

Reading Borough

Gypsy and Traveller, Travelling Showperson and Houseboat Dweller Accommodation Assessment

2017

Reading Borough Council

Final Report
June 2017

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Executive Summary

Introduction

The Reading Borough Gypsy and Traveller Accommodation Assessment (GTAA) analyses the latest available evidence to identify the accommodation needs of Gypsies and Travellers, Travelling Showpeople and houseboat dwellers from across the Borough.

The Reading Borough GTAA (2017) has comprised the following evidence sources:

- A review of existing (secondary) data,
- An online survey of 12 key stakeholders, and
- Interviews with 8 Gypsy and Traveller households living on unauthorised encampments, 4 Travelling Showperson households living on a yard and 4 households living in houseboat dwellings.

This data has been analysed to provide a picture of current provision and activity across Reading Borough and an assessment of future need, including both wider cultural need and the PPTS (2015) definition. The findings of the study provide an up-to-date, robust and defensible evidence base for policy development.

Current provision and activity

The 2011 Census identifies a total of 28 households in Reading with a 'White: Gypsy or Irish Traveller' ethnicity. Of these, all 28 households (100%) lived in bricks and mortar (house, bungalow, flat, maisonette or apartment) with none recorded as living in a caravan or other mobile or temporary structure.

The bi-annual Traveller caravan count indicates an average of around three caravans over the last five counts, all on unauthorised sites without planning permission. The annual Travelling Showperson caravan count indicates the presence of 6 Travelling Showperson caravans, all on an authorised private yard.

The triangulation of secondary data, Council records and fieldwork survey has identified that there are no authorised Gypsy and Traveller pitches on sites in Reading. However, there are 6 authorised plots on a privately-owned yard. In addition, there are regular unauthorised encampments within the Borough.

Gypsy and Traveller pitch requirements

The calculation of pitch requirements in the GTAA is based on DCLG modelling as advocated in *Gypsy and Traveller Accommodation Assessment Guidance* (DCLG, 2007). The DCLG Guidance requires an assessment of the current needs of Gypsies and Travellers and a projection of future needs. The Guidance advocates the use of a fieldwork survey to supplement secondary source information and derive key supply and demand information. The modelling used in the GTAA assumes a cultural definition of Gypsies and Travellers but also takes account of the definition set out in updated PPTS (2015).

There is a total need over the next five years (2017/18 to 2021/22) for 11 pitches in Reading Borough compared with a supply of zero authorised pitches. The result is an overall cultural shortfall of 11 pitches, or 10 pitches under the PPTS definition of need.

Over the longer-term, to the end of the Plan Period (2036/37) it is recommended that the Local Plan recognises a cultural need for 17 pitches and a need for 10 pitches under the PPTS definition.

Taking into account expected turnover, the GTAA recommends that the Local Plan should recognise a need for between 10 (PPTS definition of need) and 17 (cultural need) pitches over the Plan Period to 2036/37.

Travelling Showpeople plot requirements

There is currently one Travelling Showpersons yard in Reading Borough which includes 6 authorised plots. The 2017 GTAA has identified a total need over the next five years (2017/18 to 2021/22) for 6 plots in Reading, compared with a supply of 6 authorised plots. The result is an overall shortfall of zero plots.

Longer-term modelling suggests that 2 additional plots may be required over the period to 2036/37 to address need arising from emerging households. The GTAA therefore recommends that the Council should consider making provision in the Local Plan for 2 additional Travelling Showperson plots over the Plan Period to 2036/37.

Transit site requirements

In terms of transit provision, the household survey found that 100% of Gypsies and Travellers living on unauthorised encampments in the Borough felt that transit provision should be made in Reading and most (83.3%) felt this should be managed by the Council.

Unauthorised encampment activity is a good indicator of transit need. Given the increasing scale of unauthorised encampment activity reported within the Borough, it is recommended that the Council considers the provision of transit pitches in Reading. A transit site of 5 pitches could accommodate up to 10 caravans and this would have been adequate to accommodate the majority (91.9%) of caravans associated with unauthorised encampment activity over the period April 2014 to March 2017.

Houseboat mooring requirements

There are estimated 10 houseboats identified in the study, with five occupied at the time of fieldwork. Evidence would indicate no emerging need from houseboat families and no recommendation to seek additional moorings based on evidence available.

1. Introduction

1.1 In November 2016, arc⁴ were commissioned by Reading Borough Council to undertake a Gypsy and Traveller Accommodation Assessment (GTAA) to identify the accommodation needs of Gypsies and Travellers, Travelling Showpeople and houseboat dwellers from across Reading. The overall objective of the assessment is to form a clear evidence basis to inform the development of planning policies relating to Gypsy, Travellers, Travelling Showpeople and houseboat dwellers. The research provides information about the current and future accommodation needs of these three groups of the Travelling population.

1.2 The study adopts the definition of 'Gypsies and Travellers' set out within *Planning policy for traveller sites* (PPTS) (as updated in August 2015), within which the following definition of 'Gypsies and Travellers' is adopted:

*'Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily, but excluding members of an organised group of travelling showpeople or circus people travelling together as such.'*¹

1.3 In addition, updated PPTS (August 2015) adds the following 'clarification' for determining whether someone is a Gypsy or Traveller:

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

- a) *whether they previously led a nomadic habit of life*
- b) *the reasons for ceasing their nomadic habit of life*
- c) *whether there is an intention of living a nomadic habit of life in the future, and if so, how soon and in what circumstances.'*²

1.4 The following definition of 'Travelling Showpeople' is used, also taken from the planning policy document:

*'Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family's or dependants' more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily, but excludes Gypsies and Travellers as defined above.'*³

1.5 In addition:

'For the purposes of this planning policy, "pitch" means a pitch on a "gypsy and traveller" site and "plot" means a pitch on a "travelling showpeople" site (often called a "yard"). This terminology differentiates between residential pitches for "gypsies and travellers" and mixed-use plots for "travelling showpeople", which

¹ DCLG *Planning policy for traveller sites* August 2015 Annex 1, para 1

² DCLG *Planning policy for traveller sites* August 2015 Annex 1, para 2

³ DCLG *Planning policy for traveller sites* August 2015 Annex 1, para 3

*may/will need to incorporate space or to be split to allow for the storage of equipment.*⁴

- 1.6 For the purposes of this study, therefore, Gypsies and Travellers live on pitches on sites, whilst Travelling Showpeople live on plots on yards. Regarding existing provision, there are no permanent Gypsy and Traveller sites in Reading, one Travelling Showpersons site and several households living on houseboats. It is understood there is one large extended Irish Traveller heritage family living in the Borough and although attempts were made to engage with the family through Council officers, this was not successful.
- 1.7 The overall purpose of a Gypsy and Traveller Accommodation Assessment (GTAA) is to support the development of clear and realistic planning policies relating to Gypsies and Travellers, Travelling Showpeople and houseboat dwellers. The study provides an evidence base to assist the Council in determining an appropriate level of pitch provision to be sought through the lifetime of the Local Plan and to identify the accommodation needs of Gypsies and Travellers to meet the Council's obligations under section 8 of the Housing Act 1985 (as added by section 124 of the Housing and Planning Act 2016).

Study components

- 1.8 The study comprised five stages, which are set out below:
- **Stage 1:** Development of methodology. Collation and review of existing information and literature;
 - **Stage 2:** Stakeholder consultation;
 - **Stage 3:** Survey of Gypsies and Travellers across the study area;
 - **Stage 4:** Data analysis, calculation of needs and report production; and
 - **Stage 5:** Dissemination.

Report structure

- 1.9 The report structure is as follows:
- **Chapter 1 Introduction:** provides an overview of the study;
 - **Chapter 2 Legislative and policy context:** presents a review of the legislative and policy context;
 - **Chapter 3 Methodology:** provides details of the study's research methodology;
 - **Chapter 4 Review of current Gypsy and Traveller, Travelling Showperson and houseboat dweller population and provision of sites/plots/moorings:** reviews estimates of the travelling population across Reading Borough and the scale of existing site/plot/mooring provision;

⁴ DCLG *Planning policy for traveller sites* August 2015 Annex 1, para 5

- **Chapter 5 Stakeholder consultation:** summarises views of stakeholders expressed through the on-line survey;
- **Chapter 6 Pitch/plot/mooring requirements:** focuses on current and future pitch, plot and mooring requirements. This chapter includes a detailed assessment of drivers of demand, supply and current shortfalls across the study area; and
- **Chapter 7 Conclusion and strategic response:** concludes the report, identifying headline issues, and recommending ways in which these could be addressed.

1.10 The report is supplemented by the following appendices:

- **Appendix A** which provides details of the legislative background underpinning accommodation issues for Gypsies and Travellers;
- **Appendix B** Literature review of policy, guidance, reports and best practice notes;
- **Appendix C** Fieldwork questionnaires; and
- **Appendix D** Glossary of terms.

2. Legislative and Policy Context

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

Legislative background

- 2.2 Since 1960, three Acts of Parliament have had a major impact on Gypsies and Travellers and Travelling Showpeople:
- Caravan Sites and Control of Development Act 1960;
 - Caravan Sites Act 1968 (Part II); and the
 - Criminal Justice and Public Order Act 1994.
- 2.3 The 1994 Criminal Justice and Public Order Act abolished all statutory obligations to provide accommodation, discontinued Government grants for sites and made it a criminal offence to camp on land without the owner's consent.
- 2.4 Since the 1994 Act, the only places where Gypsies and Travellers and Travelling Showpeople can legally park their trailers and vehicles are:
- Council and Registered [Social Housing] Providers' Gypsy caravan sites;
 - Privately owned land with appropriate planning permission; and
 - Land with established rights of use, other caravan sites or mobile home parks by agreement or licence along with land required for seasonal farm workers.
- 2.5 The 1994 Act resulted in increased pressure on available sites. Following further reviews of law and policy, the Housing Act 2004 was passed, which included placing a requirement (section 225) on local authorities to assess Gypsy and Traveller and Travelling Showpeople accommodation needs within their area.
- 2.6 The recent Housing and Planning Act 2016 (section 124) creates a new duty under section 8 of the Housing Act 1985 to consider the needs of people residing in or resorting to a district with respect to sites for caravans and the mooring of houseboats as part of the periodical review of housing needs. It deletes sections 225 and 226 of the Housing Act 2004.
- 2.7 More detail on the legislation affecting Gypsies and Travellers and Travelling Showpeople can be found at Appendix A.

Policy background

- 2.8 A considerable range of policy and guidance documents have been prepared by Central Government to assist local authorities in discharging their strategic housing and planning functions and numerous research and guidance documents have been published by other agencies. This review examines influential policy, guidance and research which relates specifically to Gypsies and Travellers and Travelling Showpeople or makes reference to them; more information is provided within Appendix B.

- 2.9 Some of the key themes to emerge from the review of relevant literature include:
- Recognising the long-standing role Gypsies and Travellers and Travelling Showpeople have played in society and how prejudice, discrimination and legislative change have increasingly marginalised these distinctive ethnic groups;
 - A recognised shortage of provision for Gypsies and Travellers;
 - The importance of understanding Gypsy and Traveller issues in the context of recent housing and planning policy development;
 - Recognition that Gypsies and Travellers are one of the most socially excluded groups in society and are particularly susceptible to a range of inequalities relating to health, education, law enforcement and quality of accommodation; and
 - A need for better communication and improved understanding between, and within, Travelling communities themselves, and between Travelling communities and elected members, service providers and permanently settled communities.

Planning policy

- 2.10 In March 2012 the Government published the National Planning Policy Framework (NPPF)⁵ *Planning policy for traveller sites*⁶ (PPTS 2012) was also published to be read in conjunction with the NPPF. These documents replaced all previous national planning policy in respect of Gypsies and Travellers and Travelling Showpeople.
- 2.11 Previously, local planning authorities had been required to set aside enough land for Gypsy and Traveller sites, with targets set in regional plans. The Coalition Government abolished regional planning under the provisions of the Localism Act 2011 and local authorities no longer have targets set out in regional plans.
- 2.12 PPTS 2012 instead encouraged local planning authorities to form their own evidence base for needs in their area and use this to set their own pitch and plot targets for their Local Plan.
- 2.13 In a written statement to Parliament on 17th January 2014 the Coalition Government stated:
- 'Ministers are considering the case for further improvements to both planning policy and practice guidance to strengthen Green Belt protection in this regard. We also want to consider the case for changes to the planning definition of 'travellers' to reflect whether it should only refer to those who actually travel and have a mobile or transitory lifestyle. We are open to representations on these matters and will be launching a consultation in due course.'*⁷
- 2.14 Between September and November 2014 the Government consulted on proposed changes to PPTS. An updated document, *Planning policy for traveller*

⁵ DCLG National Planning Policy Framework March 2012

⁶ DCLG *Planning policy for traveller sites* March 2012 (now superseded)

⁷ House of Commons 17 January 2014, c35WS

sites (PPTS 2015) was subsequently published in August 2015⁸. Alongside the publication on 31st August 2015, a letter to Chief Planning Officers in England was issued by the DCLG Chief Planner (Steve Quatermain)⁹. The letter and accompanying planning policy statement dealt specifically with the issue of Green Belt protection and intentional unauthorised development. On 17th December 2015, the Minister of State for Housing and Planning (Brandon Lewis) made a Written Statement confirming the changes to national policy set out in the letter and statement, that intentional unauthorised development is a material consideration in the determination of planning applications and appeals¹⁰.

2.15 PPTS 2015 sets out 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'*¹¹

2.16 The policy sets out the Government's aims in respect of traveller sites, namely:

- a. *that local planning authorities should make their own assessment of need for the purposes of planning*
- b. *to ensure that local planning authorities, working collaboratively, develop fair and effective strategies to meet need through the identification of land for sites*
- c. *to encourage local planning authorities to plan for sites over a reasonable timescale*
- d. *that plan-making and decision-taking should protect Green Belt from inappropriate development*
- e. *to promote more private traveller site provision while recognising that there will always be those travellers who cannot provide their own sites*
- f. *that plan-making and decision-taking should aim to reduce the number of unauthorised developments and encampments and make enforcement more effective*
- g. *for local planning authorities to ensure that their Local Plan includes fair, realistic and inclusive policies*
- h. *to increase the number of traveller sites in appropriate locations with planning permission, to address under provision and maintain an appropriate level of supply*
- i. *to reduce tensions between settled and traveller communities in plan-making and planning decisions*
- j. *to enable provision of suitable accommodation from which travellers can access education, health, welfare and employment infrastructure*
- k. *for local planning authorities to have due regard to the protection of local amenity and local environment'*¹²

2.17 It is within this policy context that local planning authorities will have to plan future provision for Gypsies and Travellers and Travelling Showpeople across their respective areas. 'Policy A' requires Councils to use evidence to plan positively and manage development. Paragraph 7 of PPTS 2015 states that:

⁸ DCLG *Planning policy for traveller sites* August 2015

⁹ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/457632/Final_Chief_Planning_Officer_letter_and_written_statement.pdf

¹⁰ <http://www.parliament.uk/business/publications/written-questions-answers-statements/written-statement/Commons/2015-12-17/HCWS423/>

¹¹ DCLG *Planning policy for traveller sites* August 2015, paragraph 3

¹² DCLG *Planning policy for traveller sites* August 2015, paragraph 4

'In assembling the evidence base necessary to support their planning approach, local planning authorities should:

- 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) cooperate 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.'*

2.18 'Policy B' of PPTS 2015 relates to plan-making and planning. It sets the context for Local Plan preparation, consistent with policies in the NPPF. Paragraph 9 sets out that local planning authorities should set pitch and plot targets which address the likely permanent and transit site accommodation needs of Travellers in their area, working collaboratively with neighbouring local planning authorities. Specifically, in producing their Local Plan, local planning authorities should:

- a) 'identify and update annually, a supply of specific deliverable sites sufficient to provide 5 years' worth of sites against their locally set targets*
- b) identify a supply of specific, developable sites, or broad locations for growth, for years 6 to 10 and, where possible, for years 11-15*
- c) consider production of joint development plans that set targets on a cross-authority basis, to provide more flexibility in identifying sites, particularly if a local planning authority has special or strict planning constraints across its area (local planning authorities have a duty to cooperate on planning issues that cross administrative boundaries)*
- d) relate the number of pitches or plots to the circumstances of the specific size and location of the site and the surrounding population's size and density*
- e) protect local amenity and environment.'*

2.19 PPTS 2015 explains that, to be considered 'deliverable', sites should be:

- available now,
- offer a suitable location for development,
- be achievable with a realistic prospect that development will be delivered on the site within five years,
- Sites with planning permission should be considered deliverable until permission expires, unless there is clear evidence that schemes will not be implemented within five years, for example they will not be viable, there is no longer a demand for the type of units or sites have long term phasing plans.

2.20 In order to be considered 'developable', sites should be:

- in a suitable location for traveller site development; and
- there should be a reasonable prospect that the site is available and could be viably developed at the point envisaged.

Changes to planning policy

2.21 The updated PPTS (2015) has introduced some key changes to policy, including:

Change of the definition of 'traveller'

2.22 The definition of Gypsies and Travellers adds the following 'clarification':

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

- a) *whether they previously led a nomadic habit of life*
- b) *the reasons for ceasing their nomadic habit of life*
- c) *whether there is an intention of living a nomadic habit of life in the future, and if so, how soon and in what circumstances.*¹³

2.23 This means that for planning-related purposes the definition of Gypsy and Traveller has been changed so that it excludes those who have permanently ceased from travelling.

2.24 The Government has also indicated that it will seek to amend primary legislation to clarify the duties of local authorities to plan for the housing needs of their residents.

Protecting the Green Belt

2.25 The updated PPTS document changes the weight that can be given to any absence of a five-year supply of permanent sites when deciding planning applications for temporary sites in land designated as Green Belt, sites protected under the Birds and Habitats Directives, sites designated as Sites of Special Scientific Interest, Local Green Space, Areas of Outstanding Natural Beauty or within a National Park or the Broads.

2.26 The Government has also changed planning policy so that unmet need and personal circumstances (subject to the best interests of the child) are unlikely to clearly outweigh harm to the Green Belt. This change applies to both the settled and Traveller communities.

Unauthorised occupation

2.27 The planning policy statement issued with PPTS 2015¹⁴ (and confirmed by Ministerial Statement¹⁵) makes clear that if a site is intentionally occupied without planning permission this would be a material consideration in any retrospective

¹³ DCLG *Planning policy for traveller sites* August 2015 Annex 1, para 2

¹⁴ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/457632/Final_Chief_Planning_Officer_letter_and_written_statement.pdf

¹⁵ <http://www.parliament.uk/business/publications/written-questions-answers-statements/written-statement/Commons/2015-12-17/HCWS423/>

planning application for that site. Whilst this does not mean that retrospective applications will be automatically refused, it does mean that failure to seek permission in advance of occupation will count against the application.

- 2.28 In addition, the PPTS document makes clear that in exceptional cases where a local authority is burdened by a large-scale unauthorised site that has significantly increased need and their area is subject to strict planning constraints then there is no assumption that the local authority will be required to meet their Gypsy and Traveller site needs in full.

Gypsy and Traveller Accommodation Needs Assessments Guidance

- 2.29 In October 2007, the DCLG published *Gypsy and Traveller Accommodation Needs Assessments Guidance*.
- 2.30 This Guidance sets out a detailed framework for designing, planning and carrying out Gypsy and Traveller accommodation needs assessments (GTAAs), including the needs of Showpeople as well as Gypsies and Travellers. It acknowledges that the housing needs of Gypsies and Travellers are likely to differ from those of the settled community, and that they have hitherto been excluded from accommodation needs assessments.
- 2.31 The 2007 Guidance stresses the importance of understanding accommodation needs of the whole Gypsy and Traveller population and emphasises the importance of obtaining robust data. It recognises the difficulty of surveying this population and recommends the use of:
- Qualitative methods such as focus groups and group interviews;
 - Specialist surveys of those living on authorised sites that are willing to respond; and
 - Existing information, including local authority site records and the twice yearly caravan counts.
- 2.32 The Guidance recognises that there are challenges in carrying out these assessments, and accepts that while the approach should be as robust as possible it is very difficult to exactly quantify unmet need.
- 2.33 The approach and methodology set out in the Guidance has formed the framework for this GTAA for Reading Borough Council and this has not been changed by the recent changes to planning guidance.

Draft guidance to local housing authorities on the periodical review of housing needs: caravans and houseboats

- 2.34 In March 2016, the DCLG published *Draft guidance on the periodical review of housing needs: Caravans and Houseboats*. The draft guidance relates to Clause 115 of the Housing and Planning Bill, which has become Section 124 of the Housing and Planning Act 2016 (passed in May 2016).
- 2.35 The draft guidance explains how Government wants local housing authorities to interpret changes to accommodation needs assessments (as required by Section 8 of the Housing Act 1985), specifically in relation to caravans and houseboats.

- 2.36 In the carrying out of accommodation needs assessments, the draft guidance stresses the importance of close engagement with the community. The use of existing data along with conducting a specialist survey is recommended.
- 2.37 The draft guidance has been taken into account in the planning, preparation and undertaking of this GTAA for Reading Borough.
- 2.38 The publication of finalised guidance is awaited.

Enforcement powers

- 2.39 In March 2015, the Government published *Dealing with illegal and unauthorised encampments: a summary of available powers*, which sets out *'the robust powers councils, the police and landowners now have to clamp down quickly on illegal and unauthorised encampments'*.¹⁶ The powers are reiterated as part of the Government's commitment to protecting the Green Belt. The summary advises authorities that they *'should not gold-plate human rights and equalities legislation'* and that they have in fact strong powers available to them to deal with unauthorised encampments. When dealing with encampments authorities are advised to consider the following:
- *'The harm that such developments can cause to local amenities and the local environment;*
 - *The potential interference with the peaceful enjoyment of neighbouring property;*
 - *The need to maintain public order and safety and protect health;*
 - *Any harm to good community relations; and*
 - *That the State may enforce laws to control the use of an individual's property where that is in accordance with the general public interest.'*¹⁷
- 2.40 Despite having a clear leadership role, the summary urges local authorities to work collaboratively with other agencies, such as the Police and/or the Highways Agency to utilise these enforcement powers.
- 2.41 On 31st August 2015, alongside the publication of updated PPTS the DCLG wrote to all local authority Chief Planning Officers in England attaching a planning policy statement on *Green Belt protection and intentional unauthorised development*¹⁸ with immediate effect. The statement sets out changes to make intentional unauthorised development a material consideration in the determination of planning applications, and also to provide stronger protection for the Green Belt. The statement explains that the Planning Inspectorate will monitor all appeal decisions involving unauthorised development in the Green Belt, and additionally the DCLG will consider the recovery of a proportion of relevant appeals for the Secretary of State's decision *'to enable him to illustrate*

¹⁶ CLG Home Office and Ministry of Justice Dealing with illegal and unauthorised encampments a summary of available powers March 2015 introduction

¹⁷ CLG Home Office and Ministry of Justice Dealing with illegal and unauthorised encampments a summary of available powers March 2015 introduction

¹⁸https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/457632/Final_Chief_Planning_Officer_letter_and_written_statement.pdf

how he would like his policy to apply in practice, under the criteria set out in 2008.

- 2.42 In addition, the planning policy statement of 31st August 2015 announced that the Government has cancelled the documents *Guide to the effective use of enforcement powers, Part 1* (2006) and *Part 2* (2007).

Caravan Counts

- 2.43 Snapshot counts of the number of Gypsy and Traveller caravans were requested by the Government in 1979, and have since been undertaken bi-annually by local authorities on a voluntary basis every January and July¹⁹. Their accuracy varies between local authorities and according to how information is included in the process. A major criticism is the non-involvement of Gypsies and Travellers themselves in the counts. However, the counts, conducted on a single day twice a year, are the only systematic source of information on the numbers and distribution of Gypsy and Traveller trailers. The counts include caravans (or trailers) on and off authorised sites (i.e. those with planning permission) but do not relate necessarily to the actual number of pitches (i.e. capacity) on sites.
- 2.44 In addition, there is an annual snapshot count of the number of Travelling Showpeople caravans, which is undertaken alongside the January count of Gypsy and Traveller caravans (as above).
- 2.45 A major review²⁰ of the counting system was undertaken in 2003 by the then Office of the Deputy Prime Minister (ODPM), which made a number of recommendations and improvements to the process.

Progress on tackling inequalities

- 2.46 In April 2012 the Coalition Government published a *Progress report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers*²¹, which summarised progress in terms of meeting ‘Government commitments to tackle inequalities and promote fairness for Gypsy and Traveller communities’²². The report covers 28 measures from across Government aimed at tackling inequalities, these cover:
- Improving education outcomes;
 - Improving health outcomes;
 - Providing appropriate accommodation;
 - Tackling hate crime;
 - Improving interaction with the National Offender Management Service;
 - Improving access to employment and financial services; and

¹⁹ Historically caravan counts have not included Travelling Showpeople. Since 2010 the Government has requested that January counts include Travelling Showpeople, however, the figures relating to Travelling Showpeople are reported separately and not included in the overall count figures.

²⁰ Counting Gypsies and Travellers: A Review of the Caravan Count System, Pat Niner Feb 2004, ODPM

²¹ The study only includes reference to Gypsies and Travellers and not Travelling Showpeople

²² www.communities.gov.uk/news/corporate/2124322

- Improving engagement with service providers.
- 2.47 In respect of provision of appropriate accommodation, the report advises that financial incentives and other support measures have been put in place to help councils and elected members make the case for development of Traveller sites within their areas. Changing perceptions of sites is also identified as a priority, and to this end the Government made the following commitments:
- *‘The Department for Communities and Local Government will help Gypsy and Traveller representative groups showcase small private sites that are well presented and maintained...’*
 - *‘Subject to site owners agreeing to have their homes included we will help produce a case study document which local authorities and councillors, potential site residents and the general public could use. It could also be adapted and used in connection with planning applications.’*²³
- 2.48 Also aimed at improving provision of accommodation for Gypsies and Travellers, the Government committed to:
- The provision of support, training and advice for elected member services up to 2015; and
 - The promotion of improved health outcomes for Travellers through the planning system; the report states that *‘one of the Government’s aims in respect of traveller sites is to enable provision of suitable accommodation, which supports healthy lifestyles, and from which travellers can access education, health, welfare and employment infrastructure.’*²⁴

Previous Design Guidance

- 2.49 PPTS 2015 provides no guidance on design for Gypsy and Traveller sites, concentrating instead on the mechanics of the planning process, from using evidence to plan making and decision taking.
- 2.50 Previous design guidance²⁵ was set out in *Designing Gypsy and Traveller Sites – Good Practice Guide* (2008) which suggests that, among other things, there must be an amenity building on each site and that this must include, as a minimum:
- Hot and cold water supply;
 - Electricity supply;
 - A separate toilet;
 - A bath/shower room; and
 - A kitchen and dining area.

²³ CLG Progress report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers April 2012 commitment 12 page 18

²⁴ CLG Progress report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers April 2012 para 4.13 page 19

²⁵ This guidance does not apply to the provision of new yards for Travelling Showpeople. Further information about good practice in the provision of yards can be obtained from the Showmen’s Guild of Great Britain.

2.51 A Homes and Communities Agency (HCA) review (January 2012) of Non-Mainstream Housing Design Guidance found that the DCLG Design Guide ‘succinctly outlines the physical requirements for site provision for travellers’. It also identified a number of ‘pointers’ for future guidance, and these are worth mentioning here:

- The family unit should be considered to be larger and more flexible than that of the settled community due to a communal approach to care for the elderly and for children;
- A distinct permanent building is required on site to incorporate washing and cooking facilities, and provide a base for visiting health and education workers; and
- Clearer diagrams setting out the parameters for design are called for, both in terms of the scale of the dwelling and the site. Incorporating requirements for maintenance, grazing, spacing, size provision, communal spaces, etc. ‘would ensure that a set of best practice principles can be established.’²⁶

2.52 The HCA Review suggested the following design considerations:

- Travelling Showpeople should be considered in the development of provision for temporary/transit sites;
- Vehicular access is a requirement and not an option;
- Open space is essential for maintenance of vehicles and grazing of animals;
- Open play space for children needs to be provided;
- A warden’s office is required for permanent sites;
- Communal rooms for use of private health/education consultations are required; and
- An ideal ratio of facilities provision (stand pipes, parking area, recreation space) to the number of pitches.

2.53 On 31st August 2015, the DCLG letter to Chief Planning Officers (setting out the planning policy statement on *Green Belt protection and intentional unauthorised development*) set out that the Government thereby cancelled the document *Designing Gypsy and Traveller Sites – Good Practice Guide* (2008).

Strategic policy

2.54 Despite the revocation of regional spatial strategies, the need for strategic planning remains, especially to ensure coherent planning beyond local authority boundaries. To this end the Localism Act 2011 and the National Planning Policy Framework (NPPF) set out that public bodies have a duty to cooperate on planning issues that cross administrative boundaries (NPPF, paragraph 178).

2.55 National planning practice guidance (NPPG) includes a guidance document specific to the *Duty to cooperate* (March 2014). This states that duty to cooperate

²⁶ Non-Mainstream Housing Design Guidance Literature Review, HCA January 2012 page 63

is not a duty to agree, but local planning authorities should make every effort to secure the necessary cooperation on strategic cross boundary matters before they submit their Local Plans for examination (paragraph 1). In addition, it states that the duty to cooperate seeks to ensure that local planning authorities lead strategic planning effectively through their Local Plans, addressing social, environmental and economic issues that can only be addressed effectively by working with other local planning authorities beyond their own administrative boundaries (paragraph 8).

- 2.56 A multi-disciplinary group involved with the needs of Gypsies and Travellers in the local area meets quarterly to share information and work collaboratively to meet the needs of the community. In addition, Reading Borough Council employs an Education Welfare Officer, who is responsible for engagement with the Traveller community in Reading, including attending sites and encampments to help to determine to educational needs of school-aged children.
- 2.57 The Berkshire Healthcare NHS Foundation Trust (BHFT) provides a Specialist Health Visitor for Vulnerable Families who supports the Borough Council to manage the identified health needs on sites, including promoting and facilitating access to appropriate local health care services.

3. Methodology

- 3.1 In order to deliver the requirements of Government guidance²⁷ the methodology for this study has comprised:
- Desktop analysis of existing documents, including data on pitches/sites, plots/yards and unauthorised encampments;
 - A review of existing provision of sites; and
 - Interviews with Gypsies and Travellers, Travelling Showpeople and houseboat dwellers.
- 3.2 The information gathering has been carried out in three phases, as outlined below:
- Phase 1: Literature/desktop review, steering group discussions and survey of stakeholders;
 - Phase 2: Site survey (including census) and interviews with Gypsies and Travellers across the Borough; and
 - Phase 3: Production of report.

Phase 1: Literature/desktop review, steering group discussions and stakeholder survey

- 3.3 This phase comprised a review of available literature, including legislative background and best practice information; and analysis of available secondary data relating to Gypsies and Travellers.
- 3.4 Relevant regional, sub-regional and local information has been collected, collated and reviewed, including information on:
- The national policy and legislative context;
 - Current policies towards Gypsies and Travellers in the Borough (drawn from Local Authority policy documents, planning documents, housing strategies and homelessness strategies); and
 - Analysis of existing data sources available from stakeholders²⁸.
- 3.5 This information has helped to shape the development of this report, and in particular the review of the legislative and policy context set out in Chapter 2.
- 3.6 The project steering group was fully consulted regarding the most appropriate methodology for undertaking the assessment work, including site fieldwork, and provided stakeholder contact information for undertaking the stakeholder survey.

²⁷ CLG Gypsy and Traveller Accommodation Needs Assessments Guidance October 2007 https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/7838/accommneedsassessments.pdf

²⁸ This includes CLG caravan count data and information on unauthorised encampment data provided by the Council (see chapter 6 for more information on this data)

- 3.7 The survey of stakeholders was conducted by means of an online questionnaire. Contact information for key stakeholders was provided by the steering group. Stakeholders were contacted and asked to participate in the online questionnaire, answering whichever questions they felt were relevant to their knowledge and experience. The questionnaire was made available for three weeks and reminder emails were sent out to encourage as many responses as possible.
- 3.8 A total of 12 responses to the stakeholder survey were obtained and these have been analysed quantitatively and qualitatively, as appropriate to the relevant data. The findings of the survey are set out in Chapter 5 of this report.

Phase 2: Community interviews

- 3.9 The primary fieldwork for this study comprised survey work with Gypsies and Travellers, Travelling Showpeople and houseboat dwellers. The questionnaires (Appendix C) were designed by arc⁴ in consultation with the project steering group and build upon our standard questionnaire.
- 3.10 The household survey was undertaken by arc⁴. The overarching aim of the fieldwork was to maximise the number of interviews secured from households living on sites/yards/moorings and in bricks and mortar within the Borough. Consulting with stakeholders ensured that the fieldwork team had a good understanding of the local issues facing Gypsies and Travellers and helped to maximise the community's participation in the study.
- 3.11 The cultural needs of Gypsies and Travellers and Travelling Showpeople differ from those of the rest of the population and consideration of culturally specific requirements such as the need for additional permanent caravan sites and/or transit sites and/or stopping places (or improvements to existing sites) are key to this study. The research has therefore explicitly sought information from Travelling people across the Borough living in different types of accommodation.
- 3.12 Interviews took place between 13th December 2016 and 28th February 2017. A total of 6 interviews were achieved with Gypsies and Travellers living on unauthorised encampments. A total of 8 were identified but two were not planning on staying in the area and not interviewed. Contact was established through a community representative who helpfully obtained telephone numbers of households on unauthorised encampments.
- 3.13 There is one Travelling Showperson site in Reading located on Scours Lane owned by the Mason family. The site comprises 6 plots and interviews were achieved with 4 families living on the site. Discussions with the site owner indicated that occupancy does fluctuate, with families pulling on for short periods of time.
- 3.14 A total of 4 houseboat dwellers were interviewed.

Phase 3: Production of report

- 3.15 In conjunction with face-to-face interviews with members of the Travelling community, a range of complementary research methods have been used to

permit the triangulation of results. These are brought together during the research process and inform the outputs of the work and include:

- Desktop analysis of existing documents and data;
 - Preparing a database of authorised and unauthorised sites; and
 - Conducting a stakeholder survey of professionals who have direct contact with local Gypsy and Traveller communities across the Reading area.
- 3.16 Good practice guidance and evidence from other studies emphasises that building trust with Travelling communities is a prerequisite of meaningful research. In this case it has been achieved by engaging with Gypsies and Travellers directly, by using local resources and workers to make links, and working with officers who have already established good relationships with local Travelling communities.
- 3.17 We have also used the following sources of information:
- The DCLG caravan counts (up to January 2017); and
 - Local Authority information on existing site provision and unauthorised developments.
- 3.18 The assessment of pitch requirements has been calculated by utilising information on current supply of pitches and the results from the survey. The overall number of pitches has been calculated using Local Authority information, with likely capacity through turnover assessed through the survey. A detailed explanation of the analysis of pitch requirements is contained in Chapter 6 but briefly comprises analysis of the following elements:
- Current pitch provision, households living in bricks and mortar accommodation; households planning to move in the next FIVE years, and emerging households to give total demand for pitches; and
 - Turnover on existing pitches and total supply.
- 3.19 The approach used then reconciles the demand and supply data to identify overall pitch requirements.
- 3.20 To identify any need for transit provision, findings from the household survey have been analysed alongside other contextual information.

Pitches and households

- 3.21 One of the key challenges faced when assessing Gypsy and Traveller pitch requirements is the actual nature of pitches and how this relates to the number of households they can support.
- 3.22 PPTS (August 2015) refers to the need for Local Planning Authorities to '*identify and update annually, a supply of specific deliverable sites sufficient to provide 5 years' worth of sites against their locally set targets*' and '*relate the number of pitches/plots to the circumstances of the specific size and location of the site and the surrounding population's size and density*' (PPTS 2015, paragraph 10).
- 3.23 One of the key challenges faced with assessing Gypsy and Traveller need is the relationship between the number of pitches and households a site can support.

- 3.24 Planning decision notices usually refer the number of pitches on a site or the specifics of what can be on a pitch e.g. statics, tourers; or specific individuals and/or households.
- 3.25 As part of the GTAA, it is essential that the characteristics of sites, the number of pitches and how many households these can support is carefully considered. There are a range of issues which need to be considered when reviewing site and pitch characteristics and their potential implications for future pitch and site requirements which are now summarised.

Site and pitch size

- 3.26 There are no definitive parameters for site or pitch sizes. Previous Design Guidance (DCLG, 2008) states in paragraph 4.4 that *'Gypsy and Traveller sites are designed to provide land per household which is suitable for a mobile home, touring caravan and a utility building, together with space for parking. Sites of various sizes, layouts and pitch numbers operate successfully today and work best when they take into account the size of the site and the needs and demographics of the families resident on them'*.
- 3.27 Paragraph 4.47 states that *'to ensure fire safety it is essential that every trailer, caravan or park home must be not less than 6 metres from any other trailer, caravan or park home that is occupied separately'*.
- 3.28 Paragraph 7.12 states that *'as a general guide, it is possible to specify that an average family pitch must be capable of accommodating an amenity building, a large trailer and touring caravan (or two trailers, drying space for clothes, a lockable shed (for bicycles, wheelchair storage etc.), parking space for two vehicles and a small garden area'*.
- 3.29 Paragraph 4.13 states that *'smaller pitches must be able to accommodate at least an amenity building, a large trailer, drying space for clothes and parking for at least one vehicle'*.

Occupancy

- 3.30 A pitch may accommodate more than one family unit, for instance it could include a family, older children who have formed their own household and other family members. This could lead to potential overcrowding and this is considered as part of the GTAA household survey.
- 3.31 Private sites may restrict occupancy to close family/friends. This limits opportunity for others to move onto the site but this restrictive occupancy may provide for emerging needs.
- 3.32 Quality, size of pitch and proximity of caravans on pitches vary dramatically.

Response

- 3.33 For each site, a pragmatic and reasonable judgement should be made as part of the GTAA regarding the number of pitches or sub-divisions on sites. This may relate to the number of families living on sites, and could include a consideration of the potential intensification of sites (for instance through further sub-division,

extension or use of vacant areas within the site). Capacity and layout of sites should be identified through site observation (directly or indirectly through Googlemaps or similar), planning history and local knowledge of planning, enforcement and liaison officers.

- 3.34 Pitches can become intensified or sub-divided once planning applications have been approved. These sub-divisions tend to be tolerated by councils. Often pitches become subdivided to provide space for newly-forming households, particularly from family members.

4. The current picture: Gypsy and Traveller population and pitch/plot provision

4.1 This chapter looks at the current picture in terms of the current population and demography of Gypsies and Travellers across the study area before going on to explore the extent and nature of provision across the area.

2011 Census population estimates

4.2 Whilst it is recognised that some families may not identify themselves as Gypsies or Travellers in research, the 2011 Census²⁹ identifies a total of 28 households in Reading Borough as having a 'White: Gypsy or Irish Traveller' (WGoIT) ethnicity (Table 4.1a). Of these, all (100%) lived in bricks and mortar accommodation (house or bungalow, or flat, maisonette or apartment), with none identified as living in a caravan or other mobile or temporary structure.

Total: Accommodation type	House or bungalow	A flat, maisonette or apartment	A caravan or other mobile or temporary structure
28	15	13	0

Source: 2011 Census

4.3 The 2011 Census provides further information on actual residents and Table 4.1b provides details of the breakdown of people.

Total: Accommodation type	House or bungalow	A flat, maisonette or apartment	A caravan or other mobile or temporary structure
84	59	25	0

2011 Census

4.4 Table 4.1c provides an analysis of people and households and shows that the average household size is 3.0 for Gypsies and Travellers in Reading Borough. This compares with an average household size of 2.3 (down from 2.4 in 2001) for the UK as a whole and looking at all households. There is some variation in the

²⁹ Tables 5.1a to 5.1e are taken from the Census 2011. Special tables were commissioned by ONS to cover the ethnicity and several data sets were produced and made available on the ONS website on the 21st January 2014. See Tables CT0127 and CT0128. Main article: <http://www.ons.gov.uk/ons/rel/census/2011-census-analysis/what-does-the-2011-census-tell-us-about-the-characteristics-of-gypsy-or-irish-travellers-in-england-and-wales-/index.html>

average Gypsy and Traveller household size between accommodation types, however, with an average of 3.9 persons per household in houses/bungalows compared with 1.9 persons per household in flats/maisonettes/apartment.

Total: Accommodation type	House or bungalow	A flat, maisonette or apartment	A caravan or other mobile or temporary structure
3.0	3.9	1.9	0

Source: 2011 Census

Caravan Count information

- 4.5 The Traveller caravan count (previously called the Gypsy and Traveller caravan count) is carried out bi-annually, every January and July.
- 4.6 The latest figures available are from the January 2017 Count of Traveller Caravans (England)³⁰, which nationally found that:
- The total number of traveller caravans in England in January 2017 was 22,004. This is 698 more than the 21,306 reported in January 2016.
 - 6,807 caravans were on authorised socially rented sites. This is a decrease of 239 since the January 2016 count of 7,046.
 - The number of caravans on authorised privately funded sites was 12,276. This was 822 more than the 11,454 recorded in January 2016.
 - The number of caravans on unauthorised encampments on land owned by travellers was 2,141. This is 11 above the January 2016 figure of 2,130.
 - The number of caravans on unauthorised encampments on land not owned by travellers was 780. This was 104 caravans more than the January 2016 count of 676.
 - Overall, the January 2017 count indicated that 87 per cent of traveller caravans in England were on authorised land and that 13 per cent were on unauthorised land. This is the same as the previous year.
- 4.7 The figures for the last five Traveller caravan counts for Reading are set out in Table 4.2. This shows that no caravans have been recorded on authorised sites (with planning permission) during the five-count period. There is an average of around three caravans per count on unauthorised sites (without planning permission) during the five-count period. However, no caravans were counted on unauthorised sites in January 2016, July 2016 or January 2017.

³⁰ DCLG Count of Traveller Caravans January 2017 England, Housing Statistical Release 25 May 2017

Table 4.2 Bi-annual Traveller caravan count figures January 2015 to January 2017

Reading Count	Authorised sites with planning permission		Unauthorised sites without planning permission	Total
	Social Rented	Total Private	Total Unauthorised	
Jan 2015	0	0	6	6
Jul 2015	0	0	8	8
Jan 2016	0	0	0	0
Jul 2016	0	0	0	0
Jan 2017	0	0	0	0
Five-Count Average	0	0	2.8	2.8
Five-Count % Average	0	0	100%	100%

Source: DCLG Traveller Caravan Count, Live Table 1 (January 2017)

4.8 An annual count of Travelling Showpeople caravans is undertaken every January, alongside the Traveller caravan count. The most recent was therefore undertaken in January 2017. Table 4.3 sets out the data from the last four Travelling Showpeople caravan counts, 2014-2017. This shows that six Travelling Showpeople caravans have been recorded each January in Reading, all on private authorised sites, during the last four counts.

Table 4.3 Annual Travelling Showpeople caravan count figures January 2014 to January 2017

Reading Count	Authorised sites with planning permission		Unauthorised pitches without planning permission	Total
	Social Rented	Total Private	Total Unauthorised	
Jan 2014	0	6	0	6
Jan 2015	0	6	0	6
Jan 2016	0	6	0	6
Jan 2017	0	6	0	6
Four-Count Average	0	6	0	6
Four-Count % Average	0	100%	0	100%

Source: DCLG Travelling Showpeople Caravan Count, Live Table 3 (January 2017)

4.9 The DCLG Caravan Count data also records Traveller and Travelling Showpeople caravan sites provided by local authorities and private registered providers in England³¹. The most up-to-date data from January 2017 identifies no sites in Reading Borough.

Local information

4.10 There are no Gypsy and Traveller sites (either public or private) in the Borough and one Travelling Showperson's yard. A number of households live on houseboats and 4 were interviewed as part of the study.

Site/Yard Name	Site/Yard Location	Type of Site/Yard	Ownership	Official number of pitches/plots	Occupied pitches/plots (2016)	Description
Mason's Yard	Scours Lane, Reading	Authorised	Private	6	6	6 long-term households live on the site

4.11 There are around 20 households known to the Council who live in bricks and mortar accommodation who are mainly Irish Traveller families. Many of these households live in the private rented sector, with 2 to 3 private landlords providing accommodation. The Council understands that some of these households want to live on a site.

4.12 Attempts were made to contact bricks and mortar households through the Council but this was unsuccessful. arc⁴ studies across 41 local authority areas show that around 5.3% of households living in bricks and mortar accommodation would prefer to move onto a pitch. Applying this to the number of known Gypsy and Traveller households in Reading Borough results in a need for 1 pitch, which is included in the assessment of pitch need (Table 6.1).

4.13 Reading Borough Council report 87 unauthorised encampments in 2016/17, with an increasing incidence of encampments being recorded in recent years. This activity has been considered within the GTAA analysis in chapter 6 of this report, especially in relation to the potential need for transit pitch provision.

Household survey information

4.14 Given the small number of Gypsies and Travellers, Travelling Showpeople and houseboat dwellers living in Reading, it would not be appropriate to provide a detailed analysis of the survey information as this has the potential to identify individual responses. The data have been used to establish the extent to which additional pitches and plots are required and explored the needs of houseboat

³¹ DCLG Count of Traveller Caravans January 2017 England, Housing Statistical Release 25 May 2017, Live Table 2

dwellers. Broad summaries of household survey data which maintain respondent confidentiality are now presented for each of the main groups of the study.

Gypsy and Traveller households

4.15 A total of 8 households were identified who were living on unauthorised encampments. Of these, 6 were interviewed and 2 had subsequently left the area. Of the Gypsy and Traveller households interviewed who were living on unauthorised encampments:

- All identified as being either Irish Travellers or English Travellers;
- All were couples with children;
- The majority of heads of households were working;
- All satisfied the PPTS definition as all had travelled in the preceding year and were intending to travel in the next year. Reasons for travelling included cultural reasons, personal preference, work related, visiting family/friends, to attend fairs and to attend religions meetings/conventions. Most normally travelled for between 5 to 8 weeks each year and destinations included Appleby, Scarborough and Wales;
- There were a total of 11 children living in households under the age of 13 plus a further 4 who were aged 13-18 and likely to form households in the next 5 years (2017/19 to 2021/22);
- All were living in a trailer/wagon, with the majority having up to 4 bedspaces and the majority said they were overcrowded;
- All had moved from within Reading and had moved onto their current place of residence and all stated they moved either to be close to family/friends or for work;
- All stated a need for new permanent sites in Reading. Most stated a range of between 10 and 16 pitches, with half of respondents suggesting they were managed by the Council and half managed privately;
- Most stated they were planning to move in Reading or around Reading, with all wanting to live in a trailer/wagon or chalet/mobile home. The respondents clearly expressed an interest in buying land for pitches, with half wanting to buy some land to create pitches and the remainder wanting to rent or own a pitch on a private site;
- None of the households were on the Reading Housing Needs Register for bricks and mortar accommodation;
- Respondents had the opportunity to express their views further and these comments included:
 - “a proper site in Reading”
 - “very desperate for private site in Reading, pitches for all the family”
 - “for children it’s hard to find full time education due to moving as no permanent site; due to moving around Reading often my children are unable to find school places: this is important to me and my family; place to settle down so children have full-time education”

- “near place of worship for family”;
- “peace of mind for holidays i.e. Christmas/Easter etc. which is established place/home all Travellers should have fair crack”

Showperson households

4.16 A total of 4 Travelling Showperson households were interviewed who lived on the yard at Scours Lane:

- There were a mixture of household types and included a total of 4 children aged 13 or under. All had lived on the yard for at least 5 years;
- All lived in trailers/wagons or static caravans/mobile homes with between 3 and 5 bedspaces;
- None thought that their home or plot was overcrowded;
- All had travelled in the preceding year, plan to travel in the next year and travel for work. Households travel for between 6 and 10 months each year to a variety of locations including London, Berkshire, Oxfordshire and wherever there is work;
- Most households stated there was no need for new permanent yards in Reading, although one stated a need for a 6 plot yard managed privately;
- None of the households were planning to move in the next 5 years;
- There was no potential to expand the existing yard or sub-divide existing plots to provide further provision;
- Respondents had the opportunity to express their views further and these comments included:
 - “we all stick together and look after our own. We travel around for months for work but we have sites to go on”
- There was also an issue with refuse collection (bins not being emptied) which the respondents were keen to express.

Houseboat dwelling households

4.17 The fieldteam identified around 10 houseboats in the Reading area. Five were occupied and 4 interviews were carried out with 1 refusal:

- All lived on houseboats (with none on narrow boats or cruisers) and were mainly single person households;
- Half of the respondents travelled ‘up and down’ within the same vicinity and 2 were permanently moored;
- All had lived on their houseboats for less than 5 years, most owned their boats and most rented the land where the boat is located;
- All were happy with their home base and respondents commented positively on where they live:
 - “it’s close to town and no-one bothers you”;

- “there are a few of us here and we all have a good time / get on well”
- “it’s a pleasant place to be, no problems except they don’t clear the rubbish properly”
- More towpath lights and electric points were stated as being required;
- Respondents mainly used solar generators and diesel engines for electric power and most used diesel cabin heating as a heating source;
- None stated their home was overcrowded and most stated that there were no repair problems with their home, with most stating the state of repair of their home as good;
- Prior to living on a houseboat, most had originated from Reading and reasons for moving included to travel and wanting more freedom/a carefree life;
- Most households had not moved moorings in the preceding year;
- Some had travelled and this was stated as personal preference, only way of life I know and to visit family/friends. None stated any problems whilst travelling;
- None of the respondents stated that living where they did affected their physical or mental health in any way;
- In the next 5 years, half planned to stay living on a houseboat in Reading and half intended to move elsewhere, but remain in a houseboat;
- Most stated there was no further need for permanent moorings in Reading, but there was a suggestion to provide more facilities such as shower blocks;
- All stated that the Canal and Rivers Trust should manage moorings;
- Other comments included:
 - “just give more electric points”
 - “we like our life here and don’t wish to move”
 - “rubbish and toilet points are needed urgently”
 - “maybe get us some shower blocks”

5. Stakeholder consultation

Overview

- 5.1 Stakeholder consultation in respect of the GTAA was undertaken in partnership with Reading Borough Council. A list of key stakeholders operating in and around the Reading area were contacted. Stakeholders were invited to participate in an online survey aimed at identifying a range of information, including establishing the key perceived issues facing the Gypsy and Traveller, Showpeople and houseboat dweller communities within the area and ways in which these need to be addressed. Stakeholders were asked to respond to any of the questions within the survey.
- 5.2 A total of 12 separate responses (some only partial) to the stakeholder consultation were obtained from representatives from district and borough councils, the police, the health service and the National Bargee Travellers Association. Respondents were asked to answer only the questions that they felt were relevant to their knowledge and experience. This is a qualitative summary of the views expressed by stakeholders responding to the online survey.

General support for the communities

- 5.3 There was a range of responses to the question asking stakeholders whether they felt that there is sufficient understanding and monitoring of the education, employment, health, accommodation and support needs of Gypsies, Travellers and Travelling Showpeople within Reading. Two respondents stated that there was sufficient understanding and monitoring. However, several stakeholders felt that understanding and monitoring could be collated and shared better between different sectors, and between different authorities where a Travelling family moves on geographically. Concern was raised regarding the need to ensure that the Gypsy, Traveller and Travelling Showpeople community can access universal services, or where they cannot that action is taken to re-instate targeted services (which have become very limited). Concern was also raised regarding the way in which some cases of child protection and domestic violence have been handled. Training in cultural awareness was proposed and a greater involvement of members of the Gypsy, Traveller and Traveller Showpeople community themselves in this process.
- 5.4 The National Bargee Travellers Association (NBTA) raised a number of issues relating to the understanding and monitoring of the needs of Bargee Travellers within the Reading area. They reported that many of these Bargee Travellers do not have a permanent mooring on the River Thames, the River Kennet or the Kennet and Avon Canal. This has consequences for employment and schooling, as well as access to other services.
- 5.5 One respondent considered that there is an adequate awareness of the cultural, support and accommodation needs of Gypsies, Travellers and Travelling Showpeople in Reading, but the majority of stakeholders who responded to the relevant question felt that there was more that could be done. Cultural awareness training was mentioned as important for professionals who have contact and/or provide services, preferably including advocates from within the

Gypsy, Traveller and Travelling Showpeople community. One respondent noted the benefit of 'world cafes', such as those delivered in Reading Borough, but also stressed the importance of an assessment of accommodation needs. Another respondent suggested that policies and procedures should be put in place to ensure the appropriate treatment of members of the community, and that this should be uniformed across different services and teams including within the police force. They also identified a need for tailored support for Gypsies, Travellers and Travelling Showpeople who are accommodated within bricks and mortar, as many families have struggled to adapt which has led to anti-social behaviour, rent arrears, breach of tenancies and ultimately eviction. The principle of establishing 'negotiated stopping areas' for households who wish to live in trailers or caravans was recommended. The NBTA suggested that briefings regarding the needs of Bargee Travellers should be written for the Borough Council, the Environment Agency and the Canal and River Trust (CRT).

- 5.6 In terms of specific actions that organisations have taken to raise awareness of the cultural, support and accommodation requirements of Gypsies, Travellers and Travelling Showpeople in the study area, there was some positive feedback from stakeholders. One referred to increased equalities training; another referred to specialist health provision for The Gypsy and Traveller community and other marginalised groups. It was reported that Thames Valley Police has specific Gypsy, Traveller and Travelling Showpeople training within the force, with a GRT staff association network and the development of 'world cafés' for GRT. The NBTA reported that they have worked to raise awareness of Bargee Traveller rights and needs within the Borough.
- 5.7 One stakeholder reported that the Gypsy, Traveller and Travelling Showpeople community remains "*one of the most marginalised of ethnic groups within our society*" and another noted that central government policy and existing legislation has a large part to play in the way in which the Gypsy, Traveller and Travelling Showpeople community are treated.

Provision of accommodation

- 5.8 Stakeholders were asked to respond to a series of questions relating to the need for new pitch provision (both permanent and transit), existing pitch provision, households living in bricks and mortar accommodation, and unauthorised encampment activity. Their responses are summarised below.

New Permanent sites

- 5.9 Stakeholders were asked whether or not they felt that there is sufficient provision of permanent pitches for Gypsies, Travellers and Travelling Showpeople in the study area. One respondent stated that they do not think that there is any permanent provision in the Borough; another was unsure about current provision; and another did not feel it should be necessary to provide permanent sites. Five respondents expressed the view that there is not sufficient provision of permanent sites, pitches and/or plots.
- 5.10 In terms of locations for new provision, the following points were made by respondents who felt that there was a need for permanent provision:

- Sites should be deliverable;
- Sites should be subject to consultation with the intended users;
- Sites should be located close to existing sites; and
- Sites would be most appropriate in west or south Reading, where most encampments currently take place.

5.11 Specific locations mentioned by respondents included:

- Island Road – this land was mentioned by several respondents as a location where encampments have taken place; it is near main roads and is large enough to accommodate a significant number of pitches. However, one stakeholder reported that it has been sold by the Council;
- Lowfield Road, Reading – this mobile home site could have accommodated a small permanent site, but it was reported that it is now unavailable as it is being developed for LA temporary accommodation;
- Cow Lane – encamped upon regularly but very close to the Reading Festival site which would negatively impact upon occupants during the period of the Festival; and
- Along the A33 – encampments already take place along some tarmacked areas close to the road.

5.12 Respondents identified the following barriers to new site provision:

- Land, especially as there is a lack of land for housing more generally;
- Resistance from the settled community and in some cases a ‘NIMBY’ attitude; and
- Lack of political support, including local councillors.

Transit sites

5.13 When asked whether transit sites are needed, the overall response was positive. The majority of stakeholders responding to this question were aware of roadside encampments and felt that transit provision should be made to accommodate for Gypsies, Travellers and Travelling Showpeople who are passing through the area or visiting for short-term stays. A number of factors were mentioned:

- Family connections to the area, with people visiting for births and funerals;
- Hospital connections to the area, with the Royal Berkshire Hospital within Reading Borough being a popular choice for members of the community including the maternity unit;
- A rise in the number of encampments in recent years;
- A transit site can be managed much better than roadside encampments, reducing the impact upon the local community; and
- Powers under Section 62 of the CJPO become active if a transit site is available.

5.14 The overall view was that transit sites are needed in the study area; many stakeholders stated this view based on the evidence of regular roadside

encampments. There was limited feedback regarding locations, but Island Road was mentioned by one respondent.

- 5.15 Similar barriers to transit and stopover provision were identified as with new site provision (above), including:
- Site availability.
 - Local opposition; and
 - Lack of political support;
- 5.16 One respondent expressed the view that a transit site within the Borough would attract more incursions into Reading and that other local authority areas may send their incursions into Reading knowing that transit provision is available. Hence, this would need to be considered and managed appropriately.

Moorings for Bargees/Boat Dwellers

- 5.17 The survey asked stakeholders whether they consider there is sufficient provision of moorings for Bargees and Boat Dwellers across Reading Borough. One respondent said yes; another said no; and the majority of respondents were unsure.
- 5.18 The NBTA expressed the view that the Borough Council and Environment Agency should remove their mooring restrictions so that Bargee Travellers can moor their homes on both banks of the River Thames and the section of the River Kennet which is under EA jurisdiction. The NBTA acknowledged that there may be a need for a time limit at each site (e.g. 14 days) but suggests that there should be no limit on the time they can stay within the Borough. They stated that Bargee Travellers do not need permanent moorings; they need places where they can moor temporarily for a time.
- 5.19 In terms of new moorings, one respondent noted that these should be on the canal. The NBTA provided information on a large number of moorings that they feel should be re-instated, including allowing for transit/temporary/14-day moorings in places currently restricted to 24 hours and also granting residential planning permission for moorings in marinas and boatyards to meet the needs of those who require or prefer a permanent mooring.
- 5.20 In terms of barriers to the provision of new moorings, one stakeholder noted that location will be difficult and enforcement will be important to ensure people adhere to regulations. Another stakeholder suggested that cost, access and amenity use for others may be barriers. The NBTA felt that the policy of some of the responsible authorities was the barrier to provision.
- 5.21 Unauthorised moorings were considered to be an issue in Reading Borough by some of the respondents. Comments included:
- Concern caused for other river users and residents;
 - Concern regarding the enforcement of no-mooring areas; and
 - Concern regarding the Public Right of Navigation;

Existing situation

- 5.22 A few stakeholders responded to the questions relating to existing sites and their facilities, although the majority of respondents commented that there are no existing sites or provision with Reading Borough. One stakeholder noted that *“the fairground Traveller site appears to be well managed”*. Another commented that *“Scours Lane is well managed”*.
- 5.23 Stakeholders were asked if they were aware of any tensions between Gypsies, Travellers and Travelling Showpeople and the settled community. Most respondents were not aware of any issues. However, one stakeholder commented that there is a tension between English Travellers and Irish Travellers, with the latter forming the majority group within Reading Borough.

Bricks and mortar

- 5.24 Several stakeholders confirmed that they are aware of members of the Gypsy, Traveller and Travelling Showpeople community living in bricks and mortar accommodation within the study area. In addition, the NBTA said that they are aware of a number of Bargee Travellers who have had to move into bricks and mortar from their boats.
- 5.25 Likewise, several stakeholders considered that there may be members of the community living in bricks and mortar who would wish to go back to living on a site or a houseboat, if new provision made this possible.
- 5.26 Asked if there is sufficient support available to Gypsies, Travellers and Travelling Showpeople living in settled accommodation in the study area to help them manage their housing effectively, one stakeholder said no and one said there could be more support, especially in the context of the poor literacy and numeracy levels that are prevalent within the community. Another respondent said that *“the provision would be the same as any other tenant or resident”*. Another expressed the view that there is enough support in theory but that most members of the community only know how to access education and health and other services may not have the understanding to meet their needs.
- 5.27 Stakeholders were asked if they were aware of whether Gypsies, Travellers and Travelling Showpeople feel safe in bricks and mortar accommodation in the study area, and if they have specific cultural needs. One respondent commented that most members of the Gypsy and Traveller community feel safe, except when they are offered emergency accommodation that might be unsuitable. Another stakeholder mentioned a number of reasons why people may struggle with the confinements of living in settled accommodation, including being distanced from other members of their community, suffering from prejudice/discrimination and the impact on children/larger families. The NBTA commented that many Bargee Travellers moved on to boats to escape the unsafe nature of the bricks and mortar accommodation they previously occupied, which has implications if they face being forced back into this type of housing. Also, being separated from a strong and supportive community with a high degree of mutual help can result in considerable deprivation.
- 5.28 The NBTA representative explained that the organisation was formed in 2009 by a group of Bargee Travellers in Reading who were threatened with eviction. Since then, they report that they have been approached for advice and support

by approximately 25 Bargee Travellers who are based in, or were passing through, the Reading area.

Unauthorised encampments

- 5.29 Two representatives of Reading Borough Council reported on unauthorised encampments within the study area. One stakeholder stated that there are around 70 unauthorised encampments each year; another reported that there has been an increase in encampments this year. From April 2016 to January 2017 it was reported that there have been nearly 80 unauthorised encampments, compared with 45-50 in previous years. This stakeholder noted that the number of day encampments in Reading has also risen.
- 5.30 In terms of problems arising, the following comments were made by stakeholders:
- Cost, including repeat encampments by the same households;
 - Mess and clear-up;
 - Public concern;
 - Use of land such as open space or school fields is restricted if they are occupied by encampments, in some cases with public events being cancelled and increasing tensions between Gypsies, Travellers and Travelling Showpeople and the local community; and
 - Unauthorised encampments make access to health and education services problematic for other Gypsy, Traveller and Travelling Showpeople families.
- 5.31 A number of stakeholders confirmed that unauthorised encampments have created a negative impression within the wider community. One respondent reported “*growing concerns*” about unauthorised encampments and the behaviour of people on these sites. This has led to a number of public meetings between the Council, the Police and local communities with the overriding view of local residents being that Gypsies and Travellers behave as if they are “*above the law*”. Another stakeholder stated that in ‘hotspot’ locations the settled community are “*hugely impacted*”. There are no facilities on unauthorised encampments, which is detrimental to everyone. In addition, it was noted that often the fear of crime and disorder massively outweighs the actual levels experienced. However, residents are afraid to walk past sites and do not want to engage with Gypsies and Travellers.

Planning policy

- 5.32 The survey asked stakeholders whether they felt that there were any areas within planning policy that have restricted the provision of new sites/pitches for Gypsies, Travellers and Travelling Showpeople. Most respondents were unsure. However, one stakeholder commented that ‘criteria-based’ policies rarely lead to the delivery of Gypsy and Traveller sites because the type of sites that are appropriate for this community are also appropriate for mainstream housing and the profit to be made from mainstream housing is far greater. They expressed the view that Local Plans need to identify and allocate sites for Gypsies and

Travellers that may be achieved as part of strategic housing allocations. This would also provide more certainty with regards to delivery.

- 5.33 In terms of the role that Local Plans can play in identifying and bringing forward new sites for pitch provision, this stakeholder (as above) considered that sites should be allocated for Gypsy and Traveller sites as part of the Local Plan process (as above). Another stakeholder also agreed that more could be done through the planning policy process to bring forward sites for the provision of pitches; however, one respondent disagreed.
- 5.34 The online survey asked stakeholders what impact they think the August 2015 changes to PPTS will have on future provision. There was limited response, with some respondents uncertain. One stakeholder said that there was some suggestion that this was the reason that the area has experienced an increase in unauthorised encampments.

Movements and cross-boundary issues

- 5.35 In terms of the movement of Gypsies, Travellers and Travelling Showpeople between Reading and the surrounding area, the following were identified by stakeholders:
- Between neighbouring areas, including West Berkshire, Wokingham, and South Oxfordshire; and
 - The draw of the Royal Berkshire Hospital within Reading Borough was again highlighted as a factor in local migration.
- 5.36 In relation to Bargee Travellers, the NBTA identified the following routes:
- downstream on the River Thames towards Maidenhead, Windsor and London;
 - upstream on the River Thames towards Abingdon and Oxford; and
 - upstream on the River Kennet towards Newbury, Devizes, Bath and Bristol.
- 5.37 In terms of stakeholders' knowledge of sites or locations close to the boundary of Reading where difficulties have arisen, two respondents said that they were aware of issues. One mentioned that access to health and education may be extremely difficult across boundaries, with increased risk factors in relation to safeguarding and child protection when families are transient. Another stakeholder reported that there have been evictions and the demolition of sites in Wokingham and Windsor and Maidenhead, resulting in families becoming homeless and negative media opinions. This respondent also identified different strategies in the use of Section 61 powers between local authorities, with Wokingham and West Berkshire taking a more immediate approach to eviction than Reading Borough Council who usually take two to three weeks to complete the eviction process.
- 5.38 The NBTA emphasised the importance of co-operation between local authorities in the assessment of the needs of Bargee Travellers, as these communities move between areas frequently.
- 5.39 Stakeholders considered that the key outcomes of the study should be:

- An identification of the Gypsy, Traveller and Travelling Showpeople needs within Reading, including accommodation and their unique cultural needs in terms of health, education and welfare;
 - A clear conclusion of the current accommodation needs based on Gypsies and Travellers who meet the PPTS definition, Gypsies and Travellers who no longer meet the definition and those where it is known;
 - A commitment to meet the identified needs including a strategy that does not rely solely on a criteria-based policy;
 - A new transit site;
 - A more consistent approach in the use of Section 61 for police teams and local authorities in the area;
 - One stakeholder stated that permanent sites should not be provided and temporary sites should be paid for by the Traveller community in full and well managed; and
 - The NBTA called for Bargee Travellers to be able to stay in the area indefinitely, possibly with the proviso that they are limited to a mooring space for a maximum of 14 days. The provision of facilities including rubbish disposal, water tap and sewage disposal was also proposed.
- 5.40 The overall feeling amongst stakeholders was that the stakeholder survey contributes to the requirement under the Duty to Co-operate with neighbouring authorities.

6. Gypsy and Traveller pitch, Travelling Showperson yard and houseboat mooring requirements

Introduction

- 6.1 This section reviews the overall pitch requirements of Gypsies and Travellers and Travelling Showpeople across Reading Borough. The section also considers houseboat mooring requirements. For Gypsies and Travellers and Travelling Showpeople analysis takes into account current pitch/plot supply and need, as well as future need, based on modelling of data, as advocated by the DCLG. This chapter also considers planning issues.
- 6.2 The calculation of pitch requirements is based on DCLG modelling as advocated in *Gypsy and Traveller Accommodation Assessment Guidance* (DCLG, 2007). The DCLG Guidance requires an assessment of the current needs of Gypsies and Travellers and a projection of future needs. The Guidance advocates the use of a survey to supplement secondary source information and derive key supply and demand information.
- 6.3 The GTAA has modelled current and future demand and current and future supply. For this study, the model has assumed a cultural definition of Gypsies and Travellers but also takes account of the new planning definition in its conclusions.

Model overview

- 6.4 In terms of **need**, the model considers:
- The baseline number of households on authorised sites/yards (as at December 2016);
 - Existing households planning to move in the next five years (currently on sites/yards, unauthorised encampments and also in bricks and mortar) and where they are planning to move to;
 - The current shortfall in pitches/plots relative to households on existing sites/yards and unauthorised encampments and in bricks and mortar; and
 - Emerging households currently on sites/yards and in bricks and mortar housing and planning to stay within the study area.
- 6.5 This allows a figure to be derived for total need.
- 6.6 In terms of **supply**, the model considers:
- Total supply of current pitches/plots on authorised sites; and
 - Total supply of authorised pitches/plots based on turnover and existing pitch/plot provision.
- 6.7 The model then reconciles total need and existing authorised supply by summarising:

- Total need for pitches/plots; and
 - Total supply of authorised pitches/plots.
- 6.8 The assessment of current need should, in line with the guidance, take account of existing supply and demand.
- 6.9 With respect to Gypsies and Travellers, the analysis carried out by arc⁴ considers need from a cultural requirement (i.e. need for pitches from people identifying as a Gypsy and Traveller ethnicity) and a PPTS requirement (i.e. need for pitches from people who meet the PPTS definition of Gypsy and Traveller). Analysis therefore establishes a cultural need and a PPTS need for pitches.

Gypsy and Traveller pitch requirements

- 6.10 Table 6.1 provides a summary of the future pitch requirement calculation. Each component in the model is now discussed to ensure that the process is transparent and any assumptions clearly stated.

Need

6.11 **Current households living on pitches (1a to 1d)**

There are currently no pitches available in Reading so these figures are all zero.

6.12 **Current households in bricks and mortar accommodation (2)**

The 2011 Census suggested there were 28 Gypsy and Traveller households living in bricks and mortar accommodation based on the 2011 Census. Around 20 households are known to the Council and most of these are Irish Travellers.

Several members of the housed community are known to the Council but it was not possible to make contact with them through the fieldwork process.

6.13 **Existing households planning to move in the next five years (3)**

This need is driven by the need from households currently on the roadside i.e. unauthorised encampments and potential need from households living in bricks and mortar housing.

Regarding households living on unauthorised encampments, 6 households expressed a need for a pitch in Reading. All households have confirmed through further contact that households want to move to a pitch and Reading

Regarding households in bricks and mortar households, on the basis of 41 arc⁴ studies elsewhere, it is estimated that 5.3% of households living in bricks and mortar would prefer to live on a site. The model therefore assumes a need from 1 pitch from households currently living in bricks and mortar housing based on Census household figures³².

³² 28*5.3%=1.4 or 1 rounded

6.14 **Emerging households (4)**

This is the number of households expected to emerge in the next 5 years based on household survey information from respondents living on unauthorised encampments. On the basis of information received from households, the model assumes a total need from 4 emerging households over the next 5 years who require a pitch.

6.15 **Total need for pitches (5)**

This is a total of need from households and emerging households living on unauthorised encampments plus an allowance for bricks and mortar households requiring a pitch. This indicates a total need for 11 pitches from available evidence. All of the households on unauthorised encampments meet the PPTS definition of Gypsy and Traveller.

Supply

6.16 **Current supply of pitches (6)**

There are currently no permanent Gypsy and Traveller pitches across Reading and supply is therefore zero.

6.17 **Need minus supply (7)**

This is a summary of pitch need minus current supply and presents the underlying mismatch between supply and need. As there are currently no pitches in Reading, this figure is 11 pitches.

6.18 **Turnover on existing pitches (8)**

As there are no pitches, this is zero.

6.19 **Total supply including turnover (9)**

As there are no pitches, this is zero.

Reconciling supply and demand

6.20 There is a total need over the next 5 years (2017/18 to 2021/22) for 11 pitches in Reading (Table 6.1) compared with a supply of zero authorised pitches. The result is an overall shortfall of 11 pitches.

Table 6.1 Summary of demand and supply factors: Gypsies and Travellers– 2017/18 to 2021/22

NEED			Reading
1	Total households living on pitches	1a. On LA Site	0
		1b. On Private Site – Authorised	0
		1c. On Private Site – Tolerated/Unauthorised/Temporary	0
		1d. TOTAL (1a to 1c)	0
2	Estimate of households in bricks and mortar accommodation	2a. TOTAL (2011 Census)	28
3	Existing households planning to move in next 5 years	Currently on sites	
		3a. To another pitch/same site	0
		3b. To another site in local authority area	0
		3c. From site to Bricks and Mortar	0
		3d. To a site/B&M outside study area	0
		3e. From Roadside to pitch	6
		Currently in Bricks and Mortar	
		3f. Planning to move to a site in LA	1
		3g. Planning to move to another B&M property	0
	3h. TOTAL Net impact (3a+3b-3c-3d+3e)	7	
4	Emerging households (5 years)	4a. Currently on site and planning to live on current site	0
		4b. Currently on sites and planning to live on another site in LA	0
		4c. Currently on site and planning to live on site outside the study area	0
		4d. Currently in B&M planning to move to a site in LA	0
		4e. Currently in B&M and moving to B&M (no net impact)	0
		4f. Currently on Site and moving to B&M (no net impact)	0
		4g. Current on roadside and require a pitch	4
		4h. TOTAL Net impact (4a+4b+4d+4g)	4
5	Total Need	1d+3h+4h	11
SUPPLY			
6	Current supply of authorised pitches	6a. Current occupied authorised pitches	0
		6b. Current vacancies on authorised pitches	0
		6c. TOTAL current authorised supply (6a+6b)	0
RECONCILING NEED AND SUPPLY			
7	Total need for pitches	5 years (from 5)	11
8	Total supply of authorised pitches	5 years (from 9a)	0
5 YEAR AUTHORISED PITCH SHORTFALL 2017/18 TO 2021/22			11

Longer-term pitch requirements

6.21 Modelling has been carried out using known household structure information from the household survey of households living on unauthorised encampments. On the basis of the age of children in households, it is possible to determine the

extent of 'likely emergence', which assumes that a child is likely to form a new household at the age of 18³³.

- 6.22 The year when a child reaches 18 has been calculated and it is possible to assess how many newly forming households may emerge over the period 2022/3-2036/37. A reasonable assumption is that half of these children will form new households, bearing in mind culturally women tend to move away on marriage and men tend to stay in close proximity to their families on marriage. The model therefore assumes that 50% of children will form households when they reach 18 and that these households remain in Reading Borough³⁴. Analysis would suggest a total cultural need for 6 additional pitches over the period 2022/23-2035/36 (Table 6.2). The extent to which these households meet the PPTS definition would need to be assessed in future surveys.

Table 6.2 Future pitch requirements based on the assumption that 50% of children form households on reaching 18

Time period	No. children	Expected household formation
2022/23 – 2026/27	3	2
2027/28 – 2031/32	6	3
2032/33 – 2036/37	2	1
Total (2022/23 to 2036/37)	11	6

Planning Policy for Traveller Site definition

- 6.23 Analysis of household survey data establishes that all of the Gypsy and Traveller households living on unauthorised encampments meet the definition. It is not possible to confirm whether households in bricks and mortar accommodation would meet the definition.

Overall plan period pitch need

- 6.24 There are currently no Gypsy and Traveller sites in Reading. Table 6.3 summarises the overall need for pitches across Reading Borough over the plan period to 2036. It presents the overall cultural need based on households identifying as Gypsy and Traveller living on unauthorised encampments and in bricks and mortar housing; and a PPTS need which is a subset of the cultural need and is based on those households living on unauthorised encampments who meet the PPTS definition of need.

³³ Travellers are more likely to establish their own household at a relatively early age; it is not uncommon for a Traveller to be living in their own household by the age of 18.

³⁴ This approach has been tested at inquiry including Worcestershire and Shropshire

Table 6.3 Overall plan period Gypsy and Traveller pitch need		
	Cultural need	Of which: PPTS need
5yr pitch need (2017/18 to 2021/22)	11	10
Longer-term need to 2022/23 to 2036/37	6	0
TOTAL pitch need 2017/18 to 2036/2037 (Plan Period)	17	10

- 6.25 In summary, there is an overall cultural need for 17 pitches over the period 2017/18 to 2036/27. The cultural need is based on the pitch requirements of households who identify as being Gypsy and Traveller but who may not meet the PPTS definition.
- 6.26 The PPTS need is for a minimum of 10 pitches over the period 2017/18 to 2036/37 which is based on households currently living on unauthorised encampments and who currently meet the PPTS definition.
- 6.27 It is therefore recommended for over the Plan Period there is a recognised pitch need in the range 10 (PPTS definition) to 17 (cultural definition).

Travelling Showperson plot requirements

- 6.28 Table 6.4 provides a summary of the future plot requirement calculation. Each component in the model is now discussed to ensure that the process is transparent and any assumptions clearly stated.

Need

6.29 **Current households living on plots (1a to 1d)**

There are currently 6 plots available in Reading Borough and these are all located on a private Showperson's sites.

6.30 **Existing households planning to move in the next five years (3)**

No Travelling Showperson households interviewed were planning to move in the next 5 years.

6.31 **Emerging households (4)**

No emerging households were identified over the next 5 years (2017/18 to 2021/22).

6.32 **Total need for plots (5)**

This is a total of need from households and emerging households living on unauthorised encampments. This indicates a total need for 6 plots from available evidence.

Supply

6.33 Current supply of plots (6)

There are currently 6 occupied plots in Reading.

6.34 Need minus supply (7)

This is a summary of plot need minus current supply and presents the underlying mismatch between supply and need. This suggests no net need for plots across Reading, with a capacity from existing plots to address existing need.

6.35 Total supply (8)

This is a total of 6 plots.

Table 6.4 Summary of demand and supply factors: Travelling Showperson– 2017/18 to 2021/22

NEED			Reading
1	Total households living on plots	1a. On LA yard	0
		1b. On Private yard – Authorised	6
		1c. On Private yard – Tolerated/Unauthorised/Temporary	0
		1d. TOTAL (1a to 1c)	6
2	Estimate of households in bricks and mortar accommodation	2a. TOTAL (2011 Census)	N/A
3	Existing households planning to move in next 5 years	Currently on yards	
		3a. To another plot/same yard	0
		3b. To another yard in local authority area	0
		3c. From yard to Bricks and Mortar	0
		3d. To a yard/B&M outside study area	0
		3e. From Roadside to plot	0
		Currently in Bricks and Mortar	
		3f. Planning to move to a yard in LA	0
		3g. Planning to move to another B&M property	0
		3h. TOTAL Net impact (3a+3b-3c-3d+3e)	0
4	Emerging households (5 years)	4a. Currently on yard and planning to live on current yard	0
		4b. Currently on yard and planning to live on another yard in LA	0
		4c. Currently on yard and planning to live on yard outside the study area	0
		4d. Currently in B&M planning to move to a yard in LA	0
		4e. Currently in B&M and moving to B&M (no net impact)	0
		4f. Currently on yard and moving to B&M (no net impact)	0
		4g. Current on roadside and require a plot	0
		4h. TOTAL Net impact (4a+4b+4d+4g)	0
5	Total Need	1d+3h+4h	6
SUPPLY			
6	Current supply of authorised plots	6a. Current occupied authorised plots	6
		6b. Current vacancies on authorised plots	0
		6c. TOTAL current authorised supply (6a+6b)	6
7	Summary of need and authorised supply excluding turnover	7a. Need – supply (5-6c)	0
8	Total supply of plots over 5 yrs	9a. Current authorised plot provision and vacant plots (6c+8a)	6
RECONCILING NEED AND SUPPLY			
10	Total need for plots	5 years (from 5)	6
11	Total supply of authorised plots (including turnover)	5 years (from 9a)	6
5 YEAR AUTHORISED PLOT SHORTFALL 2017/18 TO 2021/22			0

Reconciling supply and demand

- 6.36 There is a total need over the next five years (2017/18 to 2021/22) for 6 plots in Reading (Table 6.3) compared with a supply of 6 authorised plots. The result is an overall shortfall of zero plots.

Longer-term plot requirements

- 6.37 Modelling has been carried out using known household structure information from the household survey of households living on yards. On the basis of the age of children in households, it is possible to determine the extent of 'likely emergence', which assumes that a child is likely to form a new household at the age of 18.
- 6.38 The year when a child reaches 18 has been calculated and it is possible to assess how many newly forming households may emerge over the period 2022/3-2036/37 with the assumption that they remain in Reading and that 50% of children will form households when they reach 18. Analysis would suggest a total requirement for 2 additional plots over the period 2022/23-2036/37 (Table 6.5).

Table 6.5 Future pitch requirements based on the assumption that 50% of children form households on reaching 18

Time period	No. children	Expected household formation
2022/23 – 2026/27	2	1
2027/28 – 2031/32	1	0.5
2032/33 – 2036/37	1	0.5
Total (2022/23 to 2036/37)	4	2

Local Plan recommendations – Travelling Showpeople

- 6.39 There is no additional need for plots in the next 5 years (2017/18 to 2021/22) but over the period to 2036/37, 2 additional plots may be required to address need from emerging households. The Local Plan should therefore consider making provision for up to 2 additional Travelling Showperson plots over the Plan Period to 2036/37.

Transit site requirements

- 6.40 The household survey found that all of the Gypsies and Travellers living on unauthorised encampments felt that transit provision should be made in Reading Borough and most (83.3%) felt this should be managed by the Council. A transit pitch normally has a hard standing, electric hook up and amenity shed. A good indicator of transit need is unauthorised encampment activity.
- 6.41 Unauthorised encampment data collected by the Council reports the following activity:

- 57 encampments in 2014/15;
- 28 encampments in 2015/16; and
- 87 encampments in 2016/17.

6.42 Table 6.6 summarises data relating to unauthorised encampments collected by the Council. It presents the number of 'caravan days' associated with unauthorised encampments: this is the number of caravans multiplied by the number of days and demonstrates a marked increase in activity in 2016/17. Over the period 2014/15 to 2016/17, the number of caravans on encampments has ranged between 1 and 50, although most (91.9%) have had up to 10 caravans on the encampment.

6.43 Table 6.6 also shows the proportion of unauthorised encampments that could be accommodated on a transit site with 5 pitches (assuming 2 caravans on each pitch).

6.44 Given the increasing scale of unauthorised encampment activity, it is recommended that the Council consider the provision of transit pitches in Reading Borough. A site of 5 pitches could accommodate up to 10 caravans and this could accommodate the majority (91.9%) of caravans associated with unauthorised encampment activity over the period April 2014 to March 2017.

Year	Total no. of encampments	Total no. of caravan days (no. caravans x no. days)	Range of caravans	% unauthorised encampments could be accommodated on a 5 pitch (10 caravan) transit site
2014/15	57	2,273	1 to 50	95.9
2015/16	28	727	2 to 19	93.3
2016/17	87	2,576	1 to 34	91.7
Total	172	5,576	1 to 50	91.9%

Houseboat mooring requirements

6.45 There are estimated 10 houseboats identified in the study, with five occupied at the time of fieldwork. Evidence would indicate no emerging need from houseboat families and no recommendation to seek additional moorings based on evidence available.

7. Conclusion and strategic response

- 7.1 This concluding chapter provides a brief summary of key issues emerging from the research; advice on the strategic responses available, including examples of good practice; and recommendations and next steps.

Meeting permanent Gypsy and Traveller pitch requirements

- 7.2 There are currently no permanent Gypsy and Traveller pitches across Reading Borough. Over recent years, the Council has experienced an increase in unauthorised encampment activity.
- 7.3 The 2017 GTAA has evidenced a need for pitches within Reading Borough over the Plan Period to 2036/37. This has been based on interviews with households living on unauthorised encampments identified through a community representative.
- 7.4 The GTAA has identified a needs range of at least 10 pitches (based on the PPTS definition of need) to 17 (based on a cultural definition of need) over the Plan Period.
- 7.5 The need for 10 pitches (based on the PPTS definition of need) is immediate and should be met over the period 2017/18 to 2021/22. The additional cultural need comes from an estimated 1 household who are currently in bricks and mortar accommodation who, on the basis of other arc⁴ studies, may require a pitch within the period 2017/18 to 2021/22.
- 7.6 Longer-term, an additional 6 pitches may be required over the Plan Period from children in culturally-defined households.
- 7.7 Overall, it is recommended that the Local Plan should provide for a minimum of 10 pitches over the Plan Period.

Meeting permanent Travelling Showperson requirements

- 7.8 There are currently 6 Travelling Showperson plots on one yard in Reading Borough. Needs analysis indicates no immediate need for additional plots (2017/18 to 2021/22) but there may be need in the longer term from emerging households of children currently living on the yard.
- 7.9 It is recommended that the Local Plan should provide for a minimum of 2 Travelling Showperson plots over the Plan Period.

Meeting houseboat requirements

- 7.10 There are estimated 10 houseboats identified in the study, with five occupied at the time of fieldwork. Evidence would indicate no emerging need from houseboat families and no recommendation to seek additional moorings based on evidence available.

Meeting transit site/stop over requirements

- 7.11 Analysis of unauthorised encampment data would suggest that a transit site of 5 pitches (accommodating up to 10 caravans) would be sufficient to accommodate 91.9% of unauthorised encampments over the period April 2014 to March 2017.

Good practice in planning for Gypsy and Traveller provision

- 7.12 There are a number of resources available to local planning authorities to assist them in planning for Gypsy and Traveller provision, including resources from the Planning Advisory Service (PAS) and the Royal Town Planning Institute (RTPI), which are presented in Appendix B. In addition, the Local Government Agency and Local Government Association have resources available for local authorities working with Traveller communities to identify sites for new provision, these include dedicated learning aids for elected members³⁵.
- 7.13 Work undertaken by PAS³⁶ identified ways in which the planning process can increase the supply of authorised Gypsy and Traveller pitches. The RTPI has developed a series of Good Practice Notes for local planning authorities. Both are summarised at Appendix B.

Concluding comments

- 7.14 The overarching purpose of this study has been to identify the accommodation requirements of Gypsies and Travellers, Travelling Showpeople and houseboat dwellers across Reading Borough.
- 7.15 For Gypsies and Travellers, the study identifies a need for a minimum of 10 pitches over the next 5 years (2017/18 to 2021/22). This need is driven by households who live on unauthorised encampments, who want to settle permanently in the Reading area and meet the PPTS definition. There is a broader cultural need from households who may not meet the PPTS definition of up to 21 pitches over the Plan Period.
- 7.16 For Travelling Showpeople, there is a potential need for 2 additional plots over the Plan Period to 2036/37 but no evidenced need over the next 5 years.
- 7.17 For houseboat dwellings, no additional accommodation needs have been evidenced.
- 7.18 Regarding transit sites, it is recommended that transit site of 5 pitches (accommodating 10 caravans) would be appropriate for Reading Borough.
- 7.19 It is recommended that this evidence base is refreshed on a 5-yearly basis to ensure that the level of pitch, plot and mooring provision remains appropriate for the Gypsy and Traveller, Travelling Showperson and houseboat population across Reading Borough.

³⁵ I&DeA (now Local Government Agency) local leadership academy providing Gypsy and Traveller sites

³⁶ PAS spaces and places for gypsies and travellers how planning can help

Table 7.1 Summary of additional pitch/plot requirements over five years (2017/18 to 2021/22) and longer term (2022/23 to 2036/37)

		Gypsy and Traveller Pitch additional requirements (PPTS)*	Gypsy and Traveller Pitch additional requirements (Cultural)	Showperson Plot requirements
Reading	Five year shortfall 2017/18 to 2021/22	10	11	0
	Longer-term requirements 2022/23 to 2036/37	0	6	2
	Total	10	17	2

*based on households who can demonstrate to meet the PPTS definition. Longer-term requirements from 6 emerging households would need to be assessed against this definition

Table 7.2 Summary of transit requirements over the period 2017/18 to 2036/37

	Pitch requirements to address unauthorised encampment activity
Reading Total	5

Table 7.3 Summary of houseboat mooring requirements over the period 2017/18 to 2036/37

	Additional moorings
Reading Total	Zero

Appendix A: Legislative background

- A.1 Between 1960 and 2003, three Acts of Parliament had a major impact upon the lives of Gypsies and Travellers. The main elements of these are summarised below.
- A.2 The **1960 Caravan Sites and Control of Development Act** enabled councils to ban the siting of caravans for human occupation on common land, and led to the closure of many sites.
- A.3 The **Caravan Sites Act 1968 (Part II)** required local authorities '*so far as may be necessary to provide adequate accommodation for Gypsies residing in or resorting to their area*'. It empowered the Secretary of State to make designation orders for areas where he was satisfied that there was adequate accommodation, or on grounds of expediency. Following the recommendations of the Cripps Commission in 1980, provision began to grow rapidly only after the allocation of 100% grants from central government. By 1994 a third of local authorities had achieved designation, which meant that they were not required to make further provision and were given additional powers to act against unauthorised encampments. The repeal of most of the Caravan Sites Act under the Criminal Justice and Public Order Act in 1994 led to a reduction in provision, with some sites being closed over a period in which the Gypsy and Traveller population was increasing.
- A.4 The **1994 Criminal Justice and Public Order Act (CJ&POA)**:
- Repealed most of the 1968 Caravan Sites Act;
 - Abolished all statutory obligation to provide accommodation;
 - Discontinued government grants for sites; and
 - Under Section 61 made it a criminal offence to camp on land without the owner's consent.

Since the CJ&POA the only places where Gypsies and Travellers can legally park their trailers and vehicles are:

- Council Gypsy caravan sites; by 2000 nearly half of Gypsy caravans were accommodated on council sites, despite the fact that new council site provision stopped following the end of the statutory duty;
- Privately owned land with appropriate planning permission; usually owned by Gypsies or Travellers. Such provision now accommodates approximately a third of Gypsy caravans in England; and
- Land with established rights of use, other caravan sites or mobile home parks by agreement or licence, and land required for seasonal farm workers (under site licensing exemptions).

By the late 1990s the impact of the 1994 Act was generating pressure for change on both local and national government. There was a major review of law and policy, which included:

- A Parliamentary Committee report (House of Commons 2004).

- The replacement of Circular 1/94 by Circular 1/2006 (which has since been cancelled and replaced by the *Planning policy for traveller sites* 2012 and updated in 2015).
- Guidance on accommodation assessments (ODPM 2006).
- The Housing Act 2004 which placed a requirement (s.225) on local authorities to assess Gypsy and Traveller accommodation needs.

A.5 **Section 225: Housing Act 2004** imposed duties on local authorities in relation to the accommodation needs of Gypsies and Travellers:

- Every local housing authority was required as part of the general review of housing needs in their areas under section 8 of the Housing Act 1985 assess the accommodation needs of Gypsies and Travellers residing in or resorting to their district;
- Where a local housing authority was required under section 87 of the Local Government Act 2003 to prepare a strategy to meet such accommodation needs, they had to take the strategy into account in exercising their functions;
- A local housing authority was required to have regard to section 226 ('Guidance in relation to section 225') in:
 - carrying out such an assessment, and
 - preparing any strategy that they are required to prepare.
- Section 124 of the Housing and Planning Act 2016 deletes sections 225 and 226 of the Housing Act 2004 (see below). Additional requirements have been inserted into Section 8 of the Housing Act 1985 to include an assessment of the need for sites for caravans and moorings for houseboats within the periodical review of housing needs.

A.6 The **Planning and Compulsory Purchase Act 2004** set out to introduce a simpler and more flexible planning system at regional and local levels. It also introduced new provisions which change the duration of planning permissions and consents, and allow local planning authorities to introduce local permitted development rights using 'local development orders'. It made the compulsory purchase regime simpler, fairer and quicker, to support major infrastructure and regeneration initiatives.

The Act introduced major changes to the way in which the planning system operates. Local planning authorities are required to prepare a Local Development Framework; however, the term Local Plan was reintroduced following the National Planning Policy Framework in March 2012.

Part 8 of the Act contains a series of measures to reform the compulsory purchase regime and make it easier for local planning authorities to make a case for compulsory purchase orders where it will be of economic, social or environmental benefit to the area. This Act was subsequently amended to a Local Plan document with the introduction of the NPPF in March 2012. This section also brings in amended procedures for carrying out compulsory purchase orders, including a widening of the category of person with an interest in the land who can object, and deals with ownership issues and compensation.

A.7 **The Localism Act 2011** introduced a number of reforms, including changes to planning enforcement rules, which strengthen the power of local planning

authorities to tackle abuses of the planning system. The changes give local planning authorities the ability to take actions against people who deliberately conceal unauthorised development, and tackle abuses of retrospective planning applications. The Act also introduced the Duty to Co-operate (see Section 3) on all local planning authorities planning sustainable development. The Duty requires *'neighbouring local authorities, or groups of authorities, to work together on planning issues in the interests of all their local residents. ... the Government thinks that local authorities and other public bodies should work together on planning issues in ways that reflect genuine shared interests and opportunities to make common cause. The duty requires local authorities and other public bodies to work together on planning issues.'*³⁷ The provision of Gypsy and Traveller sites falls within the Duty to Co-operate; which aims to ensure that neighbouring authorities work together to address issues such as provision of sites for Gypsies and Travellers in a planned and strategic way.

A.8 **Statutory Instrument 2013 No 830 Town and Country planning Act, England (Temporary Stop Notice) (England) (Revocation) Regulations 2013** came into force on 4th May 2013. This Instrument revoked the regulations governing Temporary Stop Notices, which were in place to mitigate against the disproportionate impact of Temporary Stop Notices on Gypsies and Travellers in areas where there was a lack of sufficient pitches to meet the needs of the Travelling community.

A.9 **Section 124: Housing and Planning Act 2016** has two parts:

- 124(1) amends section 8 of the Housing Act 1985, inserting an additional reference to include a duty to consider the needs of people residing in or resorting to local authority districts with respect to the provision of sites for caravans and moorings for houseboats when undertaking housing needs assessments.
- 124(2) deletes sections 225 and 226 of the Housing Act 2004 (as set out above).

³⁷ DCLG A plain English guide to the Localism Act Nov 2011

Appendix B: Literature review

B.1 As part of this research, we have carried out a review of literature, which is presented in this Appendix. A considerable range of guidance documents has been prepared by Central Government to assist local authorities discharge their strategic housing and planning functions. In addition, there is considerable independent and academic research and guidance on these issues; some of the key documents are summarised here. The documents are reviewed in order of publication date.

B.2 **A Decent Home: Definition and Guidance for Implementation Update, DCLG, June 2006**

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

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

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

- It meets the current statutory minimum standard for housing;
- It is in a reasonable state of repair;
- It has reasonably modern facilities and services; and
- It provides a reasonable degree of thermal comfort.

B.3 **Guide to Effective Use of Enforcement Powers - Parts 1 (Unauthorised Encampments, ODPM, 2006) and 2 (Unauthorised Development of Caravan Sites, DCLG, 2007)**

The Guide (now cancelled) was the Government's response to unauthorised encampments which cause local disruption and conflict. Strong powers are available to the police, local authorities and other landowners to deal with unauthorised encampments. It provided detailed step-by-step practical guidance to the use of these powers, and sets out advice on:

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

B.4 **Common Ground: Equality, good race relations and sites for Gypsies and Irish Travellers, Commission for Racial Equality, May 2006**

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

The Report's recommendations include measures relating to Central Government, local authorities, police forces and the voluntary sector. Among those relating to Central Government are:

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

Strategic recommendations affecting local authorities include:

- developing a holistic corporate vision for all work on Gypsies and Irish Travellers,
- reviewing all policies on accommodation for Gypsies and Irish Travellers,
- designating a councillor at cabinet (or equivalent) level, and an officer at no less than assistant director level, to coordinate the authority's work on all sites;
- emphasising that the code of conduct for councillors applies to their work in relation to all racial groups, including Gypsies and Irish Travellers;
- giving specific advice to Gypsies and Irish Travellers on the most suitable land for residential use, how to prepare applications, and help them to find the information they need to support their application;
- identifying and reporting on actions by local groups or individuals in response to plans for Gypsy sites that may constitute unlawful pressure on the authority to discriminate against Gypsies and Irish Travellers; and
- monitoring all planning applications and instances of enforcement action at every stage, by type and racial group, including Gypsies and Irish Travellers, in order to assess the effects of policies and practices on different racial groups.

Among other recommendations, the Report states that police forces should:

- include Gypsies and Irish Travellers in mainstream neighbourhood policing strategies, to promote race equality and good race relations;
- target individual Gypsies and Irish Travellers suspected of anti-social behaviour and crime on public, private and unauthorised sites, and not whole communities;
- treat Gypsies and Irish Travellers as members of the local community, and in ways that strengthen their trust and confidence in the police;
- provide training for all relevant officers on Gypsies' and Irish Travellers' service needs, so that officers are able to do their jobs more effectively;
- review formal and informal procedures for policing unauthorised encampments, to identify and eliminate potentially discriminatory practices, and ensure that the procedures promote race equality and good race relations; and
- review the way policy is put into practice, to make sure organisations and individuals take a consistent approach, resources are used effectively and strategically, all procedures are formalised, and training needs are identified.

Other recommendations relate to Parish and Community councils the Local Government Association, the Association of Chief Police Officers and the voluntary sector.

B.5 Planning Advisory Service (PAS) *Spaces and places for Gypsies and Travellers: how planning can help* (2006)

PAS list the following as key to successful delivery of new provision:

- **Involve Gypsy and Traveller communities:** this needs to happen at an early stage, innovative methods of consultation need to be adopted due to low levels of literacy and high levels of social exclusion within Gypsy and Traveller communities and members of the Gypsy and Traveller community should be trained as interviewers on Accommodation Assessments (Cambridgeshire, Surrey, Dorset and Leicestershire). Other good practice examples include distribution of material via CD, so that information can be 'listened to' as opposed to read. The development of a dedicated Gypsy and Traveller Strategy is also seen to be good practice, helping agencies develop a co-ordinated approach and so prioritise the issue. The report also recommends the use of existing Gypsy and Traveller resources such as the planning guide published in Traveller's Times, which aims to explain the planning process in an accessible way to members of the Gypsy and Traveller community. As well as consulting early, PAS also flags the need to consult often with communities;
- **Work collaboratively** with neighbouring authorities to address the issues and avoid just 'moving it on' to a neighbouring local authority area. With the new Duty to Co-operate established within the NPPF, working collaboratively with neighbouring local authorities has never been more important. Adopting a collaborative approach recognises that local authorities cannot work in isolation to tackle this issue;

- **Be transparent:** trust is highly valued within Gypsy and Traveller communities, and can take a long time to develop. The planning system needs to be transparent, so that members of the Gypsy and Traveller community can understand the decisions that have been taken and the reasoning behind them. PAS states that *‘ideally council work in this area should be led by an officer who is respected both within the Council and also within Gypsy and Traveller communities: trust is vital and can be broken easily.’*³⁸ Local planning authorities also need to revisit their approach to development management criteria for applications for Gypsy and Traveller sites *‘to ensure that criteria make it clear what applications are likely to be accepted by the council. Authorities need to ensure that these are reasonable and realistic. Transparent and criteria-based policies help everyone to understand what decisions have been made and why.’*³⁹ Kent and Hertsmere councils are listed as examples of good practice in this regard.
- **Integration:** accommodation needs assessments need to be integrated into the Local Plan evidence base, with site locations and requirements set out within specific Development Plan Documents (DPDs); dedicated Gypsy and Traveller DPDs are advocated as a means of ensuring that the accommodation needs of Gypsies and Travellers are fully considered and addressed within the local planning process; and
- **Educate and work with councillors:** members need to be aware of their responsibilities in terms of equality and diversity and *‘understand that there must be sound planning reasons for rejecting applications for Gypsy and Traveller sites’*⁴⁰. It is helpful for members to understand the wider benefits of providing suitable accommodation to meet the requirements of the Gypsy and Traveller community, such as:
 - An increase in site provision;
 - Reduced costs of enforcement; and
 - Greater community engagement and understanding of community need.

B.6 RTPI Good Practice Note 4, *Planning for Gypsies and Travellers (2007)*

The RTPI has developed a series of Good Practice notes for local planning authorities ‘Planning for Gypsies and Travellers’; the notes cover four key areas:

- Communication, consultation and participation;
- Needs assessment;
- Accommodation and site delivery; and
- Enforcement.

Whilst the notes were developed prior to the NPPF and the introduction of PPTS 2012 and 2015, some of the key principles remain relevant. and it is worth considering some of the papers’ key recommendations.

³⁸ PAS *Spaces and places for gypsies and travellers how planning can help*, page 8

³⁹ PAS *spaces and places for gypsies and travellers how planning can help* page 8 & 14

⁴⁰ PAS *spaces and places for gypsies and travellers how planning can help* page 10

In terms of **communication, consultation and participation** the RTPI highlight the following good practice:

- **Define potentially confusing terminology** used by professionals working in the area;
- **Use appropriate methods of consultation:** oral exchanges and face-to-face dealings are essential to effectively engage with Gypsy and Traveller communities, whilst service providers tend to use written exchanges;
- **Consultees and participants need to be involved in the entire plan making process;** this includes in-house participants, external organisations, Gypsy and Traveller communities, and settled communities. The RTPI concludes that:
 - *‘Local authorities should encourage Gypsy and Traveller communities to engage with the planning system at an early stage. However, they may request other agencies that have well-established relationships with members of Gypsy and Traveller communities to undertake this role.’* and
 - *‘In the past, settled communities have often only become aware of the intention to develop Gypsy and Traveller accommodation when the local authority issues a notice or consultation. ... cultivating the support of the settled community for the development of sites should start as soon as possible. ... There is a sound case for front-loading and sharing information with small groups in the [settled] community, rather than trying to manage large public gatherings at the start of the process. Again, it may be beneficial for the local authority to work in partnership with organisations with established links in the community. The settled community is not a homogeneous whole. There will be separate groups with different perceptions and concerns, which the local authority must take account of.’⁴¹*
- **Dialogue methods:** the RTPI correctly identify that the experience of many Gypsies and Travellers of liaising with both public sector agencies and the settled community is both frightening and negative. As a result *‘there should be no expectation that Gypsies and Travellers will participate in open meetings. Stakeholders should investigate suitable methods of bringing together individuals from the respective communities in an environment that will facilitate a constructive exchange of information and smooth the process of breaking down animosity and hostility.’⁴²* The use of public meetings is discouraged, and the use of organisations with experience of working within both Gypsy and Traveller, and settled communities encouraged – advice and support groups, assisted by the latter, holding regular local meetings can be an effective means of engaging constructively with both communities. Representatives from these groups can also be included on appropriate forums and advisory groups. The location and timing of meetings needs to be carefully considered to maximise participation, with a neutral venue being preferable.

⁴¹ RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part A page 8

⁴² RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part A page 13

- **The media** has an important role to play in facilitating the delivery of sites locally, with past reporting being extremely damaging. Positive media liaison is important and requires:
 - A single point of contact with the local authority;
 - A liaison officer responsible for compilation and release of briefings, and for building positive relationships with editors, journalists, radio and television presenters;
 - All stakeholders to provide accurate and timely briefings for the liaison officer;
 - Provision of media briefings on future activities;
 - Officers to anticipate when and where the most sensitive and contentious issues will arise and use of a risk assessment to mitigate any negative impact;
 - Use of the media to facilitate engagement with both settled and Gypsy and Traveller communities; and
 - Stakeholders to provide politicians with clear, accurate and comprehensive briefings.
- **On-going communication, participation and consultation** are important. The continued use of the most effective methods of engagement once an initiative is completed ensures the maximum use of resources:
 - *'The delivery of some services, such as the identification of sites in development plan documents, is the end of one process and the start of another. The various committees and advisory groups established to participate in the process of site identification and the accommodation needs assessment will have considerable background information and expertise embedded in their membership. This will prove useful in the management and monitoring of subsequent work. ... Whilst on-going engagement with all service users is important, it is especially important with regard to Gypsies and Travellers, given their long history of marginalisation.'*⁴³

Whilst the RTPI's Good Practice Note Planning for Gypsies and Travellers predates the NPPF, the principles that it establishes at Part C remain largely relevant in terms of the role of local plan making. The Note advises that whilst the use of the site specific DPDs to identify sites for Gypsy and Traveller accommodation may seem less divisive, subsequent to identification of sufficient sites to meet identified need, local planning authorities should seek to integrate provision for Gypsies and Travellers within their general housing strategies and policies. Early involvement of stakeholders, the community and special interest groups will help achieve a consensus.

However, the RTPI point out that, due to the contentious nature of Gypsy and Traveller provision, the use of a criteria based approach to the selection of development sites is unlikely to be *successful 'in instances where considerable*

⁴³ RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part A page 18

public opposition to the development might be anticipated. The paper concludes that it is not appropriate to rely solely on criteria as an alternative to site allocations where there is an identified need for the development.⁴⁴

The RTPI advocate adopting a pragmatic approach, whereby local planning authorities work with the Gypsy and Traveller communities within their areas to identify a range of potentially suitable sites:

*'The local authority and Gypsy and Traveller communities are both able to bring forward their suggested sites during this process, and the distribution and location of transit as well as permanent sites can be covered. The practicable options would then go forward for discussion with the local community, interest groups, and other stakeholders before the selection of preferred sites is finalised. The advantages of this approach are its transparency and the certainty it provides both for Gypsies and Travellers and for settled communities.'*⁴⁵

The RTPI also advocates the use of supplementary planning guidance to provide additional detail on policies contained within a Local Plan; in terms of Gypsies and Travellers this could include:

- Needs assessment evidence base;
- Design principles; and
- A design brief for the layout of sites.

B.7 Guidance on Gypsy and Traveller Accommodation Needs Assessments, DCLG, October 2007

This Guidance sets out a detailed framework for designing, planning and carrying out Gypsy and Traveller accommodation needs assessments. It includes the needs of Showpeople. It acknowledges that the housing needs of Gypsies and Travellers are likely to differ from those of the settled community, and that they have hitherto been excluded from accommodation needs assessments.

The guidance stresses the importance of understanding accommodation needs of the whole Gypsy and Traveller population; and that studies obtain robust data. It recognises the difficulty of surveying this population and recommends the use of:

- Qualitative methods such as focus groups and group interviews;
- Specialist surveys of those living on authorised sites that are willing to respond; and
- Existing information, including local authority site records and the twice yearly caravan counts.

The guidance recognises that there are challenges in carrying out these assessments, and accepts that while the approach should be as robust as possible it is very difficult to exactly quantify unmet need.

⁴⁴ RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part C page 11

⁴⁵ RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part C page 11

B.8 **Designing Gypsy and Traveller Sites Good Practice Guide, DCLG, May 2008**

The Guide (now cancelled) attempted to establish and summarise the key elements needed to design a successful site. In particular, the guidance intended to assist:

- Local authorities or Registered Providers looking to develop new sites or refurbish existing sites;
- Architects or developers looking to develop sites or refurbish existing sites; and
- Site residents looking to participate in the design/refurbishment process.

B.9 **The National Planning Policy Framework, March 2012**

The National Planning Policy Framework (NPPF) came into effect in March 2012 and sets out the Government's planning policies for England. It condenses previous guidance and places a strong emphasis on 'sustainable development'. It provides more focussed guidance on plan-making and refers to 'Local Plans' rather than Local Development Frameworks or Development Plan Documents. Despite the difference in terminology it does not affect the provisions of the 2004 Act which remains the legal basis for plan-making.

B.10 **DCLG Planning policy for traveller sites, March 2012 (subsequently updated August 2015)**

In March 2012 the Government also published *Planning policy for traveller sites*, which together with the NPPF replaced all previous planning policy guidance in respect of Gypsies and Travellers. The policy approach encouraged provision of sites for Gypsies and Travellers where there is an identified need, to help maintain an appropriate level of supply. The policy also encouraged the use of plan making and decision taking to reduce unauthorised developments and encampments. This site has now been updated (see below).

B.11 **Progress report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers, April 2012**

In April 2012 the Government published a Progress Report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers, which summarised progress in terms of meeting 'Government commitments to tackle inequalities and promote fairness for Gypsy and Traveller communities.'⁴⁶ The report covers 28 measures from across Government aimed at tackling inequalities, these cover:

- Improving education outcomes;
- Improving health outcomes;
- Providing appropriate accommodation;
- Tackling hate crime;
- Improving interaction with the National Offender Management Service;
- Improving access to employment and financial services; and

⁴⁶ www.communities.gov.uk/news/corporate/2124322

- Improving engagement with service providers.

B.12 Dealing with illegal and unauthorised encampments: a summary of available powers, DCLG August 2012

This guidance note (now superseded, March 2015) summarised the powers available to local authorities and landowners to remove encampments from both public and private land. Powers available to local authorities being:

- Injunctions to protect land from unauthorised encampments;
- Licensing of caravan sites;
- Tent site licences;
- Possession orders;
- Interim possession orders;
- Local byelaws;
- Power of local authorities to direct unauthorised campers to leave land;
- Addressing obstructions to the public highway;
- Planning contravention notice;
- Temporary stop notice;
- Enforcement notice and retrospective planning;
- Stop notice;
- Breach of condition notice; and
- Powers of entry onto land.

B.13 Statutory Instrument 2013 No.830 Town and Country Planning (Temporary Stop Notice) (England) (Revocation) Regulations 2013: Made on 11th April 2013 and laid before Parliament on 12th April 2013 this Instrument revoking the regulations applying to Temporary Stop Notices (TSNs) in England came into force on 4th May 2013. The regulations were originally introduced to mitigate against the likely disproportionate impact of TSNs on Gypsies and Travellers in areas where there is a lack of sites to meet the needs of the Travelling community. Under the regulations, TSNs were prohibited where a caravan was a person's main residence, unless there was a risk of harm to a serious public interest significant enough to outweigh any benefit to the occupier of the caravan. Under the new arrangements local planning authorities are to determine whether the use of a TSN is a proportionate and necessary response.

B.14 Ministerial Statement 1st July 2013 by Brandon Lewis⁴⁷ highlighted the issue of inappropriate development in the Green Belt and revised the appeals recovery criteria issued on 30th June 2008 to enable an initial six-month period of scrutiny of Traveller site appeals in the Green Belt. This was so that the Secretary of State could assess the extent to which the national policy, *Planning policy for traveller sites*, was meeting the Government's stated policy intentions. A number of appeals have subsequently been recovered. The Statement also revoked the

⁴⁷ <https://www.gov.uk/government/speeches/planning-and-travellers>

practice guidance on 'Diversity and equality in planning'⁴⁸, deeming it to be outdated; the Government does not intend to replace this guidance.

B.15 **Dealing with illegal and unauthorised encampments: a summary of available powers 9th August 2013.** This guidance (now superseded, March 2015) replaced that published in August 2012, and updated it in respect of changes to Temporary Stop Notices. The Guidance listed powers available to local authorities, including:

- More powerful temporary stop notices to stop and remove unauthorised caravans;
- Pre-emptive injunctions that protect vulnerable land in advance from unauthorised encampments;
- Possession orders to remove trespassers from land;
- Police powers to order unauthorised campers to leave land;
- Powers of entry onto land so authorised officers can obtain information for enforcement purposes;
- Demand further information on planning works to determine whether any breach of the rules has taken place;
- Enforcement notices to remedy any planning breaches; and
- Ensuring sites have valid caravan or tent site licences.

It sets out that councils should work closely with the police and other agencies to stop camps being set up when council offices are closed.

B.16 **DCLG Consultation: Planning and Travellers, September 2014.** This consultation document sought to:

- Amend the Planning policy for Traveller sites' definition of Travellers and Travelling Showpeople to exclude those who have ceased to travel permanently;
- Amend secondary legislation to bring the definition of Gypsies and Travellers, set out in the Housing (Assessment of Accommodation Needs)(Meaning of Gypsies and Travellers)(England) Regulations 2006 in line with the proposed changed definition set out above for the Planning policy for Traveller sites;
- Make the intentional unauthorised occupation of land be regarded by decision takers as a material consideration that weighs against the granting of planning permission. In other words, failure to seek permission in advance of occupation of land would count against the grant of planning permission;
- Protect 'sensitive areas' including the Green Belt;
- Update guidance on how local authorities should assess future Traveller accommodation requirements, including sources of information that authorities should use. In terms of future needs assessments the consultation suggests that authorities should look at:

⁴⁸ ODPM Diversity and Equality in Planning: A good practice guide 2005

- The change in the number of Traveller households that have or are likely to have accommodation needs to be addressed over the Plan period;
 - Broad locations where there is a demand for additional pitches;
 - The level, quality and types of accommodation and facilities needed (e.g. sites and housing);
 - The demographic profile of the Traveller community obtained from working directly with them;
 - Caravan count data at a local level; and
 - Whether there are needs at different times of the year.
- The consultation closed on 23rd November 2014.

B.17 Dealing with illegal and unauthorised encampments: a summary of available powers, March 2015. This Guidance sets out the robust powers councils, the police and landowners have to deal quickly with illegal and unauthorised encampments. The Guidance lists a series of questions that local authorities will want to consider including:

- Is the land particularly vulnerable to unlawful occupation/trespass?
- What is the status of that land? Who is the landowner?
- Do any special rules apply to that land (e.g. byelaws, statutory schemes of management, etc.) and, if so, are any of those rules relevant to the occupation/trespass activity?
- Has a process been established for the local authority to be notified about any unauthorised encampments?
- If the police are notified of unauthorised encampments on local authority land, do they know who in the local authority should be notified?
- If the power of persuasion by local authority officers (wardens/park officers/enforcement officers) does not result in people leaving the land/taking down tents, is there a clear decision making process, including liaison between councils and local police forces, on how to approach unauthorised encampments? At what level of the organisation will that decision be made? How will that decision-maker be notified?

The Guidance also states that to plan and respond effectively local agencies should work together to consider:

- Identifying vulnerable sites;
- Working with landowners to physically secure vulnerable sites where possible;
- Preparing any necessary paperwork, such as applications for possession orders or injunctions, in advance;
- Working with private landowners to inform them of their powers in relation to unauthorised encampments, including advance preparation of any necessary paperwork;
- Developing a clear notification and decision-making process to respond to instances of unauthorised encampments;

- The prudence of applying for injunctions where intelligence suggests there may be a planned encampment and the site of the encampment might cause disruption to others;
- Working to ensure that local wardens, park officers or enforcement officers are aware of who they should notify in the event of unauthorised encampments;
- Working to ensure that local wardens or park officers are aware of the locations of authorised campsites or other alternatives; and
- Identifying sites where protests could be directed / permitted.

B.18 **DCLG Planning policy for traveller sites, August 2015**

To be read alongside the NPPF (March 2012), this national planning policy document replaces the original document of the same name (published in March 2012). *Planning policy for traveller sites* sets out 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.”⁴⁹

The document sets out a series of nine policies (Policy A to Policy I), which address different issues associated with traveller sites:

- Policy A: Using evidence to plan positively and manage development,
- Policy B: Planning for traveller sites,
- Policy C: Sites in rural areas and the countryside,
- Policy D: Rural exception sites,
- Policy E: Travellers sites in Green Belt,
- Policy F: Mixed planning use traveller sites,
- Policy G: Major development projects,
- Policy H: Determining planning applications for traveller sites, and
- Policy I: Implementation.

B.19 **DCLG Planning policy statement on Green Belt protection and intentional unauthorised development (31st August 2015)**

Issued as a letter to all Chief Planning Officers in England, this planning policy statement sets out changes to make intentional unauthorised development a material consideration in the determination of planning applications, and also to provide stronger protection for the Green Belt. The statement explains that the Planning Inspectorate will monitor all appeal decisions involving unauthorised development in the Green Belt, and additionally the DCLG will consider the recovery of a proportion of relevant appeals for the Secretary of State’s decision “to enable him to illustrate how he would like his policy to apply in practice”, under the criteria set out in 2008.

⁴⁹ DCLG *Planning policy for traveller sites*, August 2015, paragraph 3

In addition, the planning policy statement of 31st August 2015 announced that the Government has cancelled the documents *Guide to the effective use of enforcement powers, Part 1* (2006) and *Part 2* (2007) and *Designing Gypsy and Traveller Sites – Good Practice Guide* (2008).

B.20 DCLG Draft guidance to local housing authorities on the periodical review of housing needs: Caravans and Houseboats, March 2016

This draft guidance was published to explain how the Government wants local housing authorities to interpret changes to accommodation needs assessments (as required by Section 8 of the Housing Act 1985), specifically in relation to caravans and houseboats. It makes reference to Clause 115 of the Housing and Planning Bill, which has subsequently received royal assent and became legislation on 12 May 2016. The relevant clause has become Section 124 of the Housing and Planning Act 2016.

The draft guidance explains how Government wants local housing authorities to interpret changes to accommodation needs assessments (as required by Section 8 of the Housing Act 1985), specifically in relation to caravans and houseboats.

In the carrying out of accommodation needs assessments, the draft guidance stresses the importance of close engagement with the community. The use of existing data along with conducting a specialist survey is recommended.

Appendix C: Fieldwork questionnaires

- C1. Gypsy and Traveller
- C2. Travelling Showperson
- C3. Houseboat

Reading Borough Council Gypsy and Traveller Accommodation Assessment 2016

QUESTIONNAIRE (Gypsies and Travellers)

[November] 2016

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Reading Borough Council Gypsy, Traveller and Travelling Showpeople Survey

Introduction

I am an independent researcher doing a study on the accommodation needs of Gypsies, Travellers and Travelling Showpeople. This work is being conducted on behalf of Reading Borough Council.

We want to find out:

- What sort of homes – sites, yards and houses – Gypsies, Travellers and Travelling Showpeople need.
- What you think of existing sites, yards and homes
- Whether you think new permanent and temporary sites and yards are needed
- Whether you think easier access to bricks and mortar accommodation is needed
- Whether you travel and if so whether you've had problems while travelling
- What you think about the costs of your homes – houses, yards and sites
- What other services you feel you need to support you

Interviewed before?

Have you been interviewed for this survey before?

- **If 'Yes' and in same location as previous interview, politely decline interview and find new respondent.**
- **If 'Yes' on roadside and in different location from previous interview carry on with introduction**
- **If 'No' carry on with introduction**

Do you have time to talk with me about these things – it will take about 30 to 40 minutes?

Your answers are completely confidential – I won't use your name in any report that I write and no one will be able to trace any answer back to you. You don't have to answer everything - if you don't want to answer any particular questions, just tell me to skip them.

FOR MOST ANSWERS, CHECK THE BOXES MOST APPLICABLE OR FILL IN THE BLANKS

Interview details

Date and time _____

Location (site name and address) _____

Pitch/property type (circle most appropriate)	<ol style="list-style-type: none">1.Council2.HA3.Private_Authorised4.Private_TempAuthorised5.Private_Unauthorised6.Private_Unauthorised Tolerated7.Bricks and Mortar8. Roadside9. Unauthorised encampment
---	---

Background data

Pitch address and/or number [use any evidence of numbers or attribute them]	
Number static caravans/mobile homes on pitch	
Number tourers on pitch	
Number bricks and mortar on pitch	
Brief description of pitch occupancy [eg. the pitch contained 3 households - the principal household and then a cousin of the respondent and his family; and a son of the respondent and his family]	
Number of households as stated by respondent [from this determine how many questionnaires to complete on the pitch]	
Number of concealed households [Judgement required]	
Number of doubled up households [Judgement required]	
Does anyone else use this pitch as their home [Brief description]	

Q2 How would you best describe your household?

1	2	3	4	5	6	7
Single person under 65	Single person 65 and over	Lone parent	Couple no children	Couple with children	Older couple (one or both 65 and over)	Other

Home base

Q3 Is this your main home base?

1	2
Yes	No

Q4 Where is your other home base?

[If 'no' go to Q4; if 'yes' go to Q5]

[State settlement/district]

Current accommodation

Q5 What type of accommodation do you live in?

1	2	3	4	5	6
Trailer/wagon	Static/mobile home/chalet	House	Bungalow	Flat	Other (specify)

Q6 How many bedspaces are there?

1	2	3	4	5	6	7	8

Q7 Do you think your home (trailer/B&M) is overcrowded?

1	2
Yes	No

Q8 Do you think your pitch is overcrowded?

1	2
Yes	No

Q9 How long have you lived here (at the location of the interview)?

1	2	3	4	5	6
Up to 1 year	Over 1 and up to 2 years	2 years and up to 3 years	3 years and up to 4 years	4 years and up to 5 years	5 years or more

Q10 Where did you move from?

1	2	3	4
The same pitch	The same site	The same district	From outside the district

Q11 Why did you move onto this pitch?

1	2	3	4	5	6	7	8	9	10
Close to family/friends	Near to place of work	Near to school/nursery	Close to hospital/doctors	Close to church	No-where else that is suitable	Simply chose this place / no particular reason	Pitch provided by family/friends	Always lived here	Other [Please Specify below]

Other: _____

Q12 When you moved onto this pitch, was it?

1	2	3
A brand new pitch which had not been occupied	An empty pitch which had previously been occupied	Part of an existing pitch which became available to you (sub-division)

Travelling questions

Q13 In the last year have you or anyone in your household travelled?

1	2
Yes	No

Q14 Previous to the last year, did you or anyone on your household travel?

1	2
Yes	No

Q15 Why do you travel?

1	2	3	4	5	6	7	8
Cultural reasons	Personal preference	Work related	Visit family/ friends or family events	To attend fairs	To attend religious meetings/ conventions	Only way of life I know	Limited opportunity to settle down/ no pitch on which to live/ lack of site provision

Q16 Do you or anyone in your household plan to travel next year?

1	2
Yes	No

Q17 Do you think you or anyone in your household will travel each year for the next five years and/or beyond?

1	2
Yes	No

Q18 How many days or weeks do you normally travel each year?

1	2	3	4	5	6	7	8
No more than 13 days	2 to 4 weeks (or one month)	5 to 8 weeks (or 2 months)	9 to 12 weeks (or 3 months)	13 to 26 weeks (or 6 months)	Over 6 months but less than 10 months	Over 10 months but less than 12 months	All year

Q19 How many days or weeks do you plan to travel in any given year in the future?

1	2	3	4	5	6	7	8
No more than 13 days	2 to 4 weeks (or one month)	5 to 8 weeks (or 2 months)	9 to 12 weeks (or 3 months)	13 to 26 weeks (or 6 months)	Over 6 months but less than 10 months	Over 10 months but less than 12 months	All year

Q20 Where would your household normally go when you are travelling; where and when?

	Location	Month	Reason	Route
A.				
B.				
C.				
D.				

Q21 What reasons do you have for not travelling now or in the future?

1	2	3	4	5	6	7	8	9	10
Too many problems relating to travelling	Long term health reasons	Short term health reasons	Prefer not to travel	Family commitments	Education of children	Work/ job commitments	Do not need to travel	Other members of my household travel	Other (please state)

Other: _____

Transit site questions

Q22 Transit sites are intended for short-term use while in transit. Sites are usually permitted and authorised but there is a limit on the length of time residents can stay. Is there a need for transit sites in Reading?

1	2
Yes	No

Q23 If yes, *where*?

Q24 Please state how *many* pitches and when is the site needed?

How many pitches? _____

When is the site needed (all the time or only at certain times of year)? _____

Q25 Who should *manage* transit sites?

1	2	3	4	5
Councils	Registered social landlords/ Housing Associations	Private (Gypsy/ Traveller)	Private (Non Gypsy/ Traveller)	Other (please state)

Other: _____

Permanent site questions

Q26 Is there a *need* for new permanent site(s) in Reading?

1	2
Yes	No

Q27 If yes, where?

Q28 Please state how many pitches?

Q29 Who should manage permanent sites?

1	2	3	4	5
Councils	Registered social landlords/ Housing Associations	Private (Gypsy/ Traveller)	Private (Non Gypsy/ Traveller)	Other (please state)

Other: _____

The future

Q30 Are you planning to move in the next 5 years?

1	2
No - planning to stay where you are based now [go to 0]	Yes - planning to move elsewhere

Q31 Where are you planning to move to?

1	2	3	4	5
Another pitch on the current site/ yard	Another site/ yard (if so, where)	Bricks and mortar (if so, where)	From bricks and mortar to a site/ yard (if so, where)	Other (please state)
	State settlement/district	State settlement/district	State settlement/district	State settlement/district

Q32 What type of accommodation are you planning to move to?

1	2	3	4	5	6
Trailer/wagon	Chalet/mobile home	House	Bungalow	Flat	Older persons' housing (eg sheltered/extra care)

Q33 Which of the following would you consider?

1	2	3	4	5	6	7	8
For pitches				For houses			
Rent a pitch on a private site	Own a pitch on a private site	Rent a pitch on a Council/ Housing Association site	Rent from the Council	Rent from a Housing Association	Rent privately	Buy a property	Other (please state)

Other: _____

Q34 If you are considering moving to bricks and mortar accommodation, what are your reasons?

Q35 If you are considering moving to bricks and mortar accommodation would you use (or have you used) North Yorkshire Home Choice?

Emerging households

Q36 Are there any people in your household who want to move to their own caravan/pitch/house in the next 5 years?

State how many	
----------------	--

If none go to Q40

Q37 If yes, where would they like to move to?

	HH1	HH2	HH3	HH4
Pitch on current site/yard				
Move to another site/yard (if so, where)				
Move to bricks and mortar (if so, where)				

Q38 If yes, what sort of accommodation would they require?

	HH1	HH2	HH3	HH4
Trailer/wagon				
Chalet/mobile home				
House				
Bungalow				
Flat				
Sheltered/extra care housing				
No permanent base required				
Other (please specify)				

Other: _____

Q39 If yes, which of the following options would they consider?

	HH1	HH2	HH3	HH4
Rent pitch from Council				
Rent pitch from Registered Provider/Housing Association				
Rent pitch privately				
Own land where trailer/wagon is normally located				
To travel/ use multiple/ various sites				

Q40 Do you think they will want to travel for some of the year?

	HH1	HH2	HH3	HH4
Yes 1				
No 2				

Current site

Q41 Thinking of where you live, is there potential for further expansion?

1	2
Yes	No

If so, for how many pitches? _____

Q42 Is there potential to sub-divide existing pitches?

1	2
Yes	No

If so, for how many pitches? _____

Q43 How many vacant pitches are there? _____

Q44 How many are available to be occupied by a household? _____

Q45 Do you know of any households etc to be interviewed? **[please include details]**

Q46 Is there anything else you would like to tell us?

Finally

Q47 What do you think of the site you live on?

	1	2	3
	Happy	Okay	Not happy
Site management			
Size of pitch			
Access to site			
Quality of sheds			
Location			
Cost of electricity			
Cost of gas			
Cost of water			
Cost of rent			

[THEN REPEAT QUESTIONS FOR SECOND HOUSEHOLD, THIRD HOUSEHOLD ETC ON PITCH MAKING SURE THEY ARE REFERENCED CORRECTLY. THE PRINCIPAL HOUSEHOLD SHEET SHOULD HAVE INFORMATION WHICH LINKS TOGETHER ALL QUESTIONNAIRES (eg the site contained 3 households – the principal household and then a cousin of the respondent and his family and a son of the respondent and his family)]

Reading Borough Council Gypsy and Traveller and Travelling Showperson Accommodation Assessment 2016

QUESTIONNAIRE (Travelling Showpeople)

[November] 2016

Main Contact: Dr Michael Bullock
Email: michael.bullock@arc4.co.uk
Telephone: 0800 612 9133
Website: www.arc4.co.uk

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Reading Borough Gypsy, Traveller and Travelling Showpeople Survey

Introduction

I am an independent researcher doing a study on the accommodation needs of Gypsies, Travellers and Travelling Showpeople. This work is being conducted on behalf of Reading Borough Council.

We want to find out:

- What sort of homes – Yards, yards and houses – Gypsies, Travellers and Travelling Showpeople need.
- What you think of existing Yards, yards and homes
- Whether you think new permanent and temporary Yards and yards are needed
- Whether you think easier access to bricks and mortar accommodation is needed
- Whether you travel and if so whether you've had problems while travelling
- What you think about the costs of your homes – houses, yards and Yards
- What other services you feel you need to support you

Interviewed before?

Have you been interviewed for this survey before?

- **If 'Yes' and in same location as previous interview, politely decline interview and find new respondent.**
- **If 'Yes' on roadside and in different location from previous interview carry on with introduction**
- **If 'No' carry on with introduction**

Do you have time to talk with me about these things – it will take about 30 to 40 minutes?

Your answers are completely confidential – I won't use your name in any report that I write and no one will be able to trace any answer back to you. You don't have to answer everything - if you don't want to answer any particular questions, just tell me to skip them.

FOR MOST ANSWERS, CHECK THE BOXES MOST APPLICABLE OR FILL IN THE BLANKS

Interview details

Date and time _____

Location (Yard name and address) _____

Plot/property type (circle most appropriate)	<ol style="list-style-type: none">1.Council2.HA3.Private_Authorised4.Private_TempAuthorised5.Private_Unauthorised6.Private_Unauthorised Tolerated7.Bricks and Mortar
--	--

Background data

Plot address and/or number [use any evidence of numbers or attribute them]	
Number static caravans/mobile homes on plot	
Number tourers on plot	
Number bricks and mortar on plot	
Number of amenity blocks/sheds on Yard	
Brief description of plot occupancy [eg. the Plot contained 3 households - the principal household and then a cousin of the respondent and his family; and a son of the respondent and his family]	
Number of households as stated by respondent [from this determine how many questionnaires to complete on the plot]	
Number of concealed households [Judgement required]	
Number of doubled up households [Judgement required]	
Does anyone else use this plot as their home [Brief description]	

Household Characteristics

Q1 Who lives in your household?

	Gender	Age	Relationship to respondent	Economic activity	Ethnicity
Respondent					
Person 2					
Person 3					
Person 4					
Person 5					
Person 6					
Person 7					
Person 8					

[Notes for interview coding:]

	Relationship	Economic activity	Ethnicity
1	Spouse/partner	Working full-time (30 or more hrs each week)	Romany Gypsy
2	Son/stepson	Working part-time 16 and up to 30 hrs each week)	English Gypsy
3	Daughter/stepdaughter	Working part-time under 16 hrs each week)	English Traveller
4	Grandson/daughter	Self-employed (full or part time)	Irish Traveller
5	Parent	On Government training programme	Welsh Gypsy
6	Grandparent	In full-time education (inc. nursery)	Welsh Traveller
7	Brother/sister	Unemployed and available for work	Scottish Gypsy
8	Nephew/niece	Permanently sick/disabled	Scottish Traveller
9	Other relation	Wholly retired from work	New Traveller
10	Friend	Looking after the home and family	Showman
11	Lodger/boarder	Full-time carer or volunteer	Circus Traveller
12			Other

Q2 How would you best describe your household?

1	2	3	4	5	6	7
Single person under 65	Single person 65 and over	Lone parent	Couple no children	Couple with children	Older couple (one or both 65 and over)	Other

Home base

Q3 Is this your main home base?

1	2
Yes	No

Q4 Where is your other home base?

[If 'no' go to Q4; if 'yes' go to Q5]

[State settlement/district]

Current accommodation

Q5 What type of accommodation do you live in?

1	2	3	4	5	6
Trailer/wagon	Static/mobile home/chalet	House	Bungalow	Flat	Other (specify)

Q6 How many bedspaces are there?

1	2	3	4	5	6	7	8

Q7 Do you think your home (trailer/B&M) is overcrowded?

1	2
Yes	No

Q8 Do you think your plot is overcrowded?

1	2
Yes	No

Q9 How long have you lived here (at the location of the interview)?

1	2	3	4	5	6
Up to 1 year	Over 1 and up to 2 years	2 years and up to 3 years	3 years and up to 4 years	4 years and up to 5 years	5 years or more

Q10 Where did you move from?

1	2	3	4
The same Plot	The same Yard	The same district	From outside the district
			If outside district, from where outside

Q11 Why did you move onto this Plot?

1	2	3	4	5	6	7	8	9	10
Close to family/friends	Near to place of work	Near to school/nursery	Close to hospital/doctors	Close to church	No-where else that is suitable	Simply chose this place / no particular reason	Plot provided by family/friends	Always lived here	Other [Please Specify below]

Other: _____

Q12 When you moved onto this Plot, was it?

1	2	3
A brand new Plot which had not been occupied	An empty Plot which had previously been occupied	Part of an existing Plot which became available to you (sub-division)

Travelling questions

Q13 In the last year have you or anyone in your household travelled?

1	2
Yes	No

Q14 Have you or anyone in your household travelled within the past 2 to 5 years?

1	2
Yes	No

Q15 Why do you travel?

1	2	3	4	5	6	7	8
Cultural reasons	Personal preference	Work related	Visit family/ friends or family events	To attend fairs	To attend religious meetings/ conventions	Only way of life I know	Limited opportunity to settle down/ no Plot on which to live/ lack of Yard provision

Q16 Do you or anyone in your household plan to travel next year?

1	2
Yes	No

Q17 Do you think you or anyone in your household will travel each year for the next five years and/or beyond?

1	2
Yes	No

Q18 How many days or weeks do you normally travel each year?

1	2	3	4	5	6	7	8
No more than 13 days	2 to 4 weeks (or one month)	5 to 8 weeks (or 2 months)	9 to 12 weeks (or 3 months)	13 to 26 weeks (or 6 months)	Over 6 months but less than 10 months	Over 10 months but less than 12 months	All year

Q19 How many days or weeks do you plan to travel in any given year in the future? Possibly delete

1	2	3	4	5	6	7	8
No more than 13 days	2 to 4 weeks (or one month)	5 to 8 weeks (or 2 months)	9 to 12 weeks (or 3 months)	13 to 26 weeks (or 6 months)	Over 6 months but less than 10 months	Over 10 months but less than 12 months	All year

Q20 Where would you normally go when you are travelling; where and when?

	Location	Month	Reason	Route
A.				
B.				
C.				
D.				

Q21 What reasons do you have for not travelling now or in the future?

1	2	3	4	5	6	7	8	9	10
Too many problems relating to travelling	Long term health reasons	Short term health reasons	Prefer not to travel	Family commitments	Education of children	Work/ job commitments	Do not need to travel	Other members of my household travel	Other (please state)

Other: _____

Permanent Yard questions

Q22 Is there a need for new permanent Yard(s) in Reading Borough?

1	2
Yes	No

Q23 If yes, where?

Q24 Please state how many plots? _____

Q25 Who should manage permanent yards?

1	2	3	4	5
Councils	Registered social landlords/ Housing Associations	Private (Gypsy/ Traveller)	Private (Non Gypsy/ Traveller)	Other (please state)

Other: _____

The future

Q26 Are you planning to move in the next 5 years?

1	2
No - planning to stay where you are based now [go to 0]	Yes - planning to move elsewhere

Q27 Where are you planning to move to?

1	2	3	4	5
Another plot on the current yard	Another yard (if so, where)	Bricks and mortar (if so, where)	From bricks and mortar to a yard (if so, where)	Other (please state)
	State settlement/district	State settlement/district	State settlement/district	State settlement/district

Q28 What type of accommodation are you planning to move to?

1	2	3	4	5	6
Trailer/wagon	Chalet/mobile home	House	Bungalow	Flat	Older persons' housing (eg sheltered/extra care)

Q29 Which of the following would you consider?

1	2	3	4	5	6	7	8	9
	For Plots				For houses			
Rent a Plot on a private Yard	Own a Plot on a private Yard	Rent a Plot on a Council/ Housing Association Yard	Buy some land and create a new Plot	Rent from the Council	Rent from a Housing Association	Rent privately	Buy a property	Other (please state)

Other: _____

Q30 If you are considering moving to bricks and mortar accommodation, what are your reasons?

Q31 If you are considering moving to bricks and mortar accommodation would you use (or have you used) the Reading 'Homechoice' Housing Register?

Emerging households

Q32 Are there any people in your household who want to move to their own plot/house in the next 5 years?

State how many	<input type="text"/>
----------------	----------------------

If none go to Q41

Q33 If yes, where would they like to move to?

	HH1	HH2	HH3	HH4
Plot on current yard	1	1	1	1
Move to another yard (if so, where)	2	2	2	2
Move to bricks and mortar (if so, where)	3	3	3	3

Q34 If yes, what sort of accommodation would they require?

	HH1	HH2	HH3	HH4
Trailer/wagon	1	1	1	1
Chalet/mobile home	2	2	2	2
House	3	3	3	3
Bungalow	4	4	4	4
Flat	5	5	5	5
Sheltered/extra care housing	6	6	6	6
No permanent base required	7	7	7	7
Other (please specify)	8	8	8	8

Other: _____

Q35 If yes, which of the following options would they consider?

	HH1	HH2	HH3	HH4
Rent Plot from Council	1	1	1	1
Rent Plot from Registered Provider/Housing Association	2	2	2	2
Rent Plot privately	3	3	3	3
Own land where trailer/wagon is normally located	4	4	4	4
To travel/ use multiple/ various Yards	5	5	5	5

Q36 Do you think they will want to travel for some of the year?

	HH1	HH2	HH3	HH4
Yes 1	1	1	1	1
No 2	2	2	2	2

Current Yard

Q37 Thinking of where you live, is there potential for further expansion?

1	2
Yes	No

If so, for how many Plots? _____

Q38 Is there potential to sub-divide existing Plots?

1	2
Yes	No

If so, for how many Plots? _____

Q39 How many vacant Plots are there? _____

Q40 How many are available to be occupied by a household? _____

Q41 Do you know of any households etc to be interviewed? **[please include details]**

Q42 *Is there anything else you would like to tell us?*

Q43 What do you think of the Yard you live on?

	1	2	3
	Happy	Okay	Not happy
Yard management			
Size of plot			
Access to yard			
Quality of sheds			
Location			
Cost of electricity			
Cost of gas			
Cost of water			
Cost of rent			

[THEN REPEAT QUESTIONS FOR SECOND HOUSEHOLD, THIRD HOUSEHOLD ETC ON PLOT MAKING SURE THEY ARE REFERENCED CORRECTLY. THE PRINCIPAL HOUSEHOLD SHEET SHOULD HAVE INFORMATION WHICH LINKS TOGETHER ALL QUESTIONNAIRES (eg the yard contained 3 households – the principal household and then a cousin of the respondent and his family and a son of the respondent and his family)]

Reading Borough Council Houseboat Survey

QUESTIONNAIRE

December 2016

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Reading Borough Council Houseboat Survey

Introduction

I am an independent researcher doing a study on the accommodation needs of people living on houseboats/bargees. This work is being conducted on behalf of Reading Borough Council.

We want to find out :

- About the housing needs of people who live on houseboats
- What you think of existing mooring provision
- Your travelling patterns and problems while travelling
- What you think about the costs of your homes
- What other services you feel you need to support you

Do you have time to talk with me about these things – it will take about 30 to 40 minutes?

Your answers are completely confidential – I won't use your name in any report that I write and no one will be able to trace any answer back to you. You don't have to answer everything - if you don't want to answer any particular questions, just tell me to skip them.

FOR MOST ANSWERS, CHECK THE BOXES MOST APPLICABLE OR FILL IN THE BLANKS

Interview details

Attach label with interviewer details and URN

Date and time _____

Location (mooring location) _____

Background data

Number of boats in the vicinity [use any evidence of numbers or attribute them]	
Number of people in household	
Property type	Houseboat <input type="checkbox"/> (1)
	Narrow boat <input type="checkbox"/> (2)
	Cruiser <input type="checkbox"/> (3)
	Other <input type="checkbox"/> (4)
	[please specify] _____

Q2 How would you best describe your household?

1	2	3	4	5	6	7
Single person under 65	Single person 65 and over	Lone parent	Couple no children	Couple with children	Older couple (one or both 65 and over)	Other

Home Base

Q3 Please briefly describe the waterway(s) where you travel

--

Q4 Do you have other home bases?

1	2
Yes	No
Go to Q5	Go to Q6

Q5 Please tell us about your other home base [record details of next most used home base]

Type		Where is it? Please record Town/ Settlement and District	Type		Where is it? Please record Town/ Settlement and District
House	1		Sheltered/Extra Care housing	5	
Bungalow	2		Houseboat/narrowboat	6	
Flat	3		Other [please specify]	7	
Caravan/mobile home	4				

Q6 Why do you live on a houseboat?

[Select all that apply]

1	2	3	4	5	6	7	8	9	10
Could not afford bricks & mortar housing	Close to family and friends	Near to place of work	Near to child(rens) school/nursery	Close to hospital	Close to church	Nowhere else that is suitable	Choose to travel	Simply chose this place/no particular reason	Other [please specify below]

Other: _____

Q7 How long have you lived on this current boat?

1	2	3	4	5	6
Up to 1 year	Over 1 and up to 2 years	Over 2 and up to 3 years	Over 3 and up to 4 years	Over 4 and up to 5 years	5 years and over

Q8 How long have you travelled in this area?

1	2	3	4	5	6
Up to 1 year	Over 1 and up to 2 years	Over 2 and up to 3 years	Over 3 and up to 4 years	Over 4 and up to 5 years	5 years and over

Q9 Are you happy with your main home base/house or would you prefer to live in a different type of home?

[Select only one]

1	2	3	4
Happy with current home	Prefer house/ bungalow/ flat	Prefer caravan/ mobile home	Other [please specify below]
Go to Q11	Go to Q10	Go to Q10	Go to Q10

Other: _____

Q10 If you would prefer to live in a different type of home please tell us about your reasons for this?

[Select all that apply]

1	2	3	4	5	6	7	8
Health/ old age/ illness	Lifestyle/ belief	Prefer bricks & mortar	Prefer caravan/ trailer/ wagon/ pitch	I don't like where I currently live	Want to travel	Want to settle down	Other [please specify below]

Other: _____

Q11 In your view is the place where you live a popular place/location/site for Bargee Travellers to live?

1	2
Yes	No

Q12 Why do you say this?

Q13 Does the place where you currently live have any anti-social behaviour issues?

1	2
Yes	No

Other:

Q14 What do you think can be done to prevent anti-social behaviour?

1	2	3
Nothing	Don't know/ not sure	Other [please specify]

Q15 Do you rent or own the **boat** where you normally live?

[Select only one]

1	2	3	4
Own boat (no mortgage)	Own boat (with mortgage or bank loan)	Rent (eg privately or from a trust)	Other [please specify below]

Other: _____

Q16 Do you rent or own the **land** you are moored at?

[Select only one]

1	2	3	4
Own land where boat is normally located	Rent land where boat is normally located	Rent mooring (eg from Canal and River Trust)	Other [please specify below]

Other: _____

Q17 What are your sources or electric power?

[Select all that apply]

1	2	3	4	5
Mains electric	Solar generator	Diesel engine	Wind turbine	Portable petrol generator

Q18 What are your sources of heating?

[Select all that apply]

1	2	3	4
Diesel (bubble) stove	Diesel cabin heating	Solid fuel (coal/wood)	Propane gas

All respondents

Q19 Do you think your home is overcrowded?

[Select only one]

1	2
Yes	No

Q20 If yes, please tell us in what way the home is overcrowded

Q21 What repairs or improvements, if any, are needed to your home?

[Select all that apply]

1	2	3	4	5	6
None	Roof	Doors/windows	Kitchen facilities	Bathroom facilities	Other [please specify below]

Other: _____

Q22 How would you best describe the state of repair of your home?

[Select only one]

1	2	3	4	5
Very good	Good	Neither good nor poor	Poor	Very poor

Housing History

Q23 *Where did you live before you came here (or moved to your existing home)?*

1	2	3
Please state Town/ District	Travelling all the time (no permanent home)	Homeless

Q24 *Why did you leave that place?*

Travelling

Q25 In the last year, have you moved moorings?

[Select only one]

1	2
Yes	No
Go to Q26	Go to Q27

Q27 Why do you travel?

[Select all that apply]

1	2	3	4	5	6	7	8
Necessity of licence agreement	Cultural heritage	Personal preference	Work related	Visit family/ friends	Only way of life I know	Limited opportunity to settle/ no mooring on which to live/ lack of mooring provision	Other [please specify below]

Other: _____

Q26 How often have you had to move to different moorings in the past year?

[Select only one]

1	2	3	4	5	6
1-2 times each month	Every month	Every 1 to less than 3 months	Every 3 to less than 6 months	Every 6 to less than 9 months	Every 9 to less than 12 months

Q28 What problems, if any, do you have while travelling?

[Select all that apply]

1	2	3	4	5	6	7	8	9	10
No places/ moorings to stop over	Closing of traditional stopping places	Abuse, harassment or discrimination	Lack of toilet facilities	No water facilities	Problems with rubbish collection	Police behaviour	Enforcement Officer behaviour	Behaviour of other Bargee Travellers	Other [please specify below]

Other: _____

Q29 Has living in this location affected your physical or mental health in anyway?

1	2
Yes	No
Go to Q30	Go to Q31

Q30 In what way(s) has it affected you?

The Future

Q31 In the next five years, is your household:

1	2
Planning to stay living on a houseboat in the same District	Planning to move elsewhere
Go to Q38	Go to Q32

Q32 If you are planning to move elsewhere, are you planning to move to:

[Select one]

1	A mooring outside the District (if so, where)	Go to Q38
2	Into bricks and mortar accommodation	Go to Q33
3	Other [please specify]	

Other _____

Q33 If you are planning to move to bricks and mortar accommodation, where would it be (town/village/local authority area)?

Q34 If you are planning to move to bricks and mortar accommodation, what type of accommodation?

1	2	3	4
House	Bungalow	Flat	Sheltered/ Extra Care Housing

Q35 If you are planning to move to bricks and mortar accommodation, would you be renting or buying?

1	2	3	4	5
Rent from Council	Rent privately	Rent from Housing Association/RP/RSL	Buy	Other [please state]

Other: _____

Q36 If planning to move to bricks and mortar accommodation, would you use (or have you used) the Reading Borough Homechoice/Housing Advice Service?

1	2	3
Yes, could use or have used	No	Don't know/not sure
Go to Q38	Go to Q37	Go to Q37

Q37 If you would not use the service please can you tell us why this is the case?

Q38 Is there a need for permanent moorings in the Reading Borough area and/or in the neighbouring area?

1	2
Yes	No

Q39 If yes, in which of the following locations?

[Tick all that apply]

Where are permanent moorings needed?	Why this location	How big does the marina need to be? (Number moorings)	
Reading Borough Council area [please specify]			1
Other local authority area bordering Reading Borough Council [please specify]			2

Q40 How do you think the moorings should be managed?

[Select only one]

1	2	3	4	5
Councils	Private	Canal and Rivers Trust	Registered Social Landlords/ Housing Associations	Other [please state]

Other: _____

Emerging Families

Q41 How many members of your family who are living with you now, are likely or need to move on and set up by themselves in the next five years?

[Select only one]

1	2	3	4
One	Two	Three	Four

Q42 What would you (or they) want as a permanent base?

		HH1(a)		HH2(b)		HH3(c)		HH4(d)
Continue to live on a houseboat	1		1		1		1	
Move to a house/flat/bungalow	2		2		2		2	
Sheltered/Extra Care housing – see note	3		3		3		3	
Other [Please state]	4		4		4		4	

Other: _____

Note: Sheltered housing is usually a group of bungalows or flats and you have your own front door. Schemes usually have a manager/warden to arrange services and are linked to a careline/alarm service.

Extra Care housing is designed with the needs of frailer older people in mind. It includes flats, bungalows and retirement villages. You have your own front door. Domestic support and personal care are available.

Q43 If planning to move to another location, where would you (they) prefer to live? Please state town/borough. This can be an area outside Reading Borough

HH1(a)	HH2(b)	HH3(c)	HH4(d)

Q44 Which of the following options would you (or do you think they would) require?

[Select only one]

		HH1(a)		HH2(b)		HH3(c)		HH4(d)
Rent mooring from the Canal and Rivers Trust	1		1		1		1	
Rent mooring from Registered Provider/ Housing Association	2		2		2		2	
Rent mooring privately	3		3		3		3	
Own land where mooring is located	4		4		4		4	
To travel/use multiple/various moorings	5		5		5		5	
Other [Please state]	6		6		6		6	

Other: _____

Q45 Do you know of any other Bargee Travellers who may want to participate with this research? Could you provide some contact details as we may approach them for an interview to better understand their needs?

Q46 *Is there anything else you would like to tell us?*

Appendix D: Glossary of terms

Caravans: Mobile living vehicles used by Gypsies and Travellers; also referred to as trailers.

CJ&POA: Criminal Justice and Public Order Act 1994; includes powers for local authorities and police to act against unauthorised encampments.

CRE: Commission for Racial Equality.

DCLG: Department for Communities and Local Government; created in May 2006. Responsible for the remit on Gypsies and Travellers, which was previously held by the Office of the Deputy Prime Minister (O.D.P.M.).

Gypsies and Travellers: Defined by DCLG *Planning policy for traveller sites* (August 2015) as “Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family’s or dependants’ educational or health needs or old age have ceased to travel temporarily, but excluding members of an organised group of travelling showpeople or circus people travelling together as such”. The planning policy goes on to state that, “In determining whether persons are “gypsies and travellers” for the purposes of this planning policy, consideration should be given to the following issues amongst other relevant matters: a) whether they previously led a nomadic habit of life b) the reasons for ceasing their nomadic habit of life c) whether there is an intention of living a nomadic habit of life in the future, and if so, how soon and in what circumstances”.

Irish Traveller: Member of one of the main groups of Gypsies and Travellers in England. Irish Travellers have a distinct indigenous origin in Ireland and have been in England since the mid nineteenth century. They have been recognised as an ethnic group since August 2000 in England and Wales (O’Leary v Allied Domecq).

Mobile home: Legally a ‘caravan’ but not usually capable of being moved by towing.

Pitch: Area of land on a Gypsy/Traveller site occupied by one resident family; sometimes referred to as a plot, especially when referring to Travelling Showpeople. DCLG *Planning policy for traveller sites* (August 2015) states that “For the purposes of this planning policy, “pitch” means a pitch on a “gypsy and traveller” site and “plot” means a pitch on a “travelling showpeople” site (often called a “yard”). This terminology differentiates between residential pitches for “gypsies and travellers” and mixed-use plots for “travelling showpeople”, which may / will need to incorporate space or to be split to allow for the storage of equipment”.

Plot: see pitch

PPTS: Planning Policy for Traveller Sites (DCLG, 2012 and 2015 editions)

Roadside: Term used here to indicate families on unauthorised encampments, whether literally on the roadside or on other locations such as fields, car parks or other open spaces.

Romany: Member of one of the main groups of Gypsies and Travellers in England. Romany Gypsies trace their ethnic origin back to migrations, probably from India, taking place at intervals since before 1500. Gypsies have been a recognised ethnic group for the purposes of British race relations legislation since 1988 (CRE v Dutton).

Sheds: On most residential Gypsy/Traveller sites 'shed' refers to a small basic building with plumbing amenities (bath/shower, WC, sink), which are provided at the rate of one per pitch/pitch. Some contain a cooker and basic kitchen facilities.

Showpeople: Defined by DCLG *Planning policy for traveller sites* (August 2015) 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 own or their family's or dependants' more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily, but excludes Gypsies and Travellers as defined above"*.

Site: An area of land laid out and used for Gypsy/Traveller caravans; often though not always comprising slabs and amenity blocks or 'sheds'. An authorised site will have planning permission. An unauthorised development lacks planning permission.

Slab: An area of concrete or tarmac on sites allocated to a household for the parking of trailers (caravans)

Stopping places: A term used to denote an unauthorised temporary camping area tolerated by local authorities, used by Gypsies and Travellers for short-term encampments, and sometimes with the provision of temporary toilet facilities, water supplies and refuse collection services.

Tolerated site: An unauthorised encampment/site where a local authority has decided not to take enforcement action to seek its removal.

Trailers: Term used for mobile living vehicles used by Gypsies and Travellers; also referred to as caravans.

Transit site: A site intended for short-term use while in transit. The site is usually permanent and authorised, but there is a limit on the length of time residents can stay.

Unauthorised development: Establishment of Gypsy and Traveller sites without planning permission, usually on land owned by those establishing the site. Unauthorised development may involve ground works for roadways and hard standings. People parking caravans on their own land without planning permission are not Unauthorised Encampments in that they cannot trespass on their own land – they are therefore Unauthorised Developments and enforcement is always dealt with by Local Planning Authorities enforcing planning legislation.

Unauthorised encampment: Land where Gypsies or Travellers reside in vehicles or tents without permission. Unauthorised encampments can occur in a variety of locations (roadside, car parks, parks, fields, etc.) and constitute trespass. The 1994 Criminal Justice and Public Order Act made it a criminal offence to camp on land without the owner's consent. Unauthorised encampments fall into two main categories: those on land owned by local authorities and those on privately owned land. It is up to the land owner to take enforcement action in conjunction with the Police.

Wagons: This is the preferred term for the vehicles used for accommodation by Showpeople.

Yards: Showpeople travel in connection with their work and therefore live, almost universally, in wagons. During the winter months these are parked up in what was traditionally known as 'winter quarters'. These 'yards' are now often occupied all year around by some family members.