

Stratford on Avon District Gypsy and Traveller Accommodation Assessment

Main Report of Study Findings
October 2011



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Chapter 1: The Study Context

The Survey

- 1.1 Opinion Research Services (ORS) was commissioned by Stratford on Avon District Council to undertake a Gypsy and Traveller Accommodation Assessment.
- 1.2 The main objective of this study was to assess the need for additional authorised Gypsy and Traveller site provision within Stratford on Avon District in at least the next 5 years. It also required the identification of whether any extra site provision should be on public or private sites, and whether or not any of the local authorities need to plan for the provision of transit sites or emergency stopping places.
- 1.3 A secondary objective was to assess the needs of people living on existing sites in terms of any extra service provision that may be required and to consider ad hoc planning applications for sites to accommodate Gypsies, Travellers and Travelling Showpeople. The study also seeks to highlight how Government planning guidance for Gypsy and Traveller sites will impact upon the planning and housing strategies employed by the local authorities. “
- 1.4 This document is the main report for Stratford on Avon District, which summarises the key findings of the study in particular where they relate to existing policies or have implications for future policy decisions across Stratford on Avon District.

Legislation and Guidance for Gypsies and Travellers

- 1.5 Decision making for policy concerning Gypsies & Travellers and Showmen sits within a complex legislative and national policy framework and this study must be viewed in the context of this legislation and guidance. For example, the following pieces of legislation and guidance are relevant when constructing policies relating to Gypsies & Travellers and Showmen:
 - PPG3, which advises local authorities to consider the accommodation needs of Gypsies & Travellers and Showmen when assessing housing needs;
 - PPS3 on housing provision – this document replaced PPG3 in November 2006;
 - PPG18 on enforcement;
 - Planning for Gypsy and Traveller Sites 2004: DCLG consultation paper December 2004;
 - Environmental Protection Act 1990 for statutory nuisance provisions;
 - The Human Rights Act 1998, when making decisions and welfare assessments;
 - The Town and Country Planning Act 1990 (as subsequently amended);
 - Homeless Legislation and Allocation Policies;
 - The local authority development plan and emerging Local Development Frameworks;
 - Circular 1/94;
 - Circular 1/06 Planning for Gypsy and Traveller Caravan Sites (The government has announced that this Circular will be withdrawn)
 - Circular 4/07 Planning for Travelling. Showpeople (DCLG August 2007) which replaced Circular 22/91 ‘Travelling Showpeople’;

- West Midlands Regional Spatial Strategy (The government has announced that the RSS will be abolished);
- Gypsy and Traveller Accommodation Needs Assessments: DCLG Practice Guidance October 2007 which also covers Showmen; (The government has announced that this guidance will be withdrawn)
- Criminal Justice and Public Order Act 1994 (sections 61, 62);
- Anti-social behaviour Act 2003 (both as victims and perpetrators of anti-social behaviour);
- Race Relations Act 1976 (Amended 2000);
- National Guidance issued by DCLG – Managing Unauthorised Encampments, Gypsy and Traveller counts and Disabled Facilities Grants as well as legislation on the regulatory reform order;
- Planning and Compulsory Purchase Act 2004;
- Housing Act 2004 which requires local housing authorities to assess the accommodation needs of Gypsies & Travellers and Showmen as part of their housing needs assessments;
- Housing Act 1996 in respect of homelessness

1.6 To focus on Gypsies and Travellers, the Criminal Justice and Public Order Act 1994 (Sections 61, 62) is particularly important with regard to the issue of planning for Gypsy and Traveller site provision. This repealed the duty of local authorities to provide appropriate accommodation for Gypsies and Travellers. However, Circular 1/94 did support maintaining existing sites and stated that appropriate future site provision should be considered.

1.7 Other important pieces of legislation for handling Gypsy and Travellers issues are the Race Relations Act (RRA) 1976, subsequently amended in 2000, and the Human Rights Act (HRA) 1998. Both Gypsies and Irish Travellers are recognised as separate ethnic groups, despite not being recognised as such by the 2001 Census, and therefore the local authority must be careful to prevent any unlawful discrimination.

1.8 The RRA has particular consequences with how evictions and unauthorised developments are dealt with. In particular, it must be shown that no disproportionate action is taken when evicting someone. Consultation is also required with ethnic groups on policies that are likely to affect them.

1.9 For site provision, the previous Labour Government implicitly accepted the findings of a 2003 study of Gypsy and Traveller site provision in England, which was commissioned by the Office of the Deputy Prime Minister (the department has subsequently been replaced by the Department for Communities and Local Government) from the Centre for Urban and Regional Studies at Birmingham University. This study identified a lack of authorised sites as a key factor which has helped to contribute to the large number of unauthorised encampments. This study estimated that 1,000-2,000 additional residential pitches and 2,000-2,500 transit pitches were required nationwide for the existing Gypsy and Traveller population. This would represent a growth in the total number of pitches of between a third and a half.

1.10 Previous Government guidance focuses on increasing site provision for Gypsies and Traveller and encouraging local authorities to have a more inclusive approach to Gypsies and Travellers within their housing needs plans. The Housing Act 2004 requires local authorities to identify the need for Gypsy and Traveller sites, alongside the need for other types of housing, when conducting Housing Needs Surveys. Therefore all local authorities are required to undertake accommodation assessments for

Gypsies and Travellers either as a separate study such as this one, or as part of their main Housing Needs Assessment.

- 1.11 Local authorities were encouraged rather than compelled to provide new Gypsy and Traveller sites by central government. Circular 1/06 'Planning for Gypsy and Traveller Caravan Sites' released by the DCLG in January 2006 replaced Circular 1/94 and suggested that the provision of authorised sites should be encouraged so that the number of unauthorised sites would be reduced.
- 1.12 Circular 1/06 indicates that local authorities should set fair, reasonable, realistic and effective criteria for allowing the development of Gypsy and Traveller sites. In particular, they should also offer positive guidance which focuses on the criteria under which a private Gypsy and Traveller site will be granted planning permission.
- 1.13 The Coalition government has announced that the previous government's thinking contained in Planning for Gypsy and Traveller Caravan Sites (Circular 01/06) and the guidance on conducting Gypsy and Traveller Accommodation Assessments published in updated form in October 2007 will soon be withdrawn, along with the Regional Spatial Strategies which were used to allocate pitch provision to local authorities.
- 1.14 Full details of the coalition government's policies towards providing Gypsy and Traveller sites are still emerging, The CLG Consultation document 'Planning for Traveller Sites' sets out the likely direction of government policy. Among other objectives the new policies aim to:
- enable local planning authorities to make their own assessment to set their own robust pitch/plot targets;
 - encourage local planning authorities to plan for sites over a reasonable timescale;
 - make traveller site policy more like planning policy for housing;
 - protect Green Belt from development;
 - reduce tensions between settled and traveller communities in the planning system;
 - ensure that local planning authorities, working together, have fair and effective strategies to meet need through the identification of land for sites
 - promote more private traveller site provision while recognising that there will always be those travellers who cannot provide their own sites
 - reduce the number of unauthorised developments and encampments and make enforcement more effective if local planning authorities have had regard to this policy
- 1.15 In practice local planning authorities will be required to plan for a five-year supply of traveller pitches/plots. If a local planning authority has not planned for a five-year supply of traveller pitches/plots, they should "treat favourably" applications for a temporary permission.
- 1.16 The new policies will also involve financial incentives in the form of the New Homes Bonus. Current plans for Gypsy and Traveller sites propose a New Homes Bonus of 6 times the Council Tax plus £1,800 per pitch provided. This will be the equivalent of around £10,000-£15,000 per pitch. However, the substantive grant funding which was available for new public sites will no longer be ring-fenced, so applications for grant funding will be considered alongside other affordable housing schemes.

Research Methodology

- 1.17 The research methodology adopted in this report was largely based upon face to face interviews with Gypsies and Travellers, Showmen and New Age Travellers across Stratford on Avon District. We sought

to undertake a census of Gypsy and Traveller, Showmen and New Age Travellers households in Stratford on Avon District between July and August 2011. Interviews were attempted with every known Gypsy and Traveller household present in Stratford on Avon District during this time period, and 46 interviews were achieved in total on-site.

- ^{1.18} This survey had a number of objectives. One objective was to analyse the provision of services on existing sites to assess if more, or improved, service provision was required within the existing sites. Another main objective was to view travelling patterns and likely future household formation to analyse the future need for extra site provision.
- ^{1.19} The survey focused on Gypsies and Travellers and Showmen living on-site in Stratford on Avon District. The on-site survey was a Census and therefore can be taken as representative of the views of Gypsy and Travellers on-site. The evidence from the household survey was then tied to available sources of secondary data on the trends in the Gypsy and Traveller population of Stratford on Avon District.
- ^{1.20} One of these sources is the waiting list information for sites in Stratford on Avon District. Information was also provided on all applications for sites in recent years. The final main source of data comes from the bi-annual Gypsy and Traveller caravan count conducted by local authorities. This count gives a picture of historic trends in Gypsy and Traveller populations. The caravan count has been known to contain inaccuracies, but is useful as a guide to trends.
- ^{1.21} This survey was also supplemented by a postal and email survey of Parish and Town Councils in Stratford on Avon District to collect their experiences of the Gypsy and Traveller community in their area and also their views on new site provision.

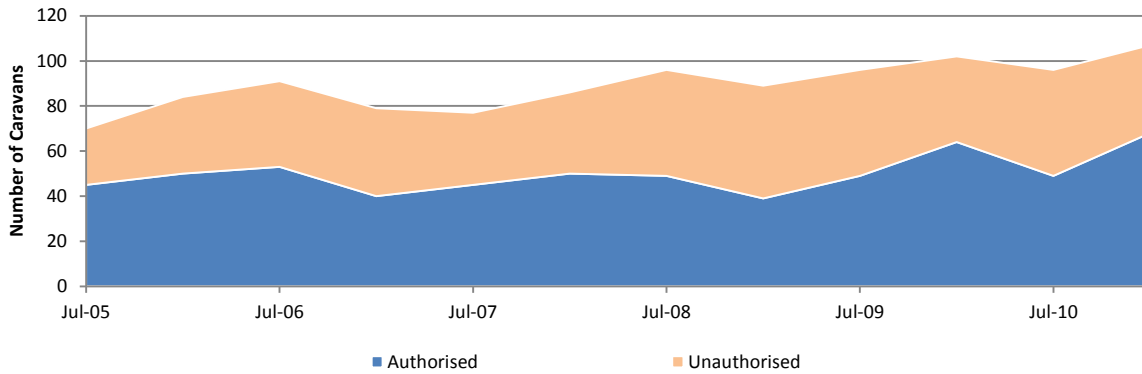
Chapter 2: Gypsy and Traveller Sites and Population

Sites in Stratford on Avon District

- 2.1 A mainstream Housing Needs Survey typically focuses upon the number of dwellings required in an area, and how many of these should each be provided by the public and private sector. The central aim of this study was to follow a similar format for Gypsy and Traveller accommodation requirements.
- 2.2 The main consideration of this study is the provision of pitches and sites. A pitch is an area which is large enough for one household to occupy and typically contains enough space for two caravans. A site is a collection of pitches which form a development exclusively for Gypsies and Travellers. Throughout this study the main focus is upon how many extra pitches are required in Stratford on Avon District in at least the next 5 years, and across how many different sites these pitches should be provided.
- 2.3 The public and private provision of mainstream housing is also largely mirrored when considering Gypsy and Traveller accommodation. One common form of Gypsy and Traveller site is the publicly-provided residential site, which is provided and run by the local authority, County Council or by a registered social landlord. Places on public sites can be obtained through a waiting list, and the costs of running the sites are met from the rent paid by the licensees. Therefore, public sites are a direct equivalent of social housing among bricks and mortar tenants.
- 2.4 The alternative to public residential sites are private residential sites. These result from individuals or families buying areas of land and then obtaining planning permission to live on them. Households can also rent pitches on existing private sites. Therefore, these two forms of accommodation are the equivalent to private ownership and renting for those who live in bricks and mortar housing.
- 2.5 The Gypsy and Traveller population also has other forms of sites due to its mobile nature. Transit sites tend to contain many of the same facilities as a residential site, except that there is a maximum period of residence which can vary from a few weeks to a period of months. An alternative is an emergency stopping place. This type of site also has restrictions on the length of time for which someone can stay on it, but has much more limited facilities. Both of these two types of site are designed to accommodate Gypsies and Travellers whilst they travel.
- 2.6 Further considerations in the Gypsy and Traveller population are unauthorised developments and encampments. Unauthorised developments occur on land which is owned by the Gypsies and Travellers, but for which they do not have planning permission to use for residential purposes. Unauthorised encampments also occur on land which is not owned by the Gypsies and Travellers.
- 2.7 The study area contains one authorised public residential sites, which capacity of 30 pitches and 46 caravans. Stratford on Avon District also contains a number of authorised private sites, many of which have temporary planning permissions. In July 2011, Stratford on Avon District contained four sites with a planning permission for a total of 28 caravans on authorised private sites and 32 on a tolerated, but unauthorised site at Friday Furlong.

- 2.8 The best quantitative information available on the Gypsy and Traveller communities derives from a bi-annual survey of Gypsy and Traveller caravans which is conducted by each local authority in England on a specific date in January and July of each year. This count is of caravans and not households which makes it more difficult to interpret for a study such as this. It must also be remembered that the count is conducted by the local authority on a specific day and that any unauthorised encampments which occur on other dates will not be recorded. The count also only features those caravans the local authority is aware of. Therefore, it may not reflect all of the Gypsy and Traveller caravans in the authority.
- 2.9 Figure 1 shows that during the most recent caravan count in July 2010 there were 96 caravans in Stratford on Avon District. It should be noted that Figure 1 shows the cumulative total for the caravan count, so that in January 2011 there were 68 caravans on authorised sites and 39 on unauthorised sites (including those on the tolerated site at Friday Furlong).

Figure 1
Gypsy Caravan Count for Stratford on Avon District: July 2005 – Jan 2011 (Source: CLG Bi-annual Local Authority Caravan Count)



Summary of Key Points

- There is currently one authorised public residential site (30 pitches) within the study area. There are also a number of authorised private sites. There are no transit sites.
- A number of the private sites have temporary planning permission.

Chapter 3: Consultation with Parish Councillors

The Consultation

- 3.1 To supplement the findings of this study, a consultation was carried out with Consultation with Town & Parish Councillors and Parish Meetings in Stratford-on-Avon District during August and September 2011. The survey asked about their experiences of, and views they had about, Gypsies and Travellers in the area as well as future site provision. A short open-ended questionnaire was sent to all 110 Town & Parish Councillors and Parish Meetings and 29 completed responses were received.

Dealings/Relationships with Gypsies and Travellers

- 3.2 Many of the Parish Councillors have no dealings or relationships with Gypsies and Travellers in either their parish or in the district predominantly because there are no sites in their parish or nearby. While most do not have any permanent sites in their parish, several note that Gypsies and Travellers occasionally travel through their area, often staying for a few weeks, and set up illegal encampments. Others have had experience with Gypsies and Travellers in neighbouring parishes or in the past.
- 3.3 Those who do have more regular dealings/relationships with Gypsies and Travellers give examples which include work and services being offered, letting the village hall for religious meetings, and Gypsies and Travellers using parish land as pasture for their horses. Most are generally positive about these dealings, however, a small number have had negative experiences such as persistent nuisance from Gypsy children, dumped caravans and other one off problems.

Gypsy and Traveller Sites in the Area

- 3.4 Most parish Councillors do not have any Gypsy, Traveller or Showmen sites in their parish however many are aware of sites within the district. The most frequently mentioned sites are Pathlow (a large established authorised site with around 30 pitches), an authorised site (Old Railway Yard) and an unauthorised site (Friday Furlong) in Bidford-on-Avon and a site established with temporary planning permission on a piece of land outside Shipston (Fosse Way/Darlingscott Road). Several other sites and temporary sites are mentioned.
- 3.5 The Parish Councillors suggest a range of reasons as to why Gypsies, Travellers and Showmen may be attracted to the area including work, the 'Mop' and annual shows (horse trading opportunities), traditional travelling routes, opportunists looking for anywhere suitable to stop and the area being 'easy pickings' or an 'easy target' because enforcement is not strong enough.

Issues

- 3.6 Whilst some of the Parish Councillors have had no issues with Gypsies and Travellers or Showmen in their parish or district (with a few specifically stating that they do not cause any problems in the local area and are in fact keen to keep a low profile) the majority had experienced issues to some level. The most frequently mentioned issues relate to theft and damage to property as well as problems with rubbish and illegal tipping.

- 3.7 Another common concern is a perceived disregard for the planning system and the perception that Gypsies and Travellers can do what they want despite the refusal of planning permission and attempts at enforcement – several report issues related to unauthorised encampments, planning applications and appeals. Some are concerned that the planning applications are not always dealt with in the most effective way and should be robust, timely, enforced and treated no differently than for other members of the community.
- 3.8 Other issues that are mentioned include nuisance from Gypsy and Traveller children, anti-social or aggressive behaviour towards residents and council employees, a perception of an increase in general crime, the look of the sites creating an ‘eyesore’ and a general feeling that they are unwelcome in the community.

Trends

- 3.9 Of those who are aware of Gypsies and Travellers in their area most feel that there are no particular trends and there have been no changes. However some report increases in crime/petty theft, the number of visits, illegal camping, purchase of land and requests for planning permission for authorised sites. One reports that there are fewer Gypsies now rather than more and another reports that they have stayed for less time this year.
- 3.10 It is also generally felt that there aren’t any seasonal fluctuations although some identify spring and summer as ‘the peak’ (an increase in Gypsies and Travellers visiting the area) while an increase around the time of local ‘Mop’ and fairs is also mentioned.

Future Provision

- 3.11 Around two thirds of the Parish Councillors state that no pitches would be acceptable in the local area, while one feels that two would be acceptable. However, some also feel it would be difficult to say without knowing what the level of unmet need and that it would depend on the size and concentrations of the pitches/sites.
- 3.12 A range of constraints locally on further provisions of sites are given. Many of the Parish Councillors feel that there is, in general, concerns, distrust and resistance from the local community and there would be problems with hostility and integration into the community. The second most frequent response to this question is that there are no possible sites or suitable land in the area to accommodate further sites particularly as a lot is privately owned or is Green Belt land.
- 3.13 Other constraints given include poor facilities (education, medical, utility provision), lack of mains drainage, poor infrastructure, high cost of land and a perception that there is no need for further provision.
- 3.14 Town & Parish Councillors and Parish Meetings suggested that sites should be located evenly across the district rather than all in one location and that a spread of smaller sites would be less problematic than larger ones.

What Makes a Good Site?

- 3.15 In terms of general location it is generally considered that the edge of settlements, particularly if it is well screened and away from other residents, is the most suitable place for sites to be located. However it is felt by a few that urban areas/brownfield sites where there is good access to services would be more appropriate.

- 3.16 Accesses to community facilities such as primary schools, GP surgeries, local shops etc. are generally considered important/vital with at least reasonable accessibility and proximity. However there is some concern that there are few local facilities in their area anyway or that schools and GP surgeries are small and already at full capacity and that they would not be able to cope with the influx.
- 3.17 There are contrasting views with regards to the relationship with surrounding land uses with some feeling that sites should be away from other residents, businesses and other land uses as there are often conflicts between the different groups, while others feel that they should be incorporated and integrated into the community so they are not isolated and close to employment and services.
- 3.18 It is felt that sites should be landscaped, have suitable flat surfaces for caravans, be sustainable, have good access, good facilities, well kept, be well screened and have boundary fencing and not impact on the open countryside/Green Belt land.
- 3.19 As with community facilities, on-site services such as water, sewerage and electricity are considered essential and it is felt that facilities for Gypsy sites should be no different than for anybody else. However there are some concerns that there may be problems with ensuring that the bills are paid for services received.

Travelling Showpeople sites

- 3.20 Few Parish Councillors could comment on Showpeople sites as they have little experience however it is generally felt that these sites would have some different criteria such as needing good road access and space/large parking facilities for their equipment/rides as well as drainage needed to account for large areas of hard-standing surfaces. It is also noted that site criteria would be different as they are only in the area once or twice during the year.

Other Comments

- 3.21 Many of the Parish Councillors re-iterate that, in general, public perception is not very positive with many experiencing anti-social behaviour and crime and therefore Gypsies and Travellers are often not welcome. However this view is not necessarily shared by all and is suggested that the Local Authority should provide sites so that their culture can be preserved while another notes that better positive press which shows the sort of problems they face is needed to bridge the gap in understanding between the different groups. It is also felt that the only way the 'vicious cycle' of suspicion can be broken between Gypsy and traveller communities and the planning authorities/police is if travellers stick to planning controls and adequate sites are provided. Small sites of 2 or 3 vans for individual families who own the land (e.g. small site at Pathlow) is given as an example of a possible model to move forward.

Chapter 4: On-site Gypsy and Traveller Profile

Survey of the Gypsy and Traveller Population

- ^{4.1} One of the major components of this assessment was a detailed survey of the Gypsy and Traveller population in Stratford on Avon District. This aimed to identify current households with housing needs, and to assess likely future household formation from within the existing households to help judge the need for future site provision. The survey sought to provide a baseline position on the resident Gypsy and Traveller population of Stratford.
- ^{4.2} Interviews were attempted with every Gypsy and Traveller household in the area who were present between July and August 2011. Throughout the survey period interviewers worked from 9am to 7pm each day and made repeated visits to each household until a successful interview was concluded. Despite some refusals, potential respondents were generally very keen to co-operate with the survey and wished to have their views taken into account. Throughout this study the person responding to the survey will be referred to as the respondent, and in questions which refer to all people in the household they will be referred to as household members.
- ^{4.3} In total 45 interviews were achieved with Gypsies and Traveller households living on authorised and unauthorised sites in Stratford on Avon District. One interview was conducted with a Gypsy or Traveller in bricks and mortar and their survey has been incorporated into the wider on-site findings. The definition used for a household was that of a pitch. Therefore, the 46 interviews all took place with respondents who lived at separate pitches.
- ^{4.4} Across the 46 interviews, the households occupied a total of 69 caravans. This represents around two thirds of 96 caravans which were recorded at the time of the caravan count in July 2010. However, a number of caravans were away travelling at the time of the survey. Therefore, the response rate to the survey is at least 70%, but was over 80% for households present at the time of the survey.
- ^{4.5} Throughout the remainder of this report the majority of numbers which appear on the charts represent the percentage of respondents who appear in that category. The purpose of showing percentages is to allow the results of the survey to be extrapolated to the whole Gypsy and Traveller population of Stratford on Avon District. In a few cases it is more appropriate to use the actual number of respondents, and these cases are clearly identified. In all charts those respondents who answered 'don't know', or did not answer the question, are omitted unless otherwise stated.

Length of Residence

- 4.6 Many of Gypsies and Travellers surveyed had a long period of residence in Stratford. 80% of respondents had lived on their current site for more than 5 years.
- 4.7 4% had been resident of their current site for less than 6 months. In total 2 of the 46 respondents reported that Stratford was not their permanent base. One reported having no permanent base while the other cited Temple Grafton as their permanent base.

Figure 2
Length of Time Respondents Have Lived on Their Current Site, by all Respondents (Source: Survey of Gypsy and Traveller Population On-site 2011)

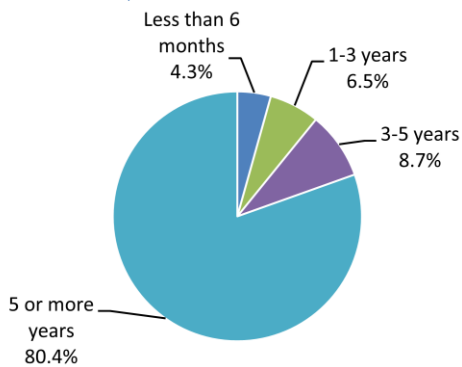
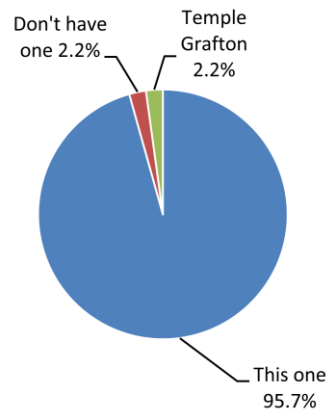


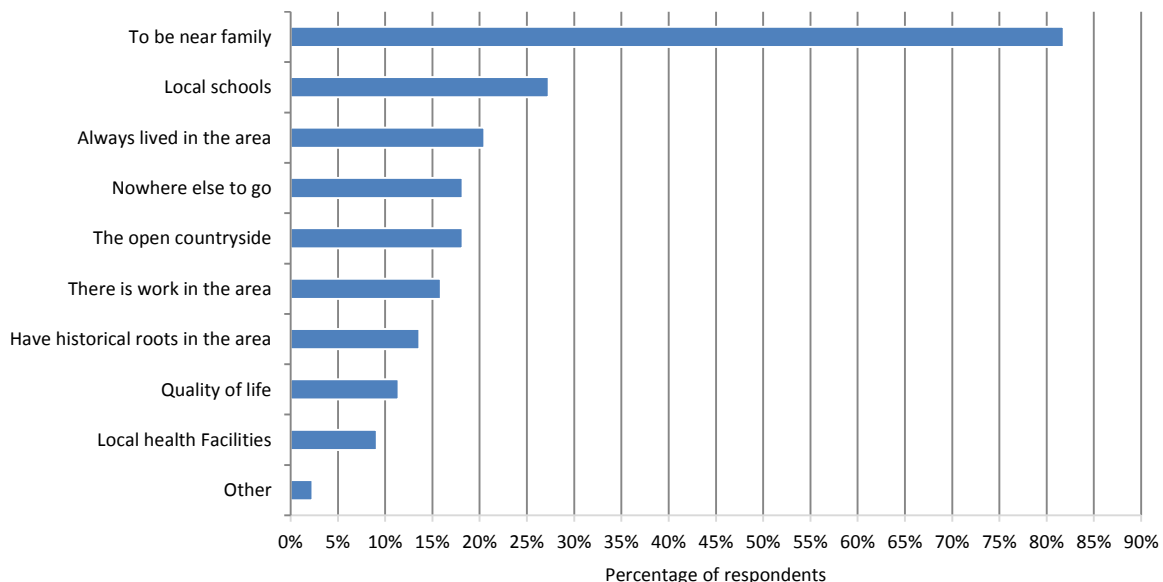
Figure 3
Which site is the permanent base (Source: Survey of Gypsy and Traveller Population On-site 2011)



Attractions of Living in Stratford on Avon District

- 4.8 Respondents were asked to identify the main reasons that attracted them to live in Stratford. They were allowed to select as many reasons as they wished from a list of nine options.
- 4.9 The main factors which attracted respondents to Stratford were to be near to family, the local schools and the fact that they had always lived in the area. 18% of respondents reported that they were attracted to Stratford because they had nowhere else to go.

Figure 4
What Attracted Them to Live in the Area, by all Respondents (Source: Survey of Gypsy and Traveller Population On-site 2011)

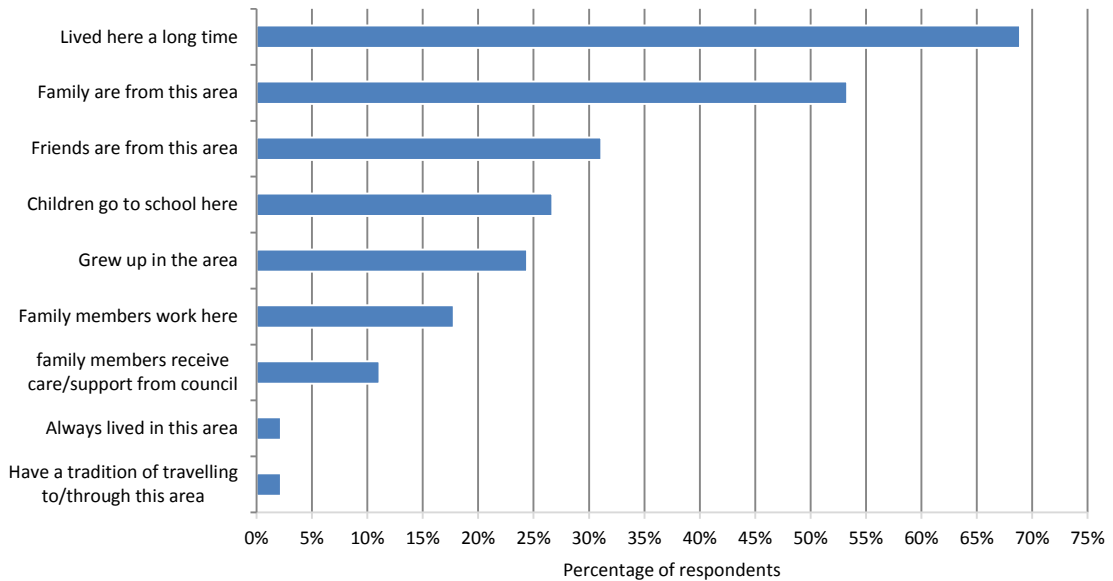


Connections with the Area

4.10 98% of the respondents felt they have strong connections to Stratford. In particular, Figure 5 shows that the main connection was that they had lived in Stratford for a long time. Many also reported that their family and friends comes from the area.

Figure 5

Nature of Local Connections in Stratford on Avon District, by all Respondents (Source: Survey of Gypsy and Traveller Population On-site 2011)

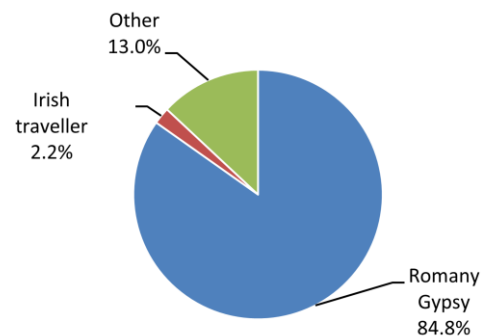


Ethnic Background

4.11 The majority of respondents (85%) explicitly identified themselves as being Romany Gypsies and one respondent regarded themselves as being an Irish Traveller. Those who identified themselves as from another group stated they were either an English Gypsy or English. English Gypsy can be used interchangeably with Romany Gypsy, and anyone describing themselves as being an English Gypsy is covered by the Race Relations Act.

Figure 6

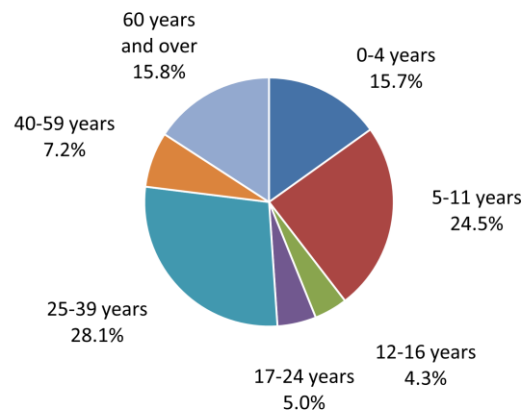
Ethnic Group by all Respondents (Source: Survey of Gypsy and Traveller Population On-site 2011)



Age and Household Profile

4.12 The households showed a mixed range of ages across their members. The households contained 16% of people who were of retirement age, but almost 45% of all household members were aged 16 years or under. 29% of all household members were of school age and another 16% were children aged 4 years or less.

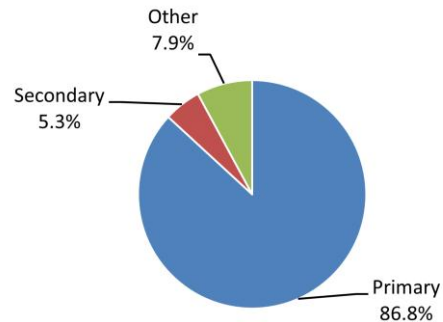
Figure 7
Age of Household Members, by all Household Members (Source: Survey of Gypsy and Traveller Population On-site 2011)



Schooling

4.13 The schooling details of the children aged 5-16 years were included in the responses to the survey. Almost all the children were schooled in either primary or secondary schools. Of the 8% of children who were schooled in other circumstances, all were schooled at home.

Figure 8
Type of School Attended, by all School Aged Children (Source: Survey of Gypsy and Traveller Population On-site 2011)

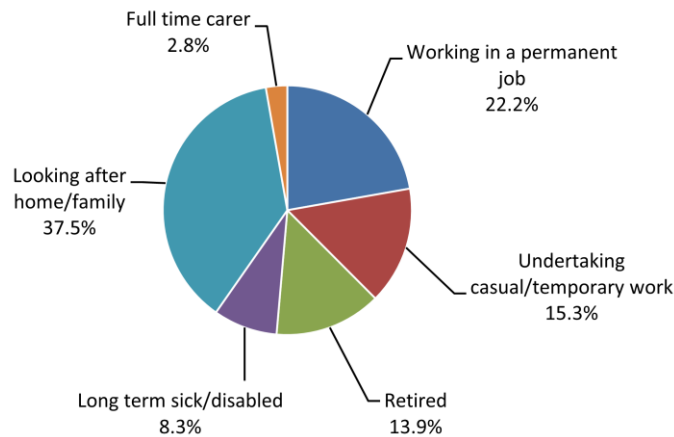


Employment Status

- 4.14 The employment status of household members aged 16 years or older is shown in Figure 9. Of those who had their employment status recorded, 38% were looking after their home/family. Another 14% were retired and 8% were long term sick or disabled. 25% had a permanent job or career, another 15% had casual or seasonal work. The most common jobs that were detailed were gardening and building. No-one over the age of 16 years was in full-time education.

Figure 9

Employment Status of Household Members, by All Household Members Aged Over 16 Years (Source: Survey of Gypsy and Traveller Population On-site 2011)



Health Problems

- 4.15 44% of respondents interviewed reported that their household contained at least one member with a long-term health problem. A high level of health problems in the Gypsy and Traveller population is a common finding from surveys such as this.
- 4.16 The most common problems experienced by members of the on-site Gypsy and Traveller population were walking and other mobility problems, stress or depression, difficulties owing to old age and diabetes. A high proportion of respondents and household members are on some form of medication, with painkillers and anti-depressants the most commonly taken.
- 4.17 Around 9% of the on-site Gypsy and Traveller population are registered disabled and 6% of all households require adaptations and require permanent 24hr care or support. A further 25% require daily and 13% require occasional care and support. Of those who require support all are cared for by other family members and all feel that their support needs are currently adequately met.

Summary of Key Points

- Four fifths of respondents had lived on their current site for more than 5 years and the vast majority (95%) reported that it was their permanent base.
- The main factors which attracted respondents to Stratford were to be near to family, the local schools and the fact that they had always lived in the area.
- 98% of the respondents felt they have strong connections to Stratford with the most common reason given being because they have lived there a long time.
- The majority of respondents identified themselves as either a Romany or English Gypsy, which are interchangeable terms.
- There is a mixed range of ages, however almost 45% of household members were aged 16 or under. 29% were of school age and almost all of these were schooled in either primary or secondary schools.

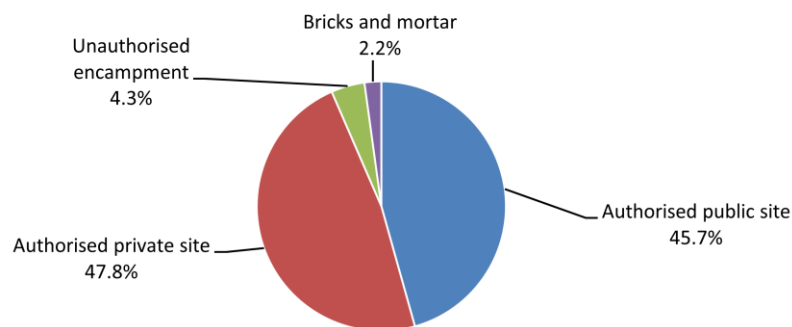
Type of Site

- 5.1 46% of the on-site interviews were completed on authorised public sites and 48% were carried out on authorised private sites. This represents interviews with around 80% of all authorised pitches on public sites in Stratford. It should be noted that residents of the Friday Furlong site considered themselves to be an authorised private site, while in practice they are a tolerated unauthorised site.
- 5.2 Only 4% of all interviews which took place for the survey were on unauthorised sites.

Type and Number of Caravans

Figure 10

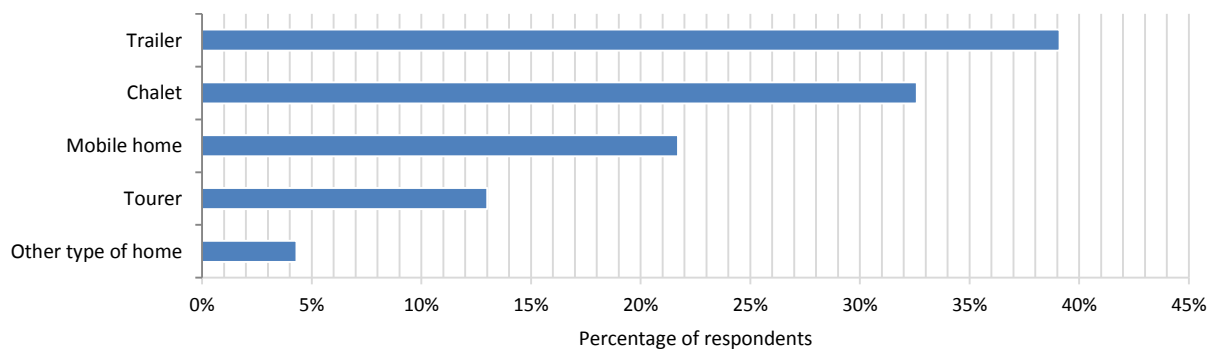
Type of Site the Respondent is Currently Living on, by all Respondents (Source: Survey of Gypsy and Traveller Population On-site 2011)



- 5.3 Figure 11 shows that the type of accommodation occupied by respondents shows considerable variation. Around 40% of all households occupied at least one trailer, while a third had a chalet and a fifth a mobile home. If the household had any combination of accommodation then they were counted in all categories.

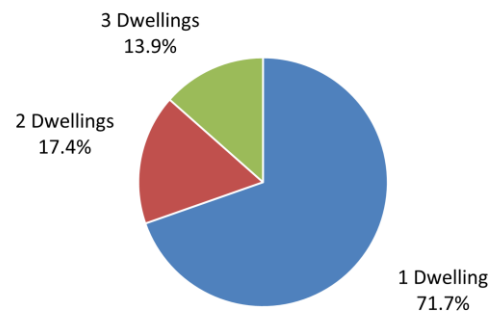
Figure 11

Nature of Accommodation, by all Respondents (Source: Survey of Gypsy and Traveller Population On-site 2011)



5.4 Figure 12 shows that over 70% of all the households interviewed had only one trailer/chalet/mobile home.

Figure 12
Number of Trailers/Mobile Homes/Chalets Owned by Respondent, by all Respondents (Source: Survey of Gypsy and Traveller Population On-site 2011)



5.5 All respondents were asked if they require extra caravans. The evidence from the survey is that 7 of the households would like more caravans within their existing household.

5.6 The phrasing of this question focused on a need rather than a demand for more caravans. Respondents were asked, irrespective of who was purchasing the caravans, whether they needed more caravans for household members. Therefore, this question simply reflected a perceived need for more caravans, rather than an ability to afford (demand for) more caravans.

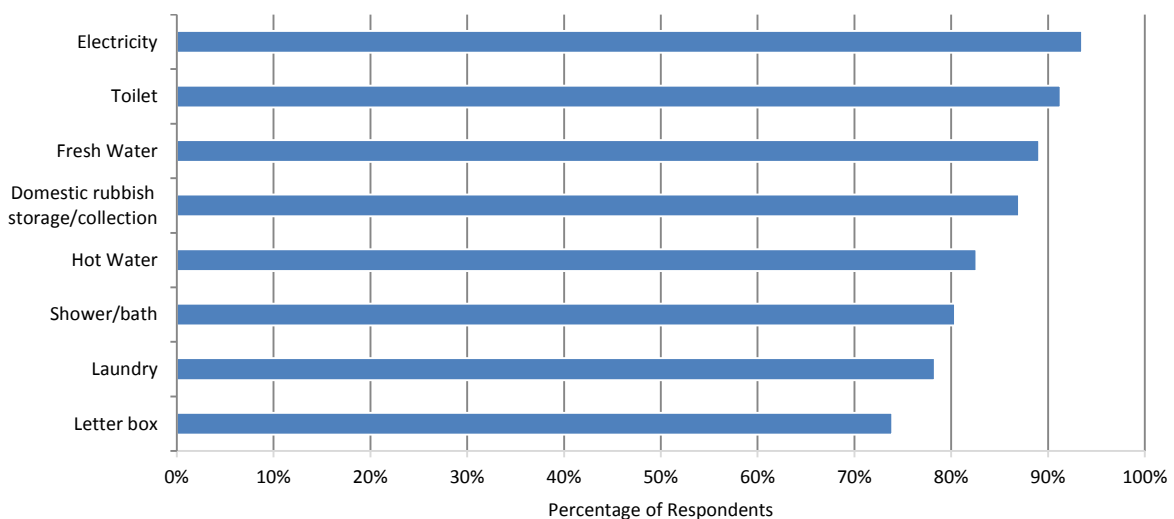
5.7 Four of the households need just one additional caravan while 2 require 2 more and 1 requires 4 more giving an overall total of 12 additional caravans. The majority of the households who need additional caravans require them for older children; while 1 also require them for adult relatives. When asked whether they have enough room on their current pitch, 4 of the 7 households felt that they did not and would need to move to another pitch.

5.8 One household reported that there were other people living elsewhere who they would like to have living with them.

Site Facilities

5.9 Figure 13 shows that the percentage of households with access to facilities which are just for their own use. The vast majority of households (over 90%) have use of electricity and a toilet while fewer have their own shower/bath or laundry.

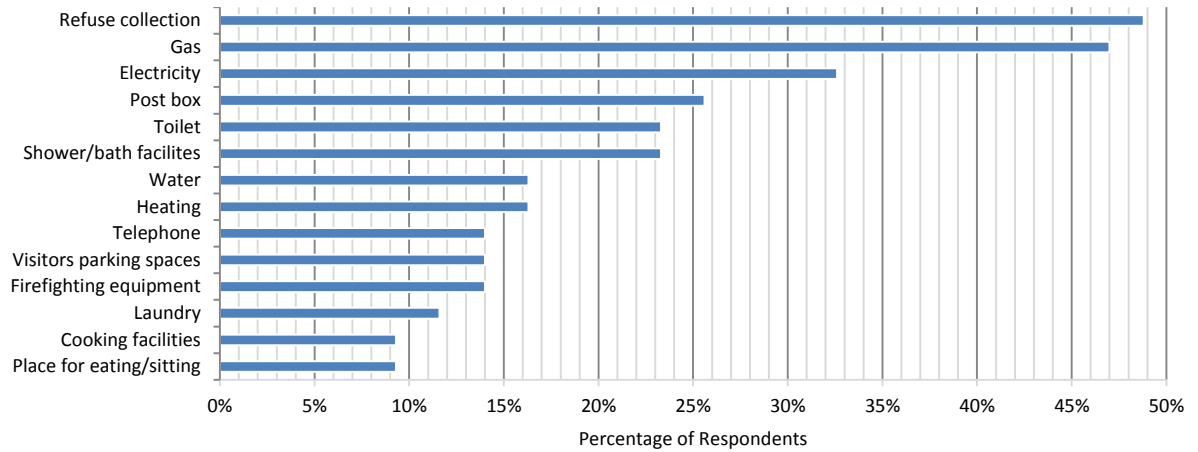
Figure 13
Facilities That are Available to Respondents for the Use of Just Their Family, by all Respondents (Source: Survey of Gypsy and Traveller Population On-site 2011)



5.10 Figure 14 shows access to communal facilities for respondents. This shows that communal facilities are relatively limited on many of the sites.

Figure 14

Facilities that are Available to Respondents for Communal Use, by all Respondents (Source: Survey of Gypsy and Traveller Population On-site 2011)



Views of Sites

5.11 The majority of respondents were satisfied with their sites. Almost 70% of respondents expressed some form of satisfaction with their site, with 27% expressing dissatisfaction.

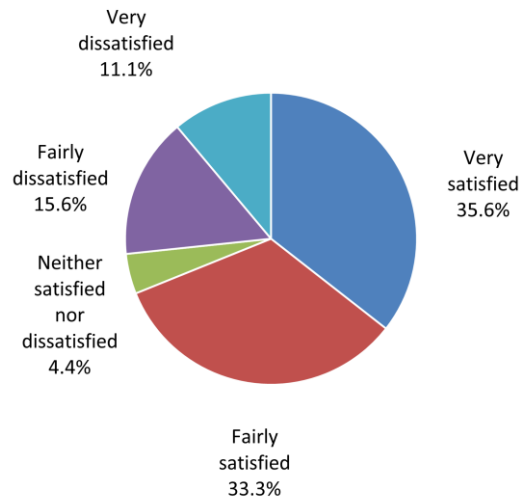
5.12 The text comments which accompany this question indicate that for those who were not satisfied with their current site, many are unhappy with the condition of the sites, overcrowding and the lack of facilities. There were also particular concerns regarding unruly children and harassment. Even those who were generally happy with their site expressed concerns that they will soon be evicted and therefore cannot make improvements that are needed.

5.13 Half of the respondents felt that their current accommodation and site did not meet all of their needs in terms of accommodation quality and space; and site facilities, location and management. The most frequent responses for why it did not meet their needs were that there was no play area for children, the site was too small, dirty, unsafe, noisy and lacked facilities.

5.14 Around a quarter (11 respondents) reported that they had to gain planning permission for their site which the majority did not find difficult to do. Reasons given by the 3 who found it difficult were that the council objected, it was expensive and that it is on a lease system so they have to go back every four months.

5.15 Over the past 12 months no respondents had experienced loss of property from their site and only 1 had suffered deliberate vandalism/damage to their property from local people outside the site. However, 6 of the 45 respondents (13%) had (or a member of their family had) been a victim of harassment or intimidation around the site mostly from others on-site. Damage to property and harassment from children on the sites using air rifles and pistols was specifically mentioned.

Figure 15
Satisfaction with Current Site, by all Respondents (Source: Survey of Gypsy and Traveller Population On-site 2011)



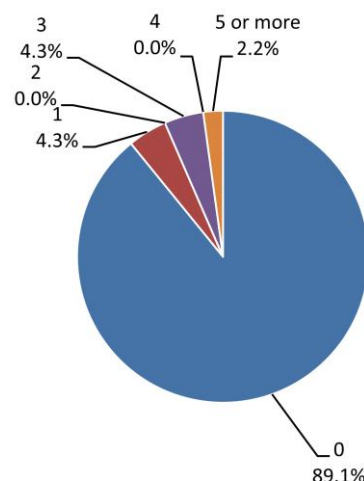
Propensity to Travel

5.16 89% of respondents reported that they had not travelled at all during the last 12 months. Only 6.5% have made 3 or more different trips from the permanent base.

5.17 Therefore, the Gypsy and Traveller population in Stratford contains many household who do not travel.

5.18 Of those who did travel 80% (4 respondents) spent less than a month travelling and nobody spent more than 3 months travelling; this was the normal amount of travelling for the majority

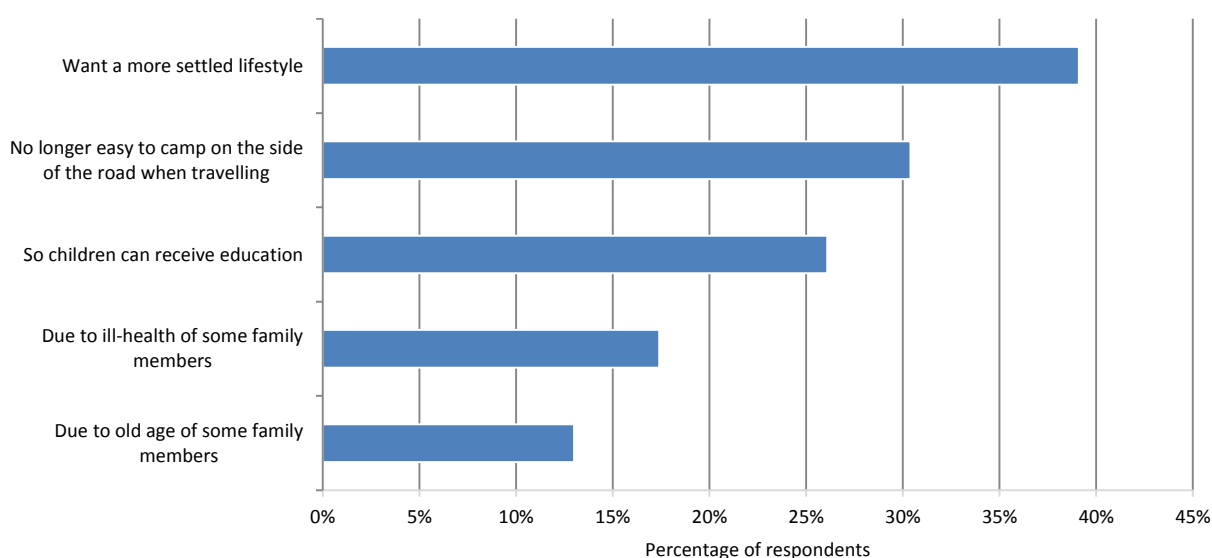
Figure 16
Number of Trips Made in Last 12 Months, by all Respondents (Source: Survey of Gypsy and Traveller Population On-site 2011)



and less than in recent years for one respondent. Four of the five stopped at an authorised private site, while one stopped at an authorised public site.

- 5.19 Almost a half of those who did not travel in the past 12 months had travelled in the past. Figure 17 shows that the most common explanation for this is that they want a more settled lifestyle. However, some have also stopped travelling due to difficulties in camping at the side of the road. This supports the view that temporary planning permissions do not fully address the needs of the Gypsy and Traveller population who are instead looking to develop long-term bases in the area.
- 5.20 Therefore, the low rate of travelling among the Gypsy and Traveller population in Stratford appears to be due to a combination of a lack of opportunities to travel elsewhere, and a desire to settle in one place.

Figure 17
Why Respondents No Longer Travel, by all Respondents Who Have Travelled in the Past (Source: Survey of Gypsy and Traveller Population On-site 2011)



Use of Transit Sites

- 5.21 21% of respondents who have travelled reported that they had used a transit site at some point.
- 5.22 Among those who had used a transit site, only 20% reported they had experienced a problem while doing so (Figure 19).
- 5.23 Figure 20 shows the views of those who had used transit sites on what facilities should be provided on them. With the exception of gas, all respondents felt that all of the facilities mentioned should be provided.

Figure 18
Ever Used a Transit Site (Source: Survey of Gypsy and Traveller Population On-site 2011)

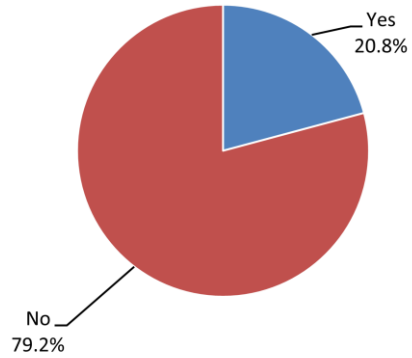


Figure 19
Experienced Problems on Transit Sites (Source: Survey of Gypsy and Traveller Population On-site 2011)

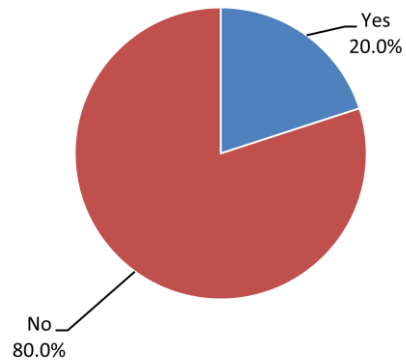
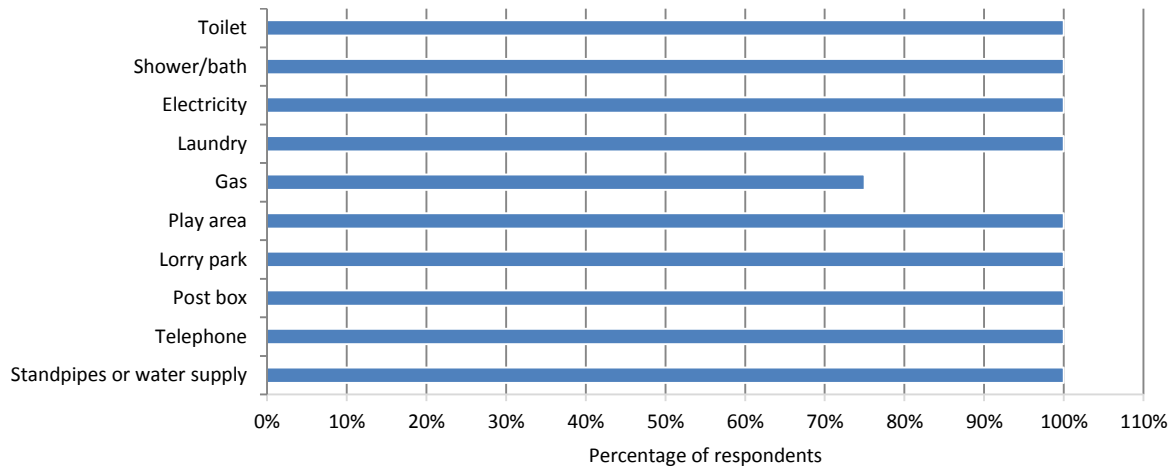


Figure 20
Facilities which Should be Available on Transit Sites, by Respondents who have used Transit Sites (Source: Survey of Gypsy and Traveller Population On-site 2011)



Summary of Key Points

- 46% of the on-site interviews were completed on authorised public sites and 50% were carried out on authorised private sites – only 2% took place on unauthorised sites.
- Around 40% of all households occupied at least one trailer, while a third had a chalet and a fifth a mobile home. Over 70% interviewed had only one trailer/chalet/mobile home but 7 households would like more caravans.
- The vast majority of households (over 90%) have use of electricity and a toilet while fewer have their own shower/bath or laundry. Communal facilities are relatively limited on many of the sites.
- The majority of respondents were satisfied with their sites however some expressed dissatisfaction with the condition of the sites, overcrowding and the lack of facilities.
- Half of the respondents felt that their current accommodation and site did not meet all of their needs in terms of accommodation quality and space; and site facilities, location and management.
- 89% of respondents reported that they had not travelled at all during the last 12 months. Only 6.5% have made 3 or more different trips from the permanent base.
- Almost a half of those who did not travel in the past 12 months had travelled in the past. The most common explanation for this is that they want a more settled lifestyle. However, some have also stopped travelling due to difficulties in camping at the side of the road.
- 21% of respondents who have travelled reported that they had used a transit site at some point and only 20% of these reported that they had experienced a problem.

Chapter 6: Extra Site Provision

Site Provision

- 6.1 This section focuses on the extra site provision which is required in Stratford on Avon District in at least the next 5 years. This time period allows for robust forecasts of the requirements for extra provision based upon the evidence contained within this survey and also secondary data sources. It also matches with the requirement that local planning authorities should plan for a five-year supply of traveller pitches/plots in the CLG consultation 'Planning for Traveller Sites'. However, many of the trends which are used to derive the forecasts for the next 5 years will continue to apply beyond this timeframe and can be used to forecast requirements for longer time periods.
- 6.2 This section concentrates not only upon the total extra provision which is required in the area, but whether this provision should be in the form of public or private sites, is there a need for any additional transit site/emergency stopping place provision, and which local authorities should provide any identified need.
- 6.3 The CLG published guidance in October 2007 on conducting 'Gypsy and Traveller Accommodation Assessments'. While this document is scheduled to be replaced by a new planning framework based upon the CLG consultation 'Planning for Traveller Sites' it still provides a valuable roadmap for considering needs. 'Gypsy and Traveller Accommodation Assessments' contains an illustrated example on how to calculate the current and future need for residential site pitches. The key factor in this methodology is to compare the predicted amount of extra site space which will become available with a prediction of the need for extra space on sites. This section will follow the recommended approach suggested by CLG.
- 6.4 All results relate to the survey period of August 2011. Stratford on Avon District Council granted planning permission for a 2 pitch site in late September 2011. These 2 pitches can be viewed as part of the delivery of the total requirement identified in Figure 22.

Space Available on Sites

- 6.5 The first stage of the CLG methodology is to assess how much space is or will become available on existing sites. The main ways in which space is/will be freed are:
- Current empty pitches;
 - New sites or site extensions which are likely to gain planning permission;
 - Migration away from the area;
 - Movement to bricks and mortar;
 - Dissolution of households.
- 6.6 The Pathlow site in Stratford on Avon District was full at the time of the household survey.
- 6.7 It is the case that one household currently resident on a permanent site in Stratford on Avon expects to move to other areas in the next 2 years. Extrapolating this result it is likely that around 3 pitches will become free from households leaving the area over the next five years. No respondents to the survey

intended to move to bricks and mortar accommodation. Therefore, few pitches on the existing sites will become available.

6.8 The dissolution of a household occurs when all the members leave the household. Common ways for a household to dissolve are for a person living on their own to die, or to move to an existing household. The survey found very few households with single persons that were of pensionable age and therefore no households are expected to dissolve.

Figure 21
Availability of Space on Sites (Source: Site and Local Authority Records and Survey of Gypsy and Traveller Population on-site 2011)

Reason for Pitch Vacancy	Number of pitches
Currently empty pitches	0
New sites or site extensions	0
Migration away from area	3
Movement to bricks and mortar	0
Dissolution of households	0
Total	3

Additional Site Provision

6.9 The third stage of the DCLG guidance is to assess how many households are likely to be seeking pitches in the area. Groups of people who are likely to be seeking pitches in Stratford on Avon District will include:

- Those living on current unauthorised developments or encampments;
- Those living on existing sites threatened with closure;
- Those on waiting lists for public sites;
- In-migration from other sources;
- Those living in currently overcrowded accommodation;
- New household formation from within households on existing sites;
- New household formation from within bricks and mortar accommodation;
- Transit site provision.

Current Unauthorised Developments and Encampments

6.10 The survey generated two interviews with households who identified themselves as being an unauthorised development or encampments. These households wished to stay on their current site or within the area, so they represent a requirement for two pitches within Stratford on Avon.

6.11 The survey also conducted interviews at the Friday Furlong site at Bidford on Avon. This site does not have formal planning permission, but has been tolerated while alternative arrangements are made for the 11 households who live there. Residents at this site report that the land is to be used for house building, so they will be expected to move soon. Therefore these 11 households who collectively have 32 caravans at the site will also require alternative accommodation soon.

Current Authorised Sites with Temporary Planning Permission

6.12 Apart from the Friday Furlong site, another two sites in Stratford on Avon District which have temporary planning permissions which are due to expire in the next 2 years. These sites contain 10 households with 18 caravans. Given the impending expiry of the planning permissions on these sites it

is necessary to consider all of these households as being part of the future pitch requirement. No households on any of the three sites express any expectation or desire to leave their current site,

Waiting lists for Council Sites

- 6.13 The method of registering a desire to obtain a pitch on a public site is through placing your name on the waiting list. There are currently 26 applicants for pitches on the Pathlow public site in Stratford on Avon District. This figure does not include any households who are currently resident on a site in Stratford on Avon
- 6.14 The CLG guidance on assessing the need for pitch provision recommends identifying households who are living elsewhere who are seeking permanent site accommodation and counting them all in the need for residential pitches in the area. Therefore, this would suggest that 26 pitches on public sites in Stratford on Avon District are required to accommodate all the specific extra demand for pitches from outside the area. This number can be taken as a backlog of need in that all households would wish to move to public site in Stratford on Avon District if a pitch were available now.

In-migration from Other Sources

- 6.15 The most complicated area for a survey such as this is to estimate how many households will require accommodation from outside the area in the next 5 years. The waiting list data includes all households currently outside of Stratford on Avon District who are seeking accommodation on public sites in Stratford on Avon District. However, new households may join this list in the future. It is also the case that people may arrive from other areas who are seeking to develop private sites in Stratford on Avon District.
- 6.16 Only 5 of the 46 interviews undertaken in Stratford on Avon District were with households who had moved to the area in the past 3 years. Therefore, there has not been significant recent in-migration to the area and there is no reason to assume that this will increase in the future. , Therefore we have not included any explicit requirement for this group within this assessment beyond those households on the waiting list for public sites.

Overcrowded Households

- 6.17 CLG guidance recommends that households which are overcrowded and where their current pitch is too small to accommodate another caravan or trailer should be considered as needing an additional pitch.
- 6.18 This survey has identified households who would like more caravans or trailer, or who said their current accommodation was too small. This is not an objective measure of overcrowding, but can be thought of as households who felt that they were overcrowded. However, this study feels that no extra net pitch provision is required for this group.
- 6.19 To understand the reasons for this it is necessary to consider how these overcrowding options can be addressed. For a household who feel that they need more caravans or trailers there are two possibilities. Either the extra caravans or trailers could be accommodated on the existing pitch, or if this is not possible, a new larger pitch is required. In Stratford on Avon District, three households who report their dwelling space is too small feel that there need could be met at their current pitch, while three feel that they need to move.

- 6.20 If the household moves to a new larger pitch they will leave behind an existing pitch which can be filled by another household. Given this is the case, counting those households who need to move to new pitches to alleviate their overcrowding as requiring a net extra pitches is likely to lead to an overestimate of the total need for new pitches.
- 6.21 However, this conclusion does not imply that no action is required to be undertaken to address overcrowding issues. Over 20% of households surveyed include 5 or more persons. For a household of this size two caravans are likely to be restrictive and therefore a small number of larger pitches are likely to be needed in Stratford on Avon District. Therefore, it should be recognised that when developing new sites some larger pitches should be included which could accommodate larger Gypsy and Traveller families who require more than two caravans for their household.

New Household Formation

- 6.22 CLG recognise that an important group for future pitch provision will be older children who form their own households. The survey of the Gypsy and Traveller population in Stratford on Avon District found that 6 households contained members who were expected to form new households in the next two years. However, two of this group were expected to form households outside of Stratford on Avon District. Therefore, four new households are hoping/expecting to form in Stratford on Avon District in the next two years.
- 6.23 This would extrapolate to 10 households over the next 5 years. Given the age profile of the Gypsy and Traveller population of Stratford on Avon District with much of the population aged between 12 and 24 years, this estimate represents a sensible approximation of the number of new households which are likely to form. It is also in line with a 3% growth in the population per annum which is consistent with the long-term Gypsy and Traveller population growth in England.
- 6.24 It should also be noted that this rate of population growth is likely to continue beyond the next 5 years. Therefore, it is reasonable to conclude that at least 10 new pitches will be required every 5 years to met the needs of newly forming households, and given the relative youth of the population this figure may have to be higher.

Bricks and Mortar

- 6.25 In the survey no respondent reported that they wish to move to bricks and mortar accommodation. Using this as a trend it can be predicted that there will be few people leaving Gypsy and Traveller sites to move to bricks and mortar soon.

Overall Needs

- 6.26 The estimated extra site provision that is required for the next 5 years in Stratford on Avon District is 56n pitches (Figure 22 below). The key groups who require extra provision are those on unauthorised developments, encampments and with temporary planning permission, those who are currently on waiting lists for public sites and the emerging households in the area.

Figure 22

Extra Pitches Which are Required in Stratford on Avon District (Source: ORS Housing Market Model)

Reason for Requirement/Vacancy	Gross Requirement	Supply	Net Requirement
Current unauthorised developments or encampments	13	-	13
Currently on sites with temporary planning permission	10	-	10
Waiting list for public sites	22	-	22
Migration from elsewhere	0	-	0
New household formation	10	0	10
Movement from bricks and mortar	0	0	0
Currently overcrowded and require to move	6	6	0
Additional supply from out-migration	-	3	(3)
Additional supply from empty pitches	-	0	0
Additional supply new sites	-	0	0
Total	61	9	52

Transit/Emergency Stopping Site Provision

6.27 There are currently no transit sites in the Stratford on Avon District area. Figure 23 shows the number of encampments which have occurred in Stratford on Avon District over the last three and half years.

Figure 23

Number of Unauthorised Encampments in Stratford on Avon District 2008-2011 (Source: Warwickshire Gypsy and Traveller Unit Records)

Year	Number of encampments
2008	10
2009	20
2010	4
2011 (to July)	7
Jan 2008 – July 2011 Total	41

6.28 Only one household identified a lack of space for visitors as being a problem at their current. Therefore there is no overwhelming evidence of a need for transit site provision in Stratford on Avon District. One possible option the council may wish to explore is to include limited transit site provision on any future public sites to allow space for visitors.

Public Sites

6.29 There is likely to be an on-going need to provide further Gypsy and Travellers sites for the foreseeable future, and that much of this provision will need to be on public sites.

6.30 The evidence contained in this survey indicates that there is a current shortfall of 22 pitches for households on waiting lists for public sites in Stratford on Avon District, while a high share of the households who expect to form from public sites would wish to do so at public sites. Therefore, the requirement for public sites in Stratford on Avon District amounts to **at least 25 pitches** in the next 5 years.

Private Sites

6.31 Circular 01/06 required an authority's Core Strategy to set out criteria for the location of Gypsy and Traveller sites which would then be used to guide the allocation of sites in the relevant Development

Plan Document to meet the needs identified in accommodation assessments. These criteria were also to be used to assess applications for windfall sites.

6.32 Continuing on this theme, the new planning framework based upon the CLG consultation 'Planning for Traveller Sites' has an explicit objective to:

- promote more private traveller site provision while recognising that there will always be those travellers who cannot provide their own sites

6.33 While exactly how this is implemented is now left more to local authorities, there is a clear presumption that private sites have a large role to play in meeting Gypsy and Traveller Accommodation Needs. ORS', experience both in this study and elsewhere in the country is that satisfaction on private Gypsy and Traveller sites is higher than on public sites. It is also the case that private sites are much cheaper on the public purse to deliver.

6.34 The evidence from this survey is that households on unauthorised developments and sites with temporary planning permission wish to remain at their current location. Hence, they wish for their current sites to be authorised private sites. It is also the case that households looking to form private sites are seeking to do so on private sites.

6.35 Overall, the evidence in this survey indicates that at least **25 households** will be seeking private sites in the next 5 years, with the majority of these already living on existing private sites and developments in Stratford on Avon District. Again, we would stress that this is conservative figure because households current not living in the sub-region may seek to move to the area in the future, but the scale of these moves cannot currently be forecast.

Pitch Size

6.36 A number of households surveyed included 5 or more persons. A household of this size may require more than two caravans and therefore a small number of larger pitches are likely to be needed in Stratford on Avon District. This level of flexibility should be relatively easy to achieve on private sites where the site will typically be occupied by only one family and where there will typically be space to accommodate extra caravans. However, when developing new public sites some larger pitches could be included which could accommodate larger Gypsy and Traveller families who require more than two caravans for their household.

Additional Site Provision for Showmen

6.37 The Midlands Showmen's Guild is not aware of any Showpeople living on sites in Stratford on Avon District. There have been no recent planning applications for sites for Showpeople in Stratford on Avon District and therefore this study finds no evidence to indicate a need for future sites in the authority.

Summary of Key Points

- A small number of households expect to leave Stratford on Avon over the next two years;
- There was an identified requirement to provide 23 pitches for households on unauthorised sites or with temporary planning permission for existing sites in Stratford on Avon;
- Waiting list data indicates that 22 households are seeking permanent pitches on public sites in Stratford on Avon;
- At least 10 new households are predicted to form from existing households in Stratford on Avon in the next 5 years;
- In total, the study identifies a need for 52 extra residential pitches to be provided in Stratford on Avon over the next five years;
- The survey indicates a need for at least 25 public site pitches to meet the needs of those on the waiting list for the Pathlow site and newly forming households;
- The survey indicates a need for at least 25 private site pitches, primarily to meet the needs of those on existing sites without permanent planning permission;

Chapter 7: Summary

Introduction

- ^{7.1} This chapter brings together the evidence presented earlier in the report to provide some key policy conclusions for Stratford on Avon District. It focuses upon the key issues of future site provision for Gypsies and Travellers and also Showmen.

Gypsy and Traveller Future Site Provision

- ^{7.2} Based upon the evidence presented in Chapter 5, the estimated extra provision that is required for Gypsies and Travellers in the next 5 years in Stratford on Avon District is 52 pitches. This figure should be seen as the minimum amount of provision which is necessary to meet the identifiable needs of the population including those on sites in the authority which do not have permanent planning permission..

Public/Private Site Provision

- ^{7.3} Based upon evidence collected for this survey and for elsewhere in the country, a high provision of private sites is likely to have the triple benefit of higher levels of satisfaction among the Gypsy and Traveller population, better maintained sites and also a lower level of expenditure on public sites. The household survey projects that at least 25 pitches could be provided on private sites in Stratford on Avon District in the next 5 years, with the majority being for households on existing sites without permanent planning permission.
- ^{7.4} However, not all Gypsy and Traveller households will be able to afford to develop private sites. Data from waiting lists for public sites and the wishes of households who are likely to form in the near future indicate that many wish to reside on public sites. Therefore, there is a requirement for at least 25 additional pitches on public sites in the next 5 year to meet the needs of these groups.

Transit Sites

- ^{7.5} There are currently no transit sites in Stratford on Avon District and there is no overwhelming evidence then ant are required for household passing regularly through the district.

Pitch Size

- ^{7.6} Greater flexibility could be shown on pitch sizes at any new sites. When developing new public sites some larger pitches could be included which could accommodate larger Gypsy and Traveller families who require more than two caravans for their household.

Beyond 2016

- ^{7.7} The key results of the survey refer to the requirements for pitch provision for the next five years from a base of mid 2011. However, there is likely to be an on-going need to provide further Gypsy and Travellers sites for the foreseeable future, and that much of this provision will need to be on public sites.

^{7.8} If the population of Gypsies and Travellers in Stratford on Avon District continues to grow at current rates then an extra 10 new pitches will be required every 5 years to meet the needs of newly forming households. This figure is likely to be a conservative estimate given the relative youth of the population, but does highlight the need for the planning for extra sites and pitches to reach beyond the next 5 years.

Health

^{7.9} The study indicated that many members of the Gypsy and Traveller community suffer from health problems such as stress, diabetes and depression. They currently report that their support needs are being met, but the health of the Gypsy and Traveller population should be monitored and further work may be required to understand how it could be improved.

Showmen Site Provision

^{7.10} There are no Showpeople's sites in Stratford on Avon and there have been no recent planning applications for sites. Therefore this study finds no evidence to indicate a need for future sites in the authority.