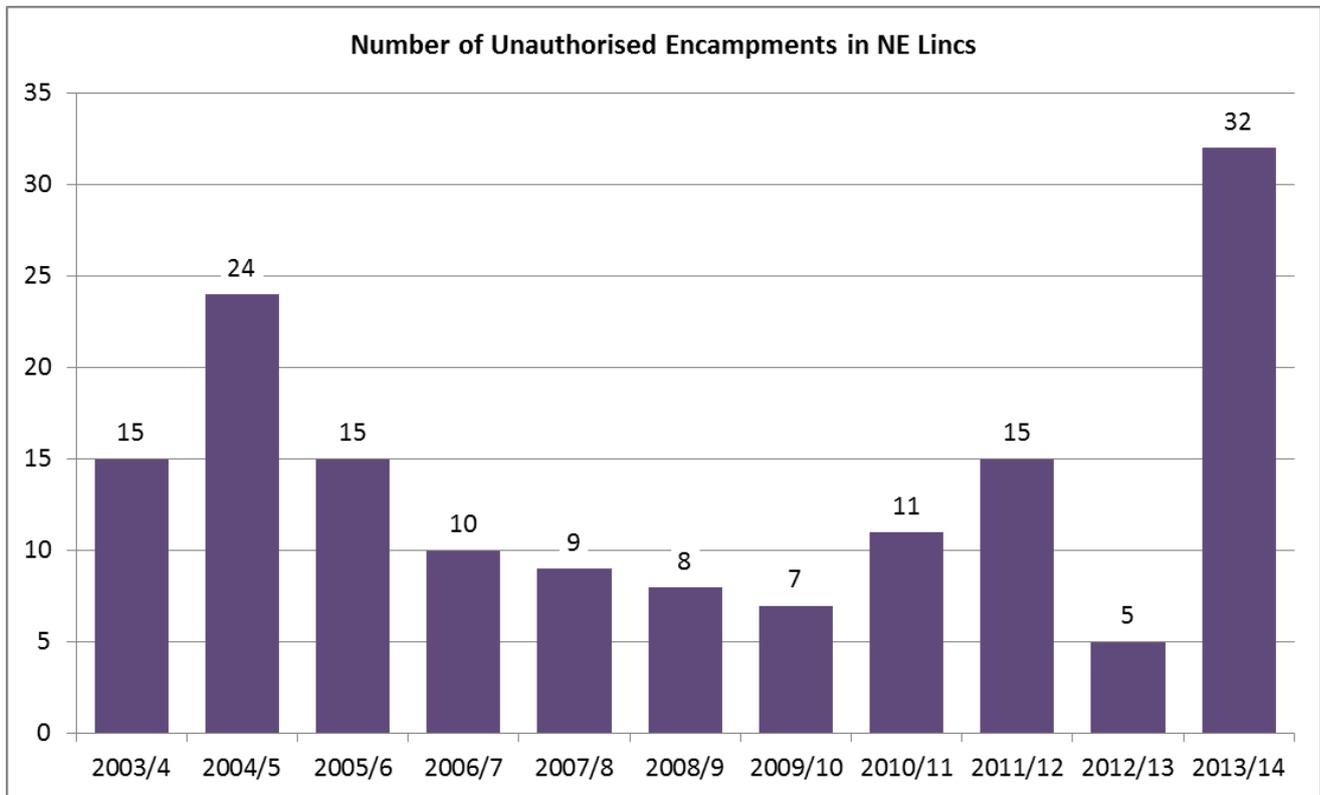


## Unauthorised Encampments

- 3.13 One of the concerns set out by the Council in the Project Specification was there was thought to be an sharp increase in the number of unauthorised encampments in NE Lincs in recent years, and that there was a need to try and gain a better understanding of the needs of these families.
- 3.14 Data obtained from the Council has provided ORS with details of the number of unauthorised encampments that have been recorded each year since 2003. The chart below shows that from a peak of 24 encampments in 2004 the number declined year by year to just 7 in 2009. Numbers rose over the next 2

years before dropping to a low of just 5 in 2012. However there has been a sharp increase in numbers since 2013 up to a high of 32 encampments.

**Figure 4**  
**Unauthorised Encampments in NE Lincs: 2003-2014 (Source: NE Lincs Council)**



- <sup>3.15</sup> More detailed information on recent instances has been obtained from the Council that captures the location of the encampment, the number of caravans, the size of the group, the duration of the encampment, and in some cases where they had moved from and the name of the family group.
- <sup>3.16</sup> Initial analysis indicates that a large number of these encampments are by 2 main family groups who move from location to location on a regular basis. The number of caravans and residents does vary from month to month but it would appear that a core group of each family do make up each of the encampments. Discussions were held with members of these groups to get a better understanding of their circumstances and accommodation needs and these are included in Chapter 4 of this report.

## 4. Stakeholder Engagement

### Introduction

- 4.1 To be consistent with the guidance set out in Planning Policy for Traveller Sites, and the methodology used in other GTAA studies that ORS have undertaken, in order to provide thoughtful consideration of the issues by a wide range of key stakeholders, the Council commissioned ORS to undertake a stakeholder engagement programme which consisted of depth telephone interviews. Qualitative research of this type attempts to gain a deeper understanding of the issues and is used to supplement the information gathered during visits to Gypsy, Traveller and Travelling Showpeople sites.

### Telephone Interviews

- 4.2 To enable ORS to identify key stakeholders, North East Lincolnshire Council were asked to identify contacts which included officers from Housing, Planning, Environmental Services and Legal Services; elected members with responsibility for Gypsy and Traveller issues; and Gypsy and Traveller and Travelling Showpeople representatives. Contacts were also provided for Planning or Housing Officers in neighbouring Local Authorities.
- 4.3 ORS reviewed this list for consistency with other studies to ensure that it was comprehensive and fair. Each stakeholder received an email outlining the study aims, objectives and timetable, which was followed up with a telephone call to arrange a suitable time to undertake the interview.
- 4.4 Similar to the guidance given to other Local Authorities ORS have worked with; the project lead was advised to notify the Gypsy Council that the GTAA was being carried out and invited them to take part and make a contribution to the study. Similarly to the experience of other Local Authorities the Gypsy Council did not respond to the aforementioned invitation.
- 4.5 Overall, ORS achieved 8 telephone interviews with stakeholders:
- » Five Council Officers.
  - » A Women's Romany Traveller representative.
  - » A representative from the Gypsy and Traveller Community.
  - » An officer from a neighbouring authority.

- 4.6 The number and range of stakeholders interviewed is viewed to be satisfactory and consistent with similar GTAA's that ORS have completed.

### Engaging Travellers in Bricks and Mortar

- 4.7 In addition to gaining information of the issues relating to the Travelling Community one of the objectives of stakeholder engagement is to identify contacts from stakeholders who have links with

Gypsies, Travellers and Travelling Showpeople who live in bricks and mortar. All stakeholders who took part in this study were asked if they could assist ORS to make contact with the housed Traveller community.

### Discussion Agenda

- 4.8 The format for the interviews covered the following themes:
- » Trends and history
  - » Meeting the current and future needs of the Gypsy and Traveller community
  - » Meeting the current and future needs of the Travelling Showpeople community
  - » Awareness of Travellers living in bricks and mortar accommodation
  - » Short-term roadside encampments and requirement for a transit site
  - » Meeting future accommodation needs
  - » Engaging the communities
  - » Cross boundary issues and the Duty to Cooperate
  - » Future priorities
  - » Any further issues and next steps.

### Reporting Engagement with Stakeholders

- 4.9 The key findings in this section of the report represent a balanced summary of the views expressed by the wide range of stakeholders that took part in the engagement programme. In all cases they reflect the views of the individual concerned, rather than the official policy of their Council.
- 4.10 Due to issues surrounding data protection in order to protect the anonymity of those who took part, this section is a summary of the key points raised by stakeholders and verbatim comments have not been used.

## Key Findings

### Accommodation for Gypsies and Travellers

- 4.11 Historically, stakeholders felt that Gypsies and Travellers have not sought to settle in the area, hence only one five pitched private family site exists in the area. Not all the pitches are used on a permanent basis as some family members travel. No issues were reported and the residents of the site are said to be well integrated with the surrounding community. The site is described as 'good quality, clean and tidy'. There is also said to be room on the site to expand and develop further pitches.
- 4.12 Prior to the commissioning of this GTAA, the Council undertook some previous consultation with the Travelling community to understand their needs and it was found that the level of permanent accommodation provision was sufficient.

### Accommodation for Travelling Showpeople

- 4.13 There are no yards for Travelling Showpeople in the area.

## Awareness of Travellers Living in Bricks and Mortar

- 4.14 Overall, the majority of stakeholders were aware of anecdotal evidence which suggests there are members of the Travelling Community living in bricks and mortar accommodation. However, as explained in the introduction, very few stakeholders had direct contact with the community and were unable to notify them of this study and no contacts were provided by stakeholders for Travellers residing in bricks and mortar in NE Lincs.
- 4.15 During the course of the study, ORS spoke with two members of the Gypsy and Traveller community who live in bricks and mortar. One was happy and felt it met their needs, the other would prefer to live on a site.
- 4.16 **Short-term Roadside Encampments and Requirement for a Transit Site**
- 4.17 Legal Services work alongside the Police and the Council's Enforcement Team to manage short-term roadside encampments which occur across the area. If an encampment is causing an obstruction etc. the police will use Section 61 powers to move them on. If an encampment occurs on public land and does not fall under Section 61, Legal Services liaise with the Enforcement Team who will take responsibility for conducting a welfare assessment and management of eviction, if required. An Officer explained that at the first point of contact they will identify if there are any needs relating to children or any sensitive issues the Council will need to take account of. The Education Team and School Admissions will also be notified if there are any school-aged children on the site and will undertake an Education Assessment if required. In the case of an encampment that lasted three months, the children were enrolled into a local school. The Council also provides bins in an attempt to combat the waste problems that are synonymous with short-term roadside encampments.
- 4.18 Once the Welfare Needs Assessments have been completed a legal notice to vacate the site will be served to the Travellers. Often, this is done informally and, if they are en-route to another destination and not causing any issues, they are allowed to move on within a reasonable amount of time. It was explained that most Travellers are aware that they have four-five days before the Council can obtain a court order to move them and it is estimated that 95% of them do so just before this time period is reached.
- 4.19 Most encampments occur during the summer period and last only for a few days. There are said to be around 15-20 encampments which occur during this time, the majority of which are said to be the same Travellers being moved around the area. Stakeholders were aware that in recent years, the numbers of encampments have increased slightly. When asked why this may have been the case, stakeholders could not provide any explanation. For the remaining nine months of the year, there is said to be only rare instances of encampments.
- 4.20 North East Lincolnshire is not considered to be an important travelling route and destination but the following factors are said to lead to some movement through the area:
- » Travelling to Fairs including Brigg and Appleby.
  - » Seaside/holiday destination.
  - » Possible seasonal employment opportunities.
  - » Visiting family (events and anniversaries) in the area or surrounding areas.

- 4.21 One Officer felt that more data collection was required to better understand travelling movements.

- 4.22 Most stakeholders strongly supported the provision of a formal transit site. However, given that the transit movements are seasonal, a temporary stopping place could also be considered. One Officer had a different perspective though and stated that transit sites don't necessarily stop encampments because there are different groups within the Travelling Community who will not mix, preferring to live with their own kind on encampments even if it is illegal.

### Cross Boundary Working and the Duty to Cooperate

- 4.23 North East Lincolnshire Council Officers are said to have worked with Humberside Police which includes North Lincolnshire, Kingston-Upon-Hull and East Riding of Yorkshire to develop a protocol on managing encampments so there is a consistent approach across the region.
- 4.24 One Officer had been involved in several discussions with neighbouring North Lincolnshire in relation to encampments which occur just across the border.

## Neighbouring and Surrounding Areas – Key Findings

- 4.25 The accommodation situations of the authorities surrounding the study areas and cross-border issues (as reported by their respective Council Officer) are summarised below:

### North Lincolnshire Council

- » There are 5 Gypsy and Traveller sites in North Lincolnshire and all are privately owned. According to the representative, there is no desire for the local authority to run a site themselves since they don't have the necessary experience or expertise to do so.
- » The relationship between the Gypsies and Travellers and the wider community is generally very good in the area.
- » Unauthorised encampments do occur from time to time, with there said to be an increase in this type of activity when the Brigg Horse Fair is on in early August.
- » The representative noted that although North Lincolnshire Council does liaise with its neighbouring authorities, increased cooperation would be helpful and beneficial in the future.

## 5. Survey of Travelling Communities

### Interviews with Gypsies and Travellers and Travelling Showpeople

- 5.1 One of the major components of this study was a detailed survey of the Gypsy and Traveller and Travelling Showpeople population in NE Lincs. This aimed to identify current households with housing needs and to assess likely future household formation from within existing households, to help judge the need for any future site provision. As noted in the introduction, “Gypsy and Traveller” refers to:

*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 (Planning Policy for Traveller Sites, CLG, March 2012).*

- 5.2 Through the desk-based research and stakeholder interviews ORS sought to identify all authorised and unauthorised sites and encampments in the study area. This identified 1 private site with permanent planning permission; no unauthorised site; no Travelling Showpeople Yard and a no Transit Site. A total of 3 roadside encampments were also visited by ORS staff during the study period. The table below identifies the sites that ORS staff visited during the course of the fieldwork:

**Figure 5**  
**Sites and Encampments Visited in NE Lincs**

<b>Public Site</b>
None present
<b>Private Sites</b>
Mill House, Killingholme Road, Habrough
<b>Unauthorised Sites</b>
None present
<b>Transit Site</b>
None present
<b>Travelling Showpeople Yard</b>
None present
<b>Unauthorised Encampments</b>
Gilbey Road, Grimsby
Louth Road
Armstrong Road, Grimsby

- 5.3 ORS sought to undertake a full demographic study of all pitches and encampments as part of our approach to undertaking the GTAA as our experience suggests that a sample based approach very often leads to an under-estimate of current and future needs which can be the subject of challenge at subsequent appeals and examinations. A summary of the findings from each site and encampment can be found under the headings below.

## Private Sites with Permanent Permission

### Mill House, Habrough

- 5.7 Staff from ORS visited the Mill House site in March 2014. At the time of fieldwork 4 of the 5 pitches were occupied and researchers were able to speak with households on all of them, and obtain information on the occupier of the vacant pitch (who was travelling). There were 5 households usually living on the site all of whom were members of the extended family of the site owner who lives in a bungalow adjacent to the site. Many of them do travel but see the site as their permanent place of residence.
- 5.8 There were a total of 10 units on the site, 2 on each of the pitches. There were a total of 14 adults who usually live on the site, with between 1 and 5 on each of the pitches. 5 of these were aged between 20 and 28. There were 5 young children and 4 teenage children. The residents felt that there is immediate need for additional pitches to accommodate the young adults on their own pitches. The owner and one of the residents stated that they are willing to develop additional pitches on land that they own on and adjacent to the site, and that they would also consider managing a transit site.

## Unauthorised Encampments

### Gilbey Road

- 5.9 Staff from ORS to visit the encampment at Gilbey Road in June 2014. The residents had been on the site for 2 days and the encampment consisted of 6 caravans and 11 adults and 13 children. They planned to move on in the next few days as they believed that enforcement action would be taken. Some of the group stated that they plan to travel during the summer months to retain their heritage and tradition, and will be going to a number of places including the Appleby Horse Fair. During the course of the year the families live on a number of sites in the North West of England. They are not seeking permanent accommodation in any given place and this suggests the need for some provision of transit or emergency stopping pitches in the area.

### Louth Road

- 5.10 Staff from ORS to visit the encampment at Louth Road in June 2014. It consisted of some families who had moved on from Gilbey Road. The residents were all members of an extended family group and were young families with young children. There were a total of 9 caravans and the families said that they like the area and wish to stay on a permanent basis.

## Armstrong Road

- 5.11 Staff from ORS to visit the encampment at Armstrong Road in June 2014. The residents had just moved on to another encampment outside of NE Lincs. But the information that ORS were provided from the Enforcement Team were that this was a different family group to those interviewed on the other encampments, and were known to the Council to have lived on a number of encampments in recent times.

## Bricks and Mortar

### Mill House Site

- 5.12 ORS were also able to complete an in-depth telephone interview with the owner of the private Mill House site who lives in a bungalow adjacent to the site. A number of issues relating to the site were discussed and the following points are a summary of the issues raised during the interview:

- » The site provides 5 pitches as a permanent accommodation base for an extended family, although some of them do travel during the course of the year. One family group occupy a pitch on a permanent basis.
- » Prior to getting planning permission for the site, which was seen as very difficult, family members had a very limited choice of accommodation options in NE Lincs and surrounding areas as it was felt that there was very little provision.
- » The site is used by many groups of the extended family on a shared basis as it is not big enough to accommodate them all at the same time.
- » Due to the growth of the family the site has now been out-grown since planning permission was granted in July 1998.
- » There is space on and adjacent to the currently permitted site that can accommodate additional pitches to meet new needs.
- » To the best of their knowledge the residents do not have any problems with the wider community and get on well with our neighbours and feel that they are an accepted part of the community.
- » They do get enquiries from other Gypsies and Travellers from time to time asking if they can come onto the site but they want to keep it as a family site. [There is a planning condition that states that the permission shall operate for the benefit of the owner's family only and that the use will be terminated at such time as the family cease to occupy the premises].
- » They feel that there is not enough accommodation provision in NE Lincs for Gypsies and Travellers and that this has been an ongoing issue for many years.
- » They feel that there is a need for a transit site in the area.

## Gainsborough

- <sup>5.13</sup> ORS were also able to complete a telephone interview with a member of the travelling community currently living in a caravan on a driveway rented from the house owner in Gainsborough in West Lindsey. There is 1 adult and 3 children living in the caravan with 1 bedroom and they would like to live on a site in the Grimsby/Cleethorpes area.

## 6. Current and Future Pitch Provision

### Pitch Provision

- 6.1 This section focuses on the extra pitch provision which is required by NE Lincs Council currently and to 2029. This includes both current unmet needs and needs which are likely to arise in the future. This time period allows for robust forecasts of the requirements for future provision, based upon the evidence contained within this study and also secondary data sources.
- 6.2 We would note that this section is based upon a combination of the on-site surveys, planning records, stakeholder interviews and site preference list information. In many cases, the survey data is not used in isolation, but instead is used to validate information from planning records or other sources.
- 6.3 This section concentrates not only upon the total extra provision which is required in the area, but also whether there is a need for any transit sites and/or emergency stopping place provision.
- 6.4 To identify current and future need, the March 2012 CLG guidance Planning Policy for Traveller Sites requires an assessment for current and future pitch requirements, but does not provide a suggested methodology for undertaking this calculation. However, as with any housing assessment, the underlying calculation can be broken down into a relatively small number of factors. In this case, the key issue for residential pitches is to compare the supply of pitches available for occupation with the current and future needs of the households. The key factors in each of these elements are set out in the sections below:

### Supply of Pitches

- » Current vacant pitches.
- » Pitches currently with planning consent due to be developed within the study period.
- » Pitches vacated by people moving to housing.
- » Pitches vacated by people moving from the study area.
- » Pitches vacated due to the dissolution of households.

### Current Need

- 6.5 Total current need, which is not necessarily the need for additional pitches because it may be able to be addressed by space available in the study area, is made up of the following. It is important to address issues of double counting. For example potential in-migrants may already be included on a waiting lists, or households on a waiting list may already be living as a concealed household on a permitted site or on an unauthorised encampment in the area:
- » Households on unauthorised sites for which planning permission is not expected.
  - » Concealed households.

- » Households in B&M wishing to move to sites.
- » Households on waiting lists for public sites.

## Future Need

- 6.6 Total future need is the sum of the following three components. Again it is important to address issues of double counting as, for example, potential in-migrants may already be on a waiting list:
- » Households living on sites with temporary planning permissions.
  - » New household formation.
  - » In-migration.
- 6.7 ORS will firstly provide the model as set out above for Gypsies and Travellers in NE Lincs and will then separately analyse the possible need for additional transit provision in the study area.

## Current Gypsy and Traveller Site Provision

- 6.8 Planning records indicate that there is just 1 authorised private site with 5 pitches in NE Lincs.

**Figure 7**  
**Sites and Pitches in NE Lincs**

Category	Sites	Pitches
Private with permanent planning permission	1	5
Private sites with temporary planning permission	0	0
<b>Total Private Sites</b>	<b>1</b>	<b>5</b>
<b>Public Sites (Council and Registered Providers)</b>	<b>0</b>	<b>0</b>
<b>Unauthorised Sites (none tolerated)</b>	<b>0</b>	<b>0</b>
<b>TOTAL</b>	<b>1</b>	<b>5</b>

- 6.9 The next stage of the process is to assess how much space is, or will become, available on existing sites. The main ways of finding this is through:
- » Current empty pitches.
  - » New sites or site extensions which have already been granted permission, or are likely to gain planning permission in the foreseeable future, or sites which are likely to come back into use following refurbishment.
  - » Pitches vacated by people moving to housing.
  - » Pitches vacated by people moving from the study area.
  - » Pitches vacated due to the dissolution of households.
- 6.10 Currently there are no vacant pitches on public sites in NE Lincs as there are no public sites. Whilst there are seasonal vacant pitches on the private site due to travelling patterns, these cannot be counted as available supply. There are no unimplemented sites with planning permission.

## Additional Pitch Provision: Current Need

- 6.11 The next stage of the process is to assess how many households are currently seeking pitches in the area. Groups of people who are likely to be seeking pitches will include those:
- » Households on unauthorised developments for which planning permission is not expected.
  - » Concealed households.
  - » Households in bricks and mortar wishing to move to sites.
  - » Gypsy and Traveller households on waiting lists for public sites.

## Current Unauthorised Developments

- 6.12 A problem with many Gypsy and Traveller Accommodation Assessments is that they count all caravans on unauthorised encampments; even those who visit on a regular basis and may stay for long periods of time, as requiring a permanent pitch in the area as in practice many are simply visiting or passing through. In order to remedy this, ORS' approach is to complete detailed site interviews with households and to identify their proper needs. As such this study will treat need as only those households on unauthorised sites already in the planning system (i.e. sites/pitches for which a planning application has been made or are likely to be made); those otherwise known to the Local Authorities as being resident in the area; or those identified through the household survey as requiring a permanent pitch.
- 6.13 Whilst the study has not identified any unauthorised developments on private land owned by Travellers in NE Lincs, detailed analysis has been undertaken of families living on unauthorised encampments in the area. This found that whilst many of the families that were interviewed did not want to settle permanently in the area, there was a core group who stated that they would like to settle in the area. However as things currently stand as no formal approach has been made to the council's planning or housing departments to request the provision of a permanent site in NE Lincs they are not included as need in this study. It is however recommended that the council continue to closely monitor these households and consider short-term transit provision in the area. This is dealt with later in this report.

## Concealed Households

- 6.14 The household survey also sought to identify concealed households on authorised sites that require a pitch of their own. A concealed household is where a couple or lone parent with children are living within a primary family, or adult children living at home, and wish to form their own household but are unable to do so because of a lack of space. Analysis of the demographics of the residents on the Mill House site show that there are 5 adult children aged between 20 and 28 living on pitches on the site, including 3 aged 22, 24 and 26 living with their parents and younger sibling on one pitch. As such we would estimate there to be 5 concealed households on the site.

## Bricks and Mortar

- 6.15 Identifying households in bricks and mortar has been frequently highlighted as an issue with Gypsy and Traveller Accommodation Assessments. The 2011 UK Census of Population identified a total of just 13 Gypsy and Irish Traveller households in NE Lincs.

- 6.16 As noted earlier, ORS went to **disproportionate** lengths to identify gypsies and travellers living in bricks and mortar and worked with stakeholders, Council officers, and on-site interviewees to identify households to interview. This process resulted in 2 contacts to interview, one who is the owner of the private site at Mill House and who is happy staying where she is, and one living in a caravan on a drive rented off the homeowner who would like to move to a site in the Grimsby/Cleethorpes area.
- 6.17 ORS would also note that in a number of recent studies undertaken, ORS has worked with national Gypsy and Traveller representatives to identify households in bricks and mortar. For a number of recent studies the representatives reported over 100 known households in housing and they encouraged them to come forward to take part in the survey. The actual number who eventually took part in the surveys ranged from zero to six households per area, and a very small proportion of these wished to move back to sites. Therefore, while there is anecdotal evidence of many Gypsies and Travellers in housing, most appear to be content to remain there and when provided with the opportunity by national representatives to register an interest in returning to sites, few choose to do so.

## Waiting Lists

- 6.18 There is no public site in NE Lincs so therefore there is no waiting list.

## Additional Pitch Provision: Future Need

- 6.19 The next stage of the process is to assess how many households are likely to be seeking pitches in the area in the future. There are three key components of future need. Total future need is the sum of the following:
- » Households living on sites with temporary planning permissions.
  - » New household formation expected during the study period.
  - » Migration to sites from outside the study area.

## Temporary Planning Permissions

- 6.20 There are currently no sites in NE Lincs with temporary planning permission.

## New Household Formation

- 6.21 It is recognised that an important group for future pitch provision will be children and young adults from existing households who will wish to form their own households in future years. Historically studies of Gypsy and Traveller population have assumed a net growth in the population of 3.00% per annum. However, long-term trends indicate that the number of Gypsy and Traveller **caravans** on site has grown by 134% nationally in the past 34 years, which equates to a net growth of around 2.50% per annum. Unfortunately, no specific figures are available for Gypsy and Traveller **households**. However, the UK Census of Population 2011 and ORS' own national survey data both indicate the **population** of Gypsies and Travellers grows at a rate between 1.50% and 2.50% per annum.

- 6.22 More recently in a letter dated 26th March 2014 Brandon Lewis MP, the Minister of State for Communities and Local Government, clarified the Government's position on household formation rates and stated:

*'I can confirm that the annual growth rate figure of 3% does not represent national planning policy. The previous Administration's guidance for local authorities on carrying out Gypsy and Traveller Accommodation Assessments under the Housing Act 2004 is unhelpful in that it uses an illustrative example of calculating future accommodation need based on the 3% growth rate figure. The guidance notes that the appropriate rate for individual assessments will depend on the details identified in the local authority's own assessment of need. As such the Government is not endorsing or supporting the 3% growth rate figure, though in some cases we are aware that inspectors have, in considering the level of unmet local need when demonstrating specific traveller appeals, used the 3% growth rate figure in the absence of a local authority's own up-to-date assessment of need.'*

- 6.23 While many GTAA studies undertaken by other companies have continued to use a net growth figure of 3.00%, we agree with the position being taken by CLG and firmly believe that any household formation rates should use a **robust local evidence base**, rather than simply relying on precedent.
- 6.24 The household survey for that was undertaken on the only site in NE Lincs indicated that there are 5 young adults aged between 20 and 28, and 7 teenage children aged between 14 and 19 living on the site. Given that the site is occupied by an extended family group and the elder family member who owns the site when interviewed said that the wider family want to stay together on the site, it is highly likely that there will be new household formations during the study period. Whilst a study such as this would normally apply a % rate for new household formation we feel that due to the circumstances an assumption of growth should be applied in this case and that there will be a need for 7 additional pitches on this site due to household formation over the 15 year study period based on the assumption that all children over the age of 10 will form a new household. Residents on the site have indicated that there is room to intensification or expansion of the current site to provide these additional pitches should planning consent be granted.

## In-migration from outside NE Lincs

- 6.25 The most complicated area for a study such as this is to estimate how many households will require accommodation from outside the area. Potentially, Gypsies and Travellers could move to the NE Lincs area from anywhere in the country, or further afield. It has been noted that a weakness of many Gypsy and Traveller Accommodation Assessments conducted across the country has been that they either allowed for out-migration without in-migration, which led to under-counting of need, or they over-counted need by assuming every household visiting the area required a pitch.
- 6.26 Typically, ORS allow for a balanced level of migration. The advantage of allowing for net migration to sum to zero is that it avoids the problems seen with other Gypsy and Traveller Accommodation Assessments where the modelling of migration clearly identifies too low or too high a level of total pitch provision. An assumption of net nil migration implies that the net pitch requirement is driven by locally identifiable need.
- 6.27 This issue has been raised at a number of planning appeals and ORS have demonstrated that in order to include a component for net in-migration need there is also the requirement to identify where out-migration will occur from.
- 6.28 There are three main sources of out-migration. Historically, London has seen a loss of Gypsy and Traveller sites and this has seen population displaced to areas across the country. However, given the location of NE Lincs it is highly unlikely that any out-flow from London will relocate there.

6.29 The second potential source of out-migration is from local authorities with significant areas of green belt. A Ministerial Statement in July 2013 reaffirmed that:

*'The Secretary of State wishes to make clear that, in considering planning applications, although each case will depend on its facts, he considers that the single issue of unmet demand, whether for traveller sites or for conventional housing, is unlikely to outweigh harm to the green belt and other harm to constitute the 'very special circumstances' justifying inappropriate development in the green belt.'*

6.30 However, while this reaffirmation of policy states that green belt development is likely to be inappropriate, it does not remove the requirement for local authorities with green belt to assess their needs and to provide pitches. There is a requirement for local authorities who have difficulties in meeting their own local need in their own area to work with neighbouring authorities through the Duty to Cooperate process to have these needs met. It is not the place of the Gypsy and Traveller Accommodation Assessment to assume a particular authority will meet the needs of another and instead any authority unable to meet their own needs should work with neighbours to meet these. This process is already well established in general housing provision. For the purpose of this study given that there are no areas of green belt near to NE Lincs it has been assumed that there will be no in-migration.

6.31 The final main source of out-migration is from the closure of unauthorised sites and encampments. There are several well documented cases of large-scale movement of gypsies and travellers following enforcement action against unauthorised sites – Dale Farm being a good example. However for the purpose of this study there are no known unauthorised sites near to NE Lincs which have recently closed and it has been assumed there will be no in-migration.

6.32 During the course of the fieldwork ORS identified one household currently living in an unauthorised caravan on a driveway in Gainsborough that she rents from the house owner. The caravan only has one bedroom and there are a single female, 1 young child and 2 teenage children living there. They have lived on a number of sites in the past and would like to live in the Grimsby/Cleethorpes area but cannot get on a waiting list as there are no public sites. She would be prepared to manage a site or be a site warden. Whilst this could be seen as potential in-migration, it is considered that this is a desire to move as opposed to actually future need, and as there are public sites in adjacent local authorities it is not included in this study.

6.33 Beyond this, rather than assess in-migrant households seeking to develop new sites in the area, ORS would propose that each case is assessed as a desire to live in the area and that site criteria rules are followed for each new site. It is important for the Council to have clear criteria-based planning policies in place for any new potential sites which do arise.

## Overall Needs for NE Lincs

6.34 The estimated extra provision that is required now and for the plan period to 2029 will be **12 additional pitches** to address the needs of all identifiable households on the current private site. This includes the concealed households and growth in household numbers due to new household formation.

**Figure 8**  
**Extra Pitches which are required in NE Lincs from 2014-2029**

Reason for Requirement/Vacancy	Gross Requirement	Supply	Net Requirement
<b>Supply of Pitches</b>			
Additional supply from empty public pitches	-	0	-
Additional supply from unimplemented sites	-	0	-
Additional supply new sites	-	0	-
<b>Total Supply</b>		<b>0</b>	
<b>Current Need</b>			
Unauthorised developments or encampments	0	-	-
Concealed households	5	-	-
Net movement from bricks and mortar	0	-	-
<b>Total Current Need</b>			
<b>Future Needs</b>			
Pitches with temporary planning permission	0	-	-
Net migration	0	-	-
New household formation	7	-	-
<b>Total Future Needs</b>	<b>7</b>		
<b>Total</b>	<b>12</b>	<b>0</b>	<b>12</b>

## Split to 2031 in 5 year Time Periods

<sup>6.35</sup> In terms of providing results by 5 year time periods, ORS has assumed that all concealed households are addressed in the first 5 years. In addition new household formation is apportioned over time based on the age profile of children that was recorded during the household interviews.

**Figure 9**  
Extra pitch provision in NE Lincs in 5 Year Periods (Financial Year 01/04-31/03)

	2014-2019	2019-2024	2024-2029	Total
NE Lincs	9	2	1	12

## Transit/Emergency Stopping Provision

<sup>6.36</sup> Transit sites serve a specific function of meeting the needs of Gypsy and Traveller households who are visiting an area or who are passing through. A transit site typically has a restriction on the length of stay of around 13 weeks and has a range of facilities such as water supply, electricity and amenity blocks.

<sup>6.37</sup> An alternative to a transit site is an emergency stopping place or designated stopping place. This type of site also has restrictions on the length of time for which a Traveller can stay on it, but has much more limited facilities with typically only a source of water and chemical toilets provided. Some authorities also operate an accepted encampment policy where households are provided with access to lighting, drinking water, refuse collection and hiring of portable toilets at a cost to the Travellers.

<sup>6.38</sup> The Criminal Justice and Public Order Act 1994 is particularly important with regard to the issue of Gypsy and Traveller transit site provision. Section 62A of the Act allows the Police to direct trespassers to remove

themselves, their vehicles and their property from any land where a suitable pitch on a relevant caravan site is available within the same Local Authority area (or within the county in two-tier Local Authority areas).

- 6.39 A suitable pitch on a relevant caravan site is one which is situated in the same Local Authority area as the land on which the trespass has occurred, and which is managed by a Local Authority, a Registered Provider or other person or body as specified by order by the Secretary of State. Case law has confirmed that a suitable pitch must be somewhere where the household can occupy their caravan and bricks and mortar housing is not a suitable alternative to a pitch.
- 6.40 Therefore, a public transit site both provides a place for households in transit to an area and also a mechanism for greater enforcement action against inappropriate unauthorised encampments.
- 6.41 Evidence provided by stakeholders and data from the Council indicated that there are regular illegal encampments, that instances of these encampments tend to occur between March and October, and that these are almost all families passing through en route to another destination, visiting to friends or family, or attending a specific event. When spoken with most of the households said that they did not want to settle permanently in the area, although there were a small number who stated that they would like to settle in the area – but have not made any formal approaches to the council.
- 6.42 As such ORS recommend that the council provide an emergency stopping place or designated stopping place of 5 pitches as it is clear that there is a regular pattern of illegal encampments in NE Lincs. The use of the shorter term transit provision should however be closely monitored by the council to determine whether there is a need for a further consideration of longer term transit provision or permanent need when the GTAA is reviewed.

## Needs for Plots for Travelling Showpeople

- 6.43 Planning records and site visits indicate that there are no Travelling Showpeople yards in NE Lincs. Additionally no evidence has been obtained that indicates a desire for Travelling Showpeople from outside of NE Lincs to move into the area. As such we would not recommend any provision for additional plots for Travelling Showpeople at this time, but would suggest that the Council monitor any activities by Travelling Showpeople in future years.

# 7. Conclusions

## Introduction

- 7.1 This chapter brings together the evidence presented earlier in the report to provide some key policy conclusions for NE Lincs. It focuses upon the key issues of current and future site provision for Gypsies and Travellers and also Travelling Showpeople.

## Gypsy and Traveller Future Pitch Provision

- 7.2 Based upon the evidence presented in this study the estimated extra pitch provision required for Gypsies and Travellers to 2029 in NE Lincs is **12 additional pitches** to meet the needs of the households living on the existing private site. These figures should be seen as the projected amount of provision which is necessary to meet the statutory obligations towards identifiable needs of the population arising in the area.
- 7.3 The table below shows the provision required by type of site in 5 year time periods to 2029. This is based upon addressing any current backlog of need where it arises in the next 5 years and then projecting forward household growth. The figure for the period 2014-2019 is made up of immediate need from the existing private site (5), and a proportion of the new household formation (4).

**Figure 10**  
Extra pitch provision in NE Lincs to 2029 (Financial Year 01/04-31/03)

	2014-2019	2019-2024	2024-2029	Total
NE Lincs	9	2	1	12

## Transit Sites

- 7.4 As such ORS recommend that the council provide an emergency stopping place or designated stopping place of 5 pitches as it is clear that there is a regular pattern of illegal encampments in NE Lincs. The use of the shorter term transit provision should however be closely monitored by the council to determine whether there is a need for a further consideration of longer term transit provision or permanent need when the GTAA is reviewed.

## Travelling Showpeople Requirements

- 7.5 Planning records and site visits indicate that there are no Travelling Showpeople yards in NE Lincs. Additionally no evidence has been obtained that indicates a desire for Travelling Showpeople from outside of NE Lincs to move into the area. As such we would not recommend any provision for additional plots for Travelling Showpeople at this time, but would suggest that the Council monitor any activities by Travelling Show people in future years.

## Appendix A: Gypsy and Traveller Sites in NE Lincs (July 2014)

Site	Number of G&T Pitches	Total Permitted Pitches
<b>Public Sites</b>		
None	-	-
<b>TOTAL PITCHES ON PUBLIC SITES</b>	<b>0</b>	<b>0</b>
<b>Private Sites with Permanent Permission</b>		
Mill House	5	5
<b>TOTAL PRIVATE PITCHES WITH PERMANENT PERMISSION</b>	<b>5</b>	<b>5</b>
<b>Private Sites with Temporary Permission</b>		
None	-	-
<b>TOTAL PRIVATE PITCHES WITH TEMPORARY PERMISSION</b>	<b>0</b>	<b>0</b>
<b>Tolerated Sites – Long-term without planning permission</b>		
None	-	-
<b>TOTAL PITCHES ON LONG-TERM TOLERATED PRIVATE SITES</b>	<b>0</b>	<b>0</b>
<b>Unauthorised Developments</b>		
None	-	-
<b>TOTAL PITCHES ON UNAUTHORISED DEVELOPMENTS</b>	<b>0</b>	<b>0</b>
<b>TOTAL PITCHES</b>	<b>5</b>	<b>5</b>

## Appendix B: Site Record Form

<b>Gypsy &amp; Traveller Accommodation Assessment – Site/Pitch Record</b> (Use an additional form if more than 4 caravans present on the pitch)																
<b>General Information</b>																
Name of Local Authority				North East Lincolnshire												
Date of Site Visit																
Time of Site Visit																
Name of Interviewer(s)																
Name/Address of Site/Yard																
Type of Site				Council / Social / Private / Unauthorised												
Plot/Pitch Number (if applicable)																
Planning Status				Full Permission / Temporary Permission / Unauthorised												
Number of Caravans on Pitch																
Number of other Buildings (include details)																
<b>Family Demographics</b>																
<b>Caravan 1</b>																
Name of Family				<i>If family not present note who provided the information</i>												
Ethnicity of Family				Romany Gypsy / Irish Traveller / Scots Gypsy or Traveller / Show Person / New Traveller / English Traveller / Welsh Gypsy / Non Traveller (specify)												
How long have they lived here?																
Person 1		Person 2		Person 3		Person 4		Person 5		Person 6		Person 7		Person 8		
Sex	Age	Sex	Age	Sex	Age	Sex	Age	Sex	Age	Sex	Age	Sex	Age	Sex	Age	
Concealed Households?				Yes / No Detail (including assessment of over-crowding):												
Any future needs?																
Why do you like living here?																

<b>Site/Pitch Plan</b>	<i>Sketch of Site/Pitch – any concerns?</i>

## Appendix C: Bricks & Mortar Adverts

Example of the Advert on Friends Families and Travellers Community Noticeboard  
(This is a 'rolling' advert that is updated by ORS on a regular basis to reflect the studies that we are undertaking)

Opinion Research Services (ORS) is an independent research company with experience in carrying out Accommodation Assessments across the country. These assessments must be carried out by every local authority to inform how many new pitches and sites will need to be provided in the future.

ORS would like to speak to Gypsies, Travellers and Travelling Showpeople who are looking to develop a site/yard or live in bricks and mortar and would prefer to live on a site/yard in any of the following areas: **Sunderland and South Tyneside; North Tyneside; Central Bedfordshire; Bexley; Reading; Lambeth; Hertsmere; York; Blackpool; Fylde and Wyre.**

If you would like to speak to ORS about your accommodation needs, please contact Claire Thomas on (01792) 535337 or email [Claire.Thomas@ors.org.uk](mailto:Claire.Thomas@ors.org.uk).



Example of Advert in the World's Fair Publication

## Accommodation for Travelling Showpeople

Opinion Research Services (ORS) is an independent research company with experience in carrying out Accommodation Assessments across the country. These assessments must be carried out by every local authority to inform how many new plots and yards will need to be provided in the future.

ORS would like to speak to Travelling Showpeople who live in or are looking to develop plots in any of the following areas:  
**Sunderland, South Tyneside, North Tyneside, Central Bedfordshire, Bexley, Reading, Hertsmere, York, Blackpool, Fylde, Wyre and Lambeth.**

If you would like to speak to ORS about your accommodation needs, please contact: **Claire Thomas** on **(01792) 535337** or email: **[Claire.Thomas@ors.org.uk](mailto:Claire.Thomas@ors.org.uk)**

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