

Gypsy, Traveller,  
Travelling Showpeople and Boat Dwellers  
Accommodation Needs Assessment (ANA)  
for Babergh, Ipswich, Mid Suffolk, Suffolk  
Coastal and Waveney  
May 2017

*RRR Consultancy Ltd*







# Table of Contents

<b>Executive Summary</b> .....	<b>1</b>
<i>Introduction</i> .....	1
<i>Policy context</i> .....	2
<i>Population Trends</i> .....	2
<i>Stakeholder Consultation</i> .....	3
<i>Surveys of Gypsy and Traveller families</i> .....	4
<i>Surveys of Travelling Showpeople families</i> .....	4
<i>Surveys of boat dwellers</i> .....	5
<i>Accommodation need</i> .....	5
<i>Conclusions</i> .....	6
<b>1. Introduction</b> .....	<b>8</b>
<i>Study context</i> .....	8
<i>Babergh</i> .....	10
<b>2. Policy context</b> .....	<b>17</b>
<i>Introduction</i> .....	17
<i>National Policies</i> .....	17
<i>Duty to cooperate and cross-border issues</i> .....	19
<i>Local Planning Policies</i> .....	19
<i>Gypsy and Traveller Accommodation Assessments (GTAAAs)</i> .....	23
<i>Summary</i> .....	24
<b>3. Trends in the population levels</b> .....	<b>26</b>
<i>Introduction</i> .....	26
<i>Population</i> .....	27
<i>Pitches, plots and moorings in the study area</i> .....	31
<i>DCLG data on authorised sites</i> .....	31
<i>DCLG data on unauthorised sites</i> .....	32
<i>Local authority data on unauthorised encampments</i> .....	33
<i>Travelling Showpeople</i> .....	34
<i>Summary</i> .....	34
<b>4. Stakeholder consultation and duty to cooperate</b> .....	<b>36</b>
<i>Stakeholder consultation</i> .....	36
<i>Introduction</i> .....	36
<i>Accommodation needs</i> .....	36
<i>Transit provision and travelling patterns</i> .....	38
<i>Barriers to provision</i> .....	39
<i>Cooperation and communication</i> .....	41
<i>Summary</i> .....	42
<b>5. Gypsies and Travellers living on sites</b> .....	<b>44</b>
<i>Introduction</i> .....	44
<i>Population Characteristics</i> .....	45
<i>Residency characteristics</i> .....	46
<i>Site characteristics</i> .....	49
<i>Services and health</i> .....	53

---

---

<i>Education and employment</i> .....	55
<i>Accommodation Provision</i> .....	59
<i>Current accommodation supply</i> .....	59
<i>Accommodation need</i> .....	62
<i>Future need</i> .....	64
<i>Summary</i> .....	65
<b>6. Gypsy and Traveller accommodation need</b> .....	<b>68</b>
<i>Introduction</i> .....	68
<i>Requirement for residential pitches 2016-2021: summary</i> .....	68
<i>Requirement for residential pitches, 2016-2021: steps of the calculation</i> .....	69
<i>Requirements for transit pitches /negotiated stopping arrangements: 2016-2036</i> .....	74
<b>7. Travelling Showpeople</b> .....	<b>76</b>
<i>Introduction</i> .....	76
<i>Population Characteristics</i> .....	76
<i>Services and Experiences</i> .....	77
<i>Travelling</i> .....	79
<i>Accommodation Provision</i> .....	80
<i>Summary</i> .....	82
<b>8. Travelling Showpeople accommodation need</b> .....	<b>83</b>
<i>Introduction</i> .....	83
<i>Requirement for residential plots 2016-2021: steps of the calculation</i> .....	83
<b>9. Boat dwellers</b> .....	<b>88</b>
<i>Introduction</i> .....	88
<i>Population Characteristics</i> .....	89
<i>Residency and yard characteristics</i> .....	90
<i>Services, health, education and employment</i> .....	92
<i>Travelling</i> .....	94
<i>Accommodation Provision</i> .....	96
<i>Current accommodation supply</i> .....	96
<i>Current accommodation need</i> .....	98
<i>Future need</i> .....	99
<i>Summary</i> .....	100
<b>10. Boat dwellers accommodation need</b> .....	<b>102</b>
<i>Introduction</i> .....	102
<i>Requirement for residential moorings 2016-2021: summary</i> .....	102
<i>Requirement for permanent residential moorings 2016-2021: steps of the calculation</i> .....	103
<b>11. Conclusions on the evidence</b> .....	<b>107</b>
<i>Introduction</i> .....	107
<i>Policy Changes</i> .....	107
<i>New provision</i> .....	108
<i>Facilitating new provision</i> .....	109
<i>The location of provision</i> .....	111
<i>The size of new provision</i> .....	113
<i>Transit provision</i> .....	114
<i>Summary</i> .....	114

---

<b>Appendix 1: Local Authority Needs Tables</b> .....	<b>117</b>
<i>Babergh (Gypsy and Traveller Pitches)</i> .....	117
<i>Ipswich (Gypsy and Traveller Pitches)</i> .....	118
<i>Mid Suffolk (Gypsy and Traveller Pitches)</i> .....	119
<i>Suffolk Coastal (Gypsy and Traveller Pitches)</i> .....	120
<i>Waveney (Gypsy and Traveller Pitches)</i> .....	121
<i>Babergh (Travelling Showpeople Plots)</i> .....	122
<i>Ipswich (Travelling Showpeople Plots)</i> .....	123
<i>Mid Suffolk (Travelling Showpeople Plots)</i> .....	124
<i>Suffolk Coastal (Travelling Showpeople Plots)</i> .....	125
<i>Waveney (Travelling Showpeople Plots)</i> .....	126
<i>Babergh (Boat Moorings)</i> .....	127
<i>Ipswich (Boat Moorings)</i> .....	128
<i>Mid Suffolk (Boat Moorings)</i> .....	129
<i>Suffolk Coastal (Boat Moorings)</i> .....	130
<i>Waveney (Boat Moorings)</i> .....	131
<b>Bibliography</b> .....	<b>132</b>
<b>Glossary</b> .....	<b>134</b>

---

---

---



# Executive Summary

## Introduction

- S1. In September 2016, five Suffolk local authorities (Babergh District Council, Ipswich Borough Council, Mid Suffolk District Council, Suffolk Coastal District Council, and Waveney District Council) commissioned *RRR Consultancy Ltd* on behalf of Peter Brett Associates (PBA) to undertake a Gypsy, Traveller, Travelling Showpeople and Boat Dwellers Accommodation Needs Assessment (ANA). The purpose of the assessment is to quantify the accommodation and housing related support needs of Gypsies, Travellers, Travelling Showpeople, and boat dwellers in terms of permanent and transit sites and moorings, for the period 2016-2036.
- S2. The requirement to assess the accommodation needs of Gypsies and Travellers and Travelling Showpeople is established through national guidance contained in Planning Policy for Travellers (DCLG, 2015). Those residing in boats have been considered as part of this assessment following the introduction, in the Housing and Planning Act 2016, of a requirement to consider the needs of people residing in or resorting to their district with respect to the provision of houseboats. The Housing and Planning Act also requires the needs of people residing in caravans to be considered. This is reflected in the survey of Gypsies and Travellers and Travelling Showpeople and considered in Part 2 of the Councils' Strategic Housing Market Assessment.
- S3. The results will be used as an evidence base for policy development in housing and planning and to inform the allocation of resources. The assessment covers need for caravans insofar as this relates to Gypsies, Travellers, Travelling Showpeople. Other needs for caravans are covered within Part 2 of the Strategic Housing Market Assessment. The study excludes the part of Waveney District covered by the Broads Authority which is being considered as part of an assessment being undertaken by councils in Norfolk.
- S4. It is important to note, that previous and current guidance documents are useful in helping guide the ANA process and how local authorities should address the needs of the different Gypsy and Traveller groups. This includes data collection and analysis following practice guidance set out by Communities and Local Government (DCLG) in recent 'Draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats' (March 2016), and 'Planning Policy for Traveller Sites' (August 2015).
- S5. To achieve the study aims, the research drew on a number of data sources including:
- Review of secondary information
  - Consultation with organisations involved with Gypsy and Traveller and Travelling Showpeople

- Extensive face-to-face surveys of Gypsies, Travellers and Travelling Showpeople covering a range of issues related to accommodation and service needs.
- Postal surveys of boat dwellers (followed by visits to each boat yard)

## Policy context

- S6. In August 2015 the Government published its amended Planning Policy for Traveller Sites, which replaced the previous guidance and circulars relating to Gypsies and Travellers and Travelling Showpeople. The guidance emphasised the need for local authorities to use evidence to plan positively and manage development.
- S7. In March 2016 the Department of Communities and Local Government (DCLG) published its draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats. It states that, when considering the need for caravans and houseboats, local authorities will need to include the needs of a variety of residents in differing circumstances including, for example, caravan and houseboat dwelling households and households residing in bricks and mortar dwelling households.
- S8. The local planning policies of the study area local authorities outline the criteria by which the location of new Gypsy and Traveller accommodation should be determined. It is apparent that they consider it important to consider a range of factors including the sustainability of new sites e.g. proximity to local services, and the potential impact on the environment. However, it is likely that any revised local policies would reflect the findings of this ANA.

## Population Trends

- S9. There are two major sources of data on Gypsy and Traveller numbers in the study area – the national DCLG Traveller Caravan Count, and local authority data. The DCLG count has significant difficulties with accuracy and reliability. As such, it should only be used to determine general trends – it is the survey undertaken as part of the ANA which provides more reliable and robust data.
- S10. There is some variation in the number of caravans in each study area local authority. No caravans were recorded in Suffolk Coastal in July 2016 due to no count being undertaken (although an average of 75 caravans located on unauthorised sites were recorded by the January 2015 and July 2015 Counts), and only 1 was recorded in Babergh. The July 2016 Count for Ipswich also shows 0 caravans despite there being a large socially rented site within the District. As such, the January 2016 figure of 51 caravans has been used. The July 2016 Count shows a total of 49 caravans in Waveney (around the average for all the Districts listed of 56 caravans), whilst 108 caravans were recorded in Mid Suffolk.
- S11. When population is taken into account the density of caravans varies widely. Babergh (1 caravan per 100,000 population) is very much below the England average of 39 caravans per 100,000 population. Ipswich (38) and Waveney (42) are around the England average.

Suffolk Coastal (60 caravans per 100,000 population based on the January and July 2015 Counts), and Mid Suffolk (109), are around the regional average of 81 caravans per 100,000 population.

- S12. The data indicates a total provision of 196 pitches, plots and moorings across the study area including 70 privately owned pitches, 62 local authority pitches, 11 unauthorised pitches, 9 Travelling Showpeople plots, 3 potential pitches, and 2 pitches with temporary planning permission. In relation to residential boat moorings, a total of 39 were recorded.
- S13. The number of caravans on unauthorised sites throughout the study area recorded by the DCLG Traveller caravan count has been relatively low albeit increasing steadily over recent years. The exception is Suffolk Coastal which recorded a high number of unauthorised caravans ranging from 69 in July 2014 and July 2015, to 86 in January 2016. Interestingly, data on unauthorised encampments recorded by the study area local authorities shows that, on average, the largest number over the 4-year period 2013-2016 occurred in both Babergh and Waveney, with an average of 9 per year, and the lowest in Suffolk Coastal at an average of 4 per year.

### **Stakeholder Consultation**

- S14. A focus group undertaken with key stakeholders offered important insights into the main issues faced by Gypsies and Travellers, Travelling Showpeople and those residing on boats within the area. In relation to Gypsy and Traveller pitches, it was generally acknowledged that there is a lack of permanent accommodation provision throughout the study area and surrounding areas. Much of the accommodation need is due to growing families on existing pitches leading to overcrowding. It was considered that there is a need to ensure that accommodation provision is situated close to services and facilities. Stakeholders recognised that cultural identity and lifestyles of different groups may impact on the type of accommodation required.
- S15. It was recognised that larger sites can be more difficult to maintain and can lead to issues around community cohesion. Issues that can arise on larger sites include conflict between families, high turnover of families, and costs of repairs and maintenance. Families moving off a larger site due to conflict creates a need for accommodation elsewhere.
- S16. Stakeholders felt that the August 2015 change in the planning definition of Gypsies and Travellers has led to more unauthorised encampments. It was felt that despite the need for new permanent and transit sites there are a range of barriers to new provision including a lack of suitable land. In response, it was considered that there needs to be a better understanding between Gypsy and Traveller, and settled communities. Stakeholders are currently working towards improving partnership working between different departments and organisations although it is recognised that there needs to be better information sharing.

## Surveys of Gypsy and Traveller families

- S17. Between November 2016 and January 2017, a total of 100 surveys were undertaken by *RRR Consultancy* with Gypsy and Traveller families residing on authorised sites (87 surveys), unauthorised developments (8 surveys), unauthorised encampments (3 surveys), and families residing on sites with temporary planning permission (2 surveys).
- S18. A key finding of the survey is longevity of tenure, with most of the families having lived on site for more than five years, and most not intending to move in the future. These findings emphasise the residential longevity of Gypsies and Travellers living in the study area.
- S19. Families residing on local authority sites commented about concerns about the quality and provision on pitches and sites. This included the small size of pitches, children only being able to safely play on pitches rather than freely on the site, the size of sites (sites being too big, leading to a mixture of occupants who do not get on), and not feeling safe. The study area local authorities are undertaking improvements to local authority sites e.g. implementing street lighting and updating the amenity blocks at the Ipswich site. Most households on private sites stated that they have sufficient facilities. In relation to both private and public sites, households spoke of a need for more parking space or space for work equipment. Most households stated that the cost of pitches is not an issue.
- S20. The main issues stated by families were that some sites are too large, there is a lack of transit provision, and there is a need for more sites. According to respondents, small family sites appear to work well avoiding conflict that can arise on larger sites with many different family groups. Another main issue cited was obtaining planning permission and it was felt that there were preconceptions by the settled community in relation to such applications. Families spoke of how small family sites work better and these are the type of sites families primarily want. They spoke of how they feel safer on smaller sites, and how they are easier to manage and maintain. They also commented on how smaller sites are more accepted by the local settled community and lead to better integration.

## Surveys of Travelling Showpeople families

- S21. There are 9 permanent Travelling Showpeople plots (7 in Mid Suffolk and 2 in Suffolk Coastal) with planning permission located on 5 yards, of which 8 plots are currently occupied. Surveys were undertaken with all 8 families residing on plots. Similar to Gypsy and Traveller families residing on yards, there is a long history of Travelling Showpeople both living and working within the study area. Compared with Gypsies and Travellers, fewer Travelling Showpeople spoke of health issues. Some spoke of health problems due to old age, physical health issues, and long-term health issues requiring ongoing monitoring. Only 2 Travelling Showpeople families contained school-age children, all of whom attend school.
- S22. All families had travelled during the last 12 months, mainly for work. None of the families stated that they intend to stop travelling. All Travelling Showpeople families own the plots they occupy. Whilst the families stated there is a need for more plots in the local area to

accommodate young families, none stated that there is a need for any transit plots or emergency stopping places within the study area. Around a third of families stated that they contain young people who will require separate accommodation within the next five years. All would prefer to reside in local areas.

### **Surveys of boat dwellers**

- S23. Postal surveys were used to establish the number of households residing in boats and this was supplemented with Council Tax records. The assessment recorded 21 permanent boat moorings in Babergh, 16 in Suffolk Coastal, and 2 in Waveney, however this may be an underestimate due to difficulties associated with identifying the locations and status of houseboats. Nevertheless, the results of the surveys provide an indication of the accommodation needs of those residing in boats which has not previously been obtained. Surveys were completed by 16 boat dwelling households.
- S24. Satisfaction with moorings varied with nearly two fifths (38%) stating they were satisfied compared with over half (56%) who were neither satisfied nor dissatisfied and a few (6%) who were dissatisfied. A high proportion of residents on all moorings reported that they have access to facilities such as heating, fridges or cookers. Similarly, most reported to have access to sanitary facilities such as sinks, showers, lavatories and basins.
- S25. A large proportion of boat dwelling households stated they there are too few permanent and transit moorings in the local area. Almost a fifth of households stated that they had contained someone who had moved away due to lack of moorings. Whilst a third of households stated that they would like to buy or develop a mooring, relatively few stated that they are able to do so due to lack of financial means and lack of awareness of potential places to develop moorings. Also, few boatyards are capable of being expanded.

### **Accommodation need**

- S26. Accommodation need for the study area was assessed using analysis of secondary data. The accommodation needs calculation steps were based on a model in accordance with both previous and current Practice Guidance issued by the Department of Communities and Local Government (DCLG). It contains seven basic components; five assessing need and two assessing supply, which are applied to each sub-group, based on secondary data.
- S27. Table S1 summarises the number of residential, transit sites/temporary stopping places, and bricks and mortar accommodation required over the period 2016-36. It shows that a further 160 Gypsy and Traveller pitches, 53 Travelling Showpeople plots, and 5 transit sites/emergency stopping places are needed over twenty years in the study area. The survey identified that a further 18 boat moorings are required.
- S28. The main drivers of need are from newly forming families on authorised provision, families residing on overcrowded pitches / plots / moorings, families living on unauthorised

provision, and psychological aversion of households living in bricks and mortar accommodation (in relation to Gypsies and Travellers).

- S29. Part of the research identified that there are pitches not occupied by Gypsies or Travellers. This highlights that there is growing demand across the study area for residential sites for non Gypsies and Travellers as well as Gypsies and Travellers. It is recommended that the councils collectively look into this demand further, in terms of why there is this demand and the extent of the demand (see appendix 1 for further information).
- S30. There are also 29 vacant Gypsy and Traveller pitches across the study areas. These impact on the needs figures if it is assumed these are available to meet the needs of Gypsy and Traveller families (see appendix 1 for further information).

Table S.1: Summary of Accommodation needs 2016-36			
Period	G&T Pitches	TS Plots	Moorings
Total 2016-21	32 (49) *	6 (7)*	17
Total 2021-26	12	1	3
Total 2026-31	14	1	4
Total 2031-36	15	1	4
<b>Total 2016-2036</b>	<b>73 (90) *</b>	<b>9 (10)*</b>	<b>28</b>

Source: ANA 2017

(\* Need resulting from issues with supply)

- S31. In relation to transit provision, it is recommended that all 5 study area authorities, through corporate agreement, set up a negotiated stopping places policy. The term 'negotiated stopping' is used to describe agreed short term provision for Gypsy and Traveller caravans. It does not describe permanent 'built' transit sites but negotiated arrangements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period, with the provision of limited services such as water, waste disposal and toilets. The arrangement is between the local authority and the (temporary) residents. This is in combination with continuation with existing work which seeks to identify 3 transit sites across Suffolk.

## Conclusions

- S32. As well as quantifying accommodation need, the study also makes recommendations on key issues:
- In some instances it may be necessary for the identified need to be met outside of the local authority where it arises, and local planning authorities should work together under the Duty In some instances it may be necessary for the identified need to be met outside of the local authority where it arises, and local planning

authorities should work together under the Duty to Co-operate where this is the case.

- Develop a holistic vision for their work on Gypsies and Travellers, Travelling Showpeople yards and boat dwellers and embed it in Community and Homelessness Strategies, Local Plans and planning and reporting obligations under the Equality Act 2010.
- Provide regular training and workshop sessions with local authority and service provider employees (and elected members) help them to further understand the key issues facing the Gypsy and Traveller, Travelling Showpeople yards and boat dwellers communities.
- Formalise communication processes between relevant housing, planning and enforcement officers etc. in both the study area and neighbouring local authorities.
- Develop criteria and processes for determining the suitability of Gypsy and Traveller sites, Travelling Showpeople yards and boat dwellers residential moorings as indicated above.
- Review existing provision for opportunities for expansion where suitable and appropriate.
- In liaison with relevant enforcement agencies such as the police to develop a common approach to dealing with unauthorised encampments.
- Develop a common approach to recording unauthorised encampments which includes information such as location, type of location (e.g. roadside, park land etc.), number of caravans/vehicles involved, start date, end date, reason for unauthorised encampment (e.g. travelling through area, attending event, visiting family etc.), family name(s), and action taken (if any).
- Implement corporate policy to provide negotiated stopping arrangements to address unauthorised encampments for set periods of time at agreed locations.
- Along with other agencies to work together to continue and implement work already carried out to develop the 3 proposed transit sites.
- Encourage local housing authorities to include Gypsy and Traveller categories on ethnic monitoring forms to improve data on population numbers, particularly in housing.
- Better sharing of information between agencies which deal with the Gypsy and Traveller, Travelling Showpeople and boat dwellers communities.
- The population size and demographics of all three community groups can change rapidly. As such, their accommodation needs should be reviewed every 5 to 7 years.

# 1. Introduction

## Study context

- 1.1 In September 2016, five Suffolk local authorities (Babergh District Council, Ipswich Borough Council, Mid Suffolk District Council, Suffolk Coastal District Council, and Waveney District Council) commissioned *RRR Consultancy Ltd* on behalf of Peter Brett Associates (PBA) to undertake a Gypsy, Traveller, Travelling Showpeople and boat dwellers Accommodation Needs Assessment (ANA). The purpose of the assessment is to quantify the accommodation and housing related support needs of Gypsies, Travellers, Travelling Showpeople, and boat dwellers in terms of permanent and transit sites and moorings, for the period 2016-2036. The period 2016-2036 is used as surveys were undertaken in 2016.
- 1.2 The results will be used as an evidence base for policy development in housing and planning and to inform the allocation of resources. The assessment covers need for caravans insofar as this relates to Gypsies and Travellers and Travelling Showpeople. The study excludes the part of Waveney District covered by the Broads Authority which is being considered as part of an assessment being undertaken by councils in Norfolk.
- 1.3 The requirement to assess the accommodation needs of Gypsies and Travellers and Travelling Showpeople is established through national guidance contained in Planning Policy for Traveller Sites (DCLG, 2015). Those residing in boats have been considered as part of this assessment following the introduction, in the Housing and Planning Act 2016, of a requirement to consider the needs of people residing in houseboats. The Housing and Planning Act also requires the needs of people residing in caravans to be considered and this is reflected upon through the survey of Gypsies and Travellers and Travelling Showpeople.

## Methodological context

- 1.4 To achieve the study aims, the research drew on a number of data sources including:
  - Review of secondary information: a review of national and local planning policies and recently undertaken GTAA's, and analysis of secondary data. This included analysis of the most recently published (July 2016) DCLG Traveller Caravan Count to determine trends in the population of Gypsies and Travellers.
  - A focus group with key stakeholders and telephone interviews with stakeholders unable to attend the focus group. This provided qualitative data regarding the accommodation needs of Gypsies, Travellers, Travelling Showpeople, and boat dwellers.
  - Extensive face-to-face surveys of Gypsies, Travellers and Travelling Showpeople covering a range of issues related to accommodation and service needs. This key

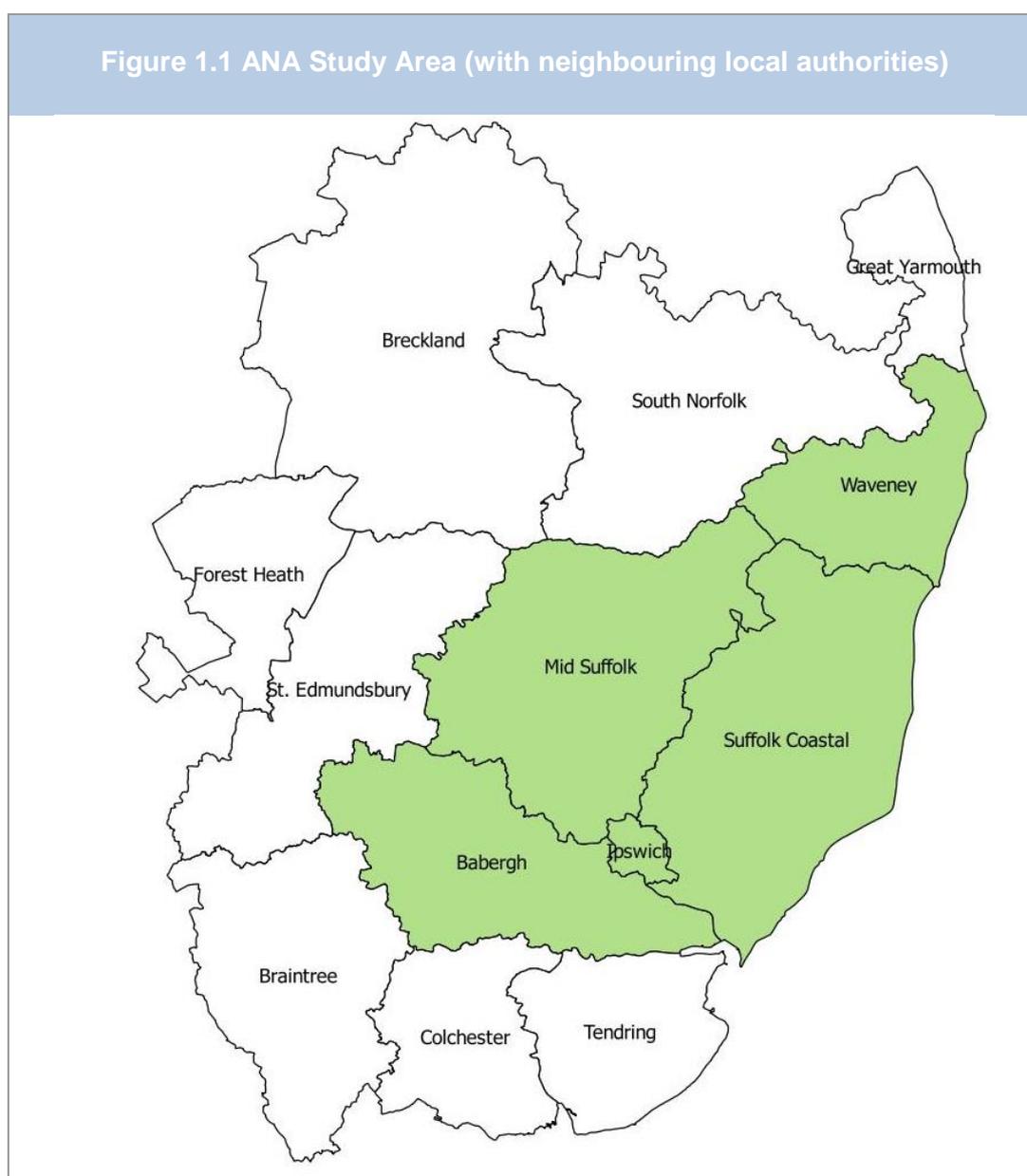
methodology determined an extensive range of data regarding enabling accommodation needs to be determined.

- Postal surveys of boat dwellers (followed by visits to each boat yard) covering a range of issues related to accommodation and service needs.

1.5 The above provided an extensive range of quantitative and qualitative data enabling a robust and reliable assessment of accommodation needs.

### Geographical context

1.6 The following is a map of the ANA study area (shaded in green) with neighbouring authorities (unshaded).



Source: ONS 2016

## **Babergh**

- 1.7 According to the ONS (2016), in mid-2014 Babergh had an estimated population of 88,845 people. The District is mainly rural in character and covers an area of 230 square miles (596 square kilometres). It has two main towns, the market town of Sudbury in the west and the smaller town of Hadleigh located centrally within the district. On its fringes lie the towns of Bury St Edmunds to the north, Ipswich to the east and Colchester to the south.
- 1.8 Babergh District has a diverse economy with strong manufacturing, creative industries, distribution, hotel and restaurant sectors, a declining agricultural base (in terms of simple employment numbers only, although this sector makes a larger contribution to the economy than is typically the case regionally and nationally) and a tourism industry with significant growth potential.
- 1.9 In terms of deprivation, Babergh is ranked 200 out of 326 local authorities in England, where 1 is the most deprived local authority (IMD 2015). There are pockets of deprivation present around Sudbury and Great Cornard. Some of the rural areas of Babergh are particularly deprived in terms of access to housing and other services<sup>1</sup>.
- 1.10 The estuaries around Babergh District are internationally protected as Special Protection Area and there are also numerous smaller areas of natural environment protected at national level. Large parts of Babergh District are also within the Suffolk Coast and Heaths Area of Outstanding Natural Beauty and the Dedham Vale Area of Outstanding Natural Beauty
- 1.11 The primary transport links are the A14 and A12 trunk roads, the A134 Sudbury to Bury St. Edmunds and the A131 Sudbury to Braintree roads. In the rural areas of the district, there are many minor routes serving small communities by B and C Class roads and also by significant stretches of unclassified roads. There are two railway lines in the district – the main London to Norwich line and the Sudbury to Marks Tey branch line<sup>2</sup>.

## **Ipswich**

- 1.12 Ipswich is the county town of Suffolk and a major centre of population, economic activity and growth in the Eastern Region. In mid-2014 Ipswich had an estimated population of 134,966 people (ONS, 2016). It is a key centre in the New Anglia Local Enterprise Partnership region covering Norfolk and Suffolk. The town performs a regional role in delivering growth and performing as a major employment, shopping and service centre, and a focus for transportation.

---

<sup>1</sup> Babergh District Council, Core Strategy & Policies, February 2014, p.9.

<sup>2</sup> Babergh Local Plan Alteration No 2 (2006) p.192

- 1.13 Ipswich has a thriving commercial sector, ICT sector linked to Adastral Park (located within Suffolk Coastal District), business and financial services sector, and a significant port. It is a centre for education, including the University of Suffolk on the Waterfront, which offers a programme of teaching and research in key sectors. Ipswich also provides a wide range of cultural, sporting and retail provision, which serves the needs of the sub-region. The town has a diverse and multicultural population, and is one of the fastest growing urban centres in the UK<sup>3</sup>.
- 1.14 In terms of deprivation, Ipswich is ranked 74 out of 326 local authorities in England, where 1 is the most deprived local authority (IMD 2015). Deprivation issues in Ipswich are the result of different combinations of factors that may include higher than average proportions of elderly residents, high unemployment, lower-than average skill levels, income deprivation, or crime. There is an ongoing need for regeneration to address pockets of deprivation in some of the disadvantaged and physically more run down areas of the town<sup>4</sup>.
- 1.15 The town has strong transport links. Train services provide access to London in just over an hour and links to Norwich and Peterborough but the network also serves the East Coast and Felixstowe, all essential routes for containerised freight. Ipswich is also closely connected to the trunk road network with the A12 giving access to London, the M25 and Stansted Airport and the A14 linking the Midlands and the Port of Felixstowe<sup>5</sup>.

### **Mid Suffolk**

- 1.16 Mid Suffolk is one of the largest districts in England covering 87,107 hectares (335 square miles) with a population of 99,121 people (ONS, 2016). Over 70% of the population live in villages and rural areas. The largest town is Stowmarket (population 15,248). On the fringes of Mid Suffolk, to the west and east respectively are the towns of Bury St Edmunds and Ipswich.
- 1.17 The Mid Suffolk economy remains narrowly focused, with approximately 17% of Mid Suffolk industry in manufacturing, and 8% in food, drink and agriculture. However, there is the potential for developing tourism as the district has many attractive villages and large areas of unspoilt and tranquil countryside. Mid Suffolk contains a number of Sites of Special Scientific Interest and a relatively small area of internationally designated Special Area of Conservation in the north of the District.
- 1.18 The A14 trunk road (which runs east to west across the district) and the parallel railway is a key transport corridor in the region. In Mid Suffolk, most of the industrial and commercial development is located in this corridor – along with sites along the A140 including Eye

---

<sup>3</sup> Ibid p.4

<sup>4</sup> Ipswich Borough Council, Core Strategy and Policies Development Plan Document, Document Review 2017, p. 17

<sup>5</sup> Ibid p.14

airfield. The larger towns and villages along the A14 corridor in Mid Suffolk (those with a population of over 2,000) together house about 40% of the District's population.

### **Suffolk Coastal**

- 1.19 According to the ONS (2016), in mid-2014 Suffolk Coastal had an estimated population of 124,776 people. Felixstowe is the largest town within the district. There are in addition five market towns and a large urban area extending east from Ipswich. The towns support a large rural hinterland.
- 1.20 The economic profile of Suffolk Coastal is itself unique within the region. The district has an economy that supports a high proportion of small and medium sized businesses vital to the local economy (70% of businesses in the district employ 5 people or less). However, the district also boasts several regionally significant employers and economic drivers, notably the energy sector (linked to Sizewell nuclear power station), ICT (based around Adastral Park and Innovation Martlesham) and transport and logistics (linked to the port at Felixstowe)<sup>6</sup>. Suffolk Coastal District contains large areas of internationally protected habitats through designation as Special Protection Areas and Special Areas of Conservation, as well as a number of other nationally protected Sites of Special Scientific Interest. The Suffolk Coast and Heaths Area of Outstanding Natural Beauty extends along the majority of the District's coastline.
- 1.21 In terms of deprivation, Suffolk Coastal is ranked 240 out of 326 local authorities in England, where 1 is the most deprived local authority (IMD 2015). Felixstowe and the south and west wards of the district have significant levels of multiple deprivation, while part of western Saxmundham is also assessed as more deprived than the national average<sup>7</sup>.
- 1.22 The only trunk road in the district is the A14 running between Felixstowe and Ipswich. The road is dualled and links eventually (south and west) to the national motorway network. The road serves as an international freight route linked with Felixstowe Port but also as an important local distributor particularly around the southern fringes of Ipswich. The A12 provides the main route north to south through the district, but is only dualled for a small part of its length<sup>8</sup>.

### **Waveney**

- 1.23 According to the ONS (2016), in mid-2014 Waveney had an estimated population of 115,919 people. Waveney is situated in north-east Suffolk and is the most easterly district in Britain. It adjoins Norfolk County, Great Yarmouth Borough and South Norfolk District

---

<sup>6</sup> Suffolk Coastal Core Strategy and Development Management Policies, (2013). p.13

<sup>7</sup> Ibid p.18

<sup>8</sup> Ibid p.15

Councils to the north, Mid Suffolk District Council to the west and Suffolk Coastal District Council to the south. Areas of the northern fringes of the District, around the River Waveney and Oulton Broad, fall within the Broads Authority administrative area and are covered by the Broads Local Development Framework<sup>9</sup>.

- 1.24 The District covers some 37,041 hectares (143 sq miles) with a coastline of 26kms. It is a mixed urban and rural district. Lowestoft, situated in the north-eastern corner of the District, is the largest town with a population of 58,300 (mid 2005 est.), approximately half the total population of the District (116,500 mid 2006 est.). The rural part of the District gains its identity from the four historic towns of Beccles (with Worlingham), Bungay, Halesworth and Southwold (with Reydon), which, with a total population of 28,350 describe an outer square to the District. Outside these towns are only a few villages with any services and facilities, with Kessingland being the largest (4,200 mid 2005 estimate). Beyond these villages, the countryside is characterised by small hamlets and scattered communities. 32 out of 58 parishes have populations of fewer than 300 people (mid 2005 est.).<sup>10</sup>
- 1.25 The Waveney Economic Area has become increasingly recognised for its growing potential to support the offshore energy sector. Employment has declined over the last four years indicating that Waveney's economy particularly suffered from the effects of the recession. Key sectors in employment terms include public administration, health and education, finance and business services, retail and manufacturing. Recent economic performance across a range of business, productivity and labour market indicators has been relatively poor<sup>11</sup>.
- 1.26 Waveney is a largely rural district which features 26km of coastline. It hosts part of the Norfolk and Suffolk Broads and the Suffolk Coast and Heaths Area of Outstanding Natural Beauty, and is also home to the landscapes of the Blyth and Waveney river valleys. Many designated habitats such as Special Protection Areas, Special Areas of Conservation and Ramsar sites are to be found in Waveney.
- 1.27 In terms of deprivation, Waveney is ranked 95 out of 326 local authorities in England, where 1 is the most deprived local authority (IMD 2015). Waveney has relatively high levels of unemployment, below national average wage levels, poor education attainment and aspiration. Deprivation is particularly high in in parts of Lowestoft<sup>12</sup>.
- 1.28 The District is bisected by the East Suffolk railway line, which runs through Halesworth and Beccles to Lowestoft. This is also the terminus to the Wherry line running to Norwich. The

---

<sup>9</sup> Waveney District Council, Core Strategy Development Plan Document – The Approach to Future Development in Waveney to 2021, January 2009, p.8

<sup>10</sup> Ibid p.8

<sup>11</sup> Nathaniel Lichfield & Partners, Ipswich and Waveney Economic Areas ELNA – Employment Land Needs Assessment Final Report, Executive Summary.

<sup>12</sup> Ibid p.27

A12 and the A146 represent the principal highway network in the District. The A12 is the main link from London to Great Yarmouth running through Lowestoft. It runs through the heart of urban Lowestoft and crosses the harbour at the bascule bridge. Waveney is ranked as the 95th most deprived District in the country (out of 326 - Index of Multiple Deprivation 2015). The whole of the District is recognised by the EU, national and regional agencies as demanding economic and social regeneration<sup>13</sup>.

## Definition Context

- 1.29 It is essential to consider definitions relating to the Gypsy and Traveller population. According to Niner<sup>14</sup>, there are three broad groupings of Gypsies and Travellers in England: traditional English (Romany) Gypsies, traditional Irish Travellers, and New Travellers. There are smaller numbers of Welsh Gypsies and Scottish Travellers. Romany Gypsies were first recorded in Britain around the year 1500, having migrated across Europe from an initial point of origin in Northern India.
- 1.30 Gypsies and Irish Travellers have been recognised by the courts to be two distinct ethnic groups, so have the full protection of the Equality Act 2010. The courts made clear that travelling is not a defining characteristic of these groups, but only one among others. This is significant, because the majority of Britain's estimated 300,000 Gypsies and Travellers are thought to live in conventional housing, some by choice, and some because of the severe shortage of sites<sup>15</sup>.
- 1.31 However, in relation to planning, in August 2015, the DCLG amended its definition of Gypsies and Travellers for planning purposes, as set out below:

*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.*

- 1.32 *In determining whether persons are "gypsies and travellers" for the purposes of 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*

---

<sup>13</sup> Ibid p.8

<sup>14</sup> Pat Niner (2004), Counting Gypsies & Travellers: A Review of the Gypsy Caravan Count System, ODPM, February 2004 located at <http://www.communities.gov.uk/documents/housing/pdf/158004.pdf>.

<sup>15</sup> Commission for Racial Equality, *Common Ground Equality, good race relations and sites for Gypsies and Irish Travellers - Report of a CRE inquiry in England and Wales*, (Summary), May 2006, pages 3-4.

*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.*

- 1.33 For the purposes of this assessment the definition has not been limited to those travelling for work purposes. This is because as the definition does not refer to those travelling for work and there is no indication that CLG intends it to be limited to only families who travel for work purposes.
- 1.34 Unlike Gypsies and Travellers, Travelling Showpeople are not considered to be an ethnic minority. Although some Gypsies and Travellers may earn a living as ‘travelling showpeople’, Travelling Showpeople as a group do not consider themselves to belong to an ethnic minority<sup>16</sup>.
- 1.35 According to DCLG (August 2015) guidance on Planning Policy for Traveller Sites, the definition of Travelling Showpeople is:

*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.<sup>17</sup>*

- 1.36 The Housing (Assessment of Accommodation Needs) (Meaning of Gypsies and Travellers) (England) Regulations 2006, and the draft guidance to local housing authorities on the periodical review of housing needs (Caravans and Houseboats) (March 2016) recommends that Travelling Showpeople’s needs and requirements should be separately identified in the ANA<sup>18</sup>. To ensure it is following DCLG guidance, this ANA adheres to the definitions of Gypsies and Travellers and Travelling Showpeople as defined by the DCLG ‘Planning Policy for Traveller Sites’ (August 2015) (see paragraphs above).

### **Boat Dwellers**

- 1.37 In relation to boat dwellers, the term ‘houseboat’ is defined elsewhere in legislation and not within DCLG Guidance. It is common to adopt the widely adopted VAT definition which defines a houseboat as being a floating decked structure which is designed or adapted for use solely as a place of permanent habitation, and which does not have the means of, and which is not capable of being readily adapted for, self-propulsion (VAT Notice 701/20, December 2013). However, we are aware that there may be boat dwellers who are licensed to permanently reside on other types of boats. As such, our needs assessment shall cover

---

<sup>16</sup> DCLG, *Consultation on revised planning guidance in relation to Travelling Showpeople*, January 2007, p. 8

<sup>17</sup> DCLG, *Planning Policy for Traveller Sites*, August 2015.

<sup>18</sup> DCLG, *Planning Policy for Traveller Sites*, August 2015 and DCLG, *Draft Guidance to local housing authorities on the periodical review of housing needs (Caravans and Houseboats)* March 2016.

all households residing permanently on any type of boat. As such, as well as using the VAT definition of 'houseboat', we also adopt the Broads Authority definition of "residential moorings" as:

*one where someone lives aboard a vessel (which is capable of navigation), that the vessel is used as the main residence and where that vessel is moored in one location for more than 28 days in a year. The vessel may occasionally/periodically go cruising and return to base.*

## Summary

- 1.38 Whilst the Housing and Planning Act removes the requirement for all local authorities to carry out an assessment of the accommodation needs of Gypsies and Travellers, the August 2015 Planning Policy for Traveller Sites (PPTS) reiterates the need for local authorities to evidence the accommodation needs of Gypsies and Travellers and to determine the number, type and location of new provision. The PPTS amended the definition of Gypsies and Travellers for planning purposes.
- 1.39 The purpose of this assessment is to quantify the accommodation and housing related support needs of Gypsies, Travellers, Travelling Showpeople, and boat dwellers in the study area between 2016 and 2036. This is in terms of permanent pitches (and sites) and transit sites /negotiated stopping arrangements for Gypsies and Travellers, plots (and yards) for Travelling Showpeople, and permanent residential moorings for boat dwellers. The results will be used to inform the allocation of resources and as an evidence base for policy development in housing and planning.
- 1.40 To achieve the study aims, the research drew on a number of data sources: a review of secondary information; consultation with organisations involved with Gypsy and Traveller and Travelling Showpeople issues; and extensive surveys of Gypsies, Travellers, Travelling Showpeople, and boat dwellers. These provided an extensive range of quantitative and qualitative data enabling a robust and reliable assessment of accommodation needs.
- 1.41 The five study area local authorities are situated in mainly rural areas with the exception of Ipswich. The environmental characteristics of the local authority areas vary with the rural districts containing attractive countryside and towns and villages acting as service centres. Ipswich is the county town of Suffolk and a major centre of population, economic activity and growth.
- 1.42 A diverse range of economic activities are undertaken throughout the study area including construction, creative industries, education, finance, food production, hospitality/leisure services, manufacturing, public administration, retail services, transport, and tourism. There are strong transport links throughout the study area including the A12 and A14 trunk roads, and rail links to London, the Midlands, and east coast ports.

## 2. Policy context

### Introduction

- 2.1 To assess the current state of play, existing documents have been examined to determine what reference is made to Gypsy and Traveller, Travelling Showpeople and boat dwellers issues.
- 2.2 The intention is to highlight areas of effective practice in the study area, and examine the extent to which authorities are currently addressing the issue. Furthermore, understanding the current position will be important in the development of future strategies intended to meet accommodation need and housing related support need among Gypsies and Traveller, Travelling Showpeople and boat dwellers.

### National Policies

#### *DCLG Planning Policy for Traveller Sites (PPTS) (August 2015)*

- 2.3 In August 2015 the Government published its amended planning policy for traveller sites, which replaced the previous guidance and circulars relating to Gypsies and Travellers and Travelling Show People. The guidance emphasised the need for local authorities to use evidence to plan positively and manage development. The PPTS requires local authorities to work with neighbouring local authorities to determine transit and permanent pitch and plot targets. It states that in assembling the evidence base necessary to support their planning approach, local authorities should:

- effectively engage with both settled and traveller communities
- co-operate with traveller groups to prepare and maintain an up-to-date understanding of the likely permanent and transit/emergency accommodation needs of their areas
- and use a robust evidence base to establish accommodation needs to inform the preparation of local plans and make planning decisions

#### *DCLG Draft Guidance on Housing Needs (Caravans and Houseboats) (March 2016)*

- 2.4 In March 2016 DCLG published its draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats. It states that when considering the need for caravans and houseboats local authorities will need to include the needs of a variety of residents in differing circumstances, for example:
- Caravan and houseboat dwelling households:
    - who have no authorised site anywhere on which to reside

- whose existing site accommodation is overcrowded or unsuitable, but who are unable to obtain larger or more suitable accommodation
  - who contain suppressed households who are unable to set up separate family units and
  - who are unable to access a place on an authorised site, or obtain or afford land to develop on.
- Bricks and mortar dwelling households:
- Whose existing accommodation is overcrowded or unsuitable ('unsuitable' in this context can include unsuitability by virtue of a person's cultural preference not to live in bricks-and-mortar accommodation).
- 2.5 Importantly, in respect of this report, the draft guidance states that assessments should include, but are not limited to, Bargees, Romany Gypsies, Irish and Scottish Travellers, New Travellers, and Travelling Showpeople.
- 2.6 The DCLG draft guidance (2016) recognises that the needs of those residing in caravans and houseboats may differ from the rest of the population because of:
- their nomadic or semi-nomadic pattern of life
  - their preference for caravan and houseboat-dwelling
  - movement between bricks-and-mortar housing and caravans or houseboats
  - their presence on unauthorised encampments or developments.
- 2.7 Also, it suggests that as mobility between areas may have implications for carrying out an assessment local authorities will need to consider:
- co-operating across boundaries both in carrying out assessments and delivering solutions
  - the timing of the accommodation needs assessment
  - different data sources
- 2.8 Finally, the DCLG draft guidance (2016) states that in relation to Travelling Showpeople account should be taken of the need for storage and maintenance of equipment as well as accommodation, and that the transient nature of many Travelling Showpeople should be considered.

### *Housing and Planning Act 2016*

- 2.9 The Housing and Planning Act, which gained Royal Assent on 12 May 2016, omits sections 225 and 226 of the Housing Act 2004, which previously identified 'Gypsies and Travellers' as requiring specific assessment for their accommodation needs when carrying out reviews of housing needs. Instead, the Act amends section 8 of the Housing Act 1985 governing the assessment of accommodation needs to include all people residing in or resorting to the

district in caravans or houseboats. However, for planning purposes, as noted above, the DCLG Planning Policy for Traveller Sites (August 2015) still requires local authorities to identify the accommodation needs of Gypsies, Travellers and Travelling Showpeople.

- 2.10 Importantly, according to correspondence between *RRR Consultancy Ltd* and DCLG (27 October 2016), the DCLG stated that it is for local housing authorities to determine how to assess and understand the accommodation needs of people who reside in or resort to the area with respect to the provision of caravan sites or houseboats.

### *Duty to cooperate and cross-border issues*

- 2.11 The duty to cooperate was created in the Localism Act 2011. It places a legal duty on local planning authorities, county councils in England, and public bodies to engage constructively, actively and on an ongoing basis to maximise the effectiveness of Local Plan preparation relating to strategic cross boundary matters.
- 2.12 The Duty to Co-operate is reflected in national Planning Policy for Traveller Sites which states that local authorities should work collaboratively to prepare and maintain an up-to-date understanding of the likely permanent and transit accommodation needs for their areas. It also states that they should also consider the production of joint development plans to provide more flexibility in identifying sites, particularly if a local planning authority has special or strict planning constraints across its area.
- 2.13 As part of the production of this assessment, a Stakeholder Focus Group was held at which adjoining planning and housing authorities, representatives from the Police and Health and Wellbeing officers were invited to discuss issues relevant to them relating to Gypsies, Travellers and Travelling Showpeople. The findings from the consultation are discussed in detail in Chapter 4. In addition, *RRR Consultancy* attended the meeting of the Norfolk and Suffolk Gypsy and Traveller Forum on 11th November 2016.

## **Local Planning Policies**

### *Babergh DC Core Strategy 2011-31 (Adopted 2014)*

- 2.14 The Council's Core Strategy identifies Gypsy and Traveller communities as amongst the most deprived groups with poor access to accommodation, health, education, employment and other opportunities. Some of the aims of the Planning Policy for Traveller Sites are to reduce unauthorised developments and encampments, reduce under-provision in Gypsy and Traveller accommodation and, importantly, to increase the number of traveller sites in appropriate locations with planning permission. In relation to Gypsies and Travellers, Policy CS18 was based upon the need identified in the 2007 GTAA, and states that:

New pitches / plots will be provided at an appropriate level and in suitable locations to meet the identified needs of Gypsies and Travellers / Travelling Showpeople in the district if these arise. The preferred

approach to meeting needs is to be through strategic housing sites or mixed use developments, or through small sites according to the settlement pattern and depending upon the nature of identified need. The Council will continue to work on cross-boundary matters with neighbouring authorities to meet identified needs for transit site pitches. Proposals for new pitches / plots will be assessed against the policies of this Local Plan (particularly Policies CS2 and CS15) and relevant policies of subsequent DPD(s). (Babergh Core Strategy 2011-2031, p.87)

*Ipswich Local Plan (Adopted 2017)*

- 2.15 Ipswich Borough Council has adopted a new Local Plan, which consists of a review of the Core Strategy and a new Site Allocations and Policies Document. The new Local Plan was submitted to the Secretary of State for examination in December 2015, and hearing sessions were held in spring/summer 2016. The Inspector's report was published on 27th January 2017 and the Local Plan was adopted on 22nd February 2017.
- 2.16 Policy for Gypsy and Traveller Accommodation is set out in policy CS11 of the adopted Core Strategy Review 2017. The policy indicates that provision will be found within the Ipswich Policy Area for additional pitches to meet the need for 24 permanent pitches to 2031, as identified through the GTAA 2013 and projected forward to 2031, and sets out criteria to guide planning applications for sites. The policy also commits to joint working to develop a South Suffolk transit site, and to keeping under review the needs of travelling show people.

*Mid Suffolk Core Strategy (Adopted 2008)*

- 2.17 The Core Strategy was based upon the 2007 GTAA and states that the Council will ensure the delivery of sufficient good quality, appropriately located residential pitches to satisfy the unmet need. Policy CS10 states that:

Suitable sites for Gypsies and Travellers will be identified by reference to the following criteria:

- a. Accessibility to local services, communities and facilities by a variety of means, to meet current and long-term needs
- b. Adequate access, parking and manoeuvring for vehicles and all essential uses
- c. Appropriate in scale to the nearest settled community
- d. Impact on the landscape, environment and biodiversity
- e. Impact on and from neighbouring residential, employment, commercial and utilities development
- f. Consistent with other policies in the development plan

- 2.18 According to the Core Strategy, the Council will work in partnership with adjacent authorities through the cross-border steering group to identify sufficient, appropriately located transit sites to satisfy the unmet need in the District. The Core Strategy states that new and existing sites that meet the criteria for suitable and appropriate locations will be safeguarded for this purpose.
- 2.19 Policy CS10 of the Core Strategy also sets out the criteria for determining suitable and appropriate locations for Travelling Showpeople:
- the proposal meets a need identified through consultation with the community
  - policies (a) to (f) and (3) to (5) above
  - application of the criteria will take account of the special needs of this group

*Suffolk Coastal Local Plan (Adopted July 2013)*

- 2.20 According to the Local Plan, Suffolk Coastal is home to a small population of Gypsies and Travellers. The majority of these are New Travellers who are recognised as a subgroup within this wider category. New Travellers do not share the same strong cultural heritage as more 'traditional' Gypsy and Traveller groups but may be more specifically described as follows:

'New Travellers' started to take to the road approximately 30 years ago. Most New Travellers are from the settled community, although some children may have been born New Travellers. There are different reasons why people choose this lifestyle, including: feeling alienated from the modern, materialistic society; leaving care or being homeless and/or unemployed; or for environmental reasons. (Suffolk Coastal Local Plan, p.34)

- 2.21 Suffolk Coastal is, and has been, home to a relatively stable population of New Travellers living in two main groups. In this respect, the situation within Suffolk Coastal is unique within the Eastern Region. The groups have existed here for the best part of 20 years or so and for most New Travellers it is a lifestyle choice.
- 2.22 The Local Plan also identifies the District as being home to one long established site for Travelling Showpeople. Any increase in plot provision is likely to arise from this site. Any such requirement could be dealt with by means of a planning application. The Council liaise directly with the Showmen's Guild and the owners and occupiers of the one site within the district.
- 2.23 Policy SP4 ('Gypsies, Travellers and Travelling Showpeople') outlines the Council's strategy for addressing the identified needs of Gypsies and Travellers as:

- To liaise directly with the 'new' traveller groups themselves on their needs and how
- these might be met
- To maintain discussions with local parish councils currently affected by illegal/ unauthorised encampments or unauthorised developments
- To discuss potential approaches to the issue with local landowners such as the Forestry Authority
- To work with adjacent authorities to identify a suitable site for transit use; and
- To assess proposals for new encampments against criteria set out in Development Management Policy DM9.

2.24 In respect of Travelling Showpeople, accommodation need was determined by the 2007 GTAA. The Local Plan states that the Council will liaise directly with the Showmen's Guild and the owners and occupiers of the one site within the district. If a need for increased provision can be demonstrated, land for Travelling Showpeople may be made in the Gypsies, Travellers and Travelling Showpeople Site Specific Allocations Development Plan Document but is more likely to be provided by means of a planning application made in accordance with other relevant policies within the Core Strategy.

*Waveney Core Strategy (Adopted January 2009)*

2.25 Policy CS12 of the Core Strategy ('Gypsy and Traveller Accommodation') states that new sites need to meet the following criteria:

- The site will provide accommodation for gypsies and travellers, as defined in Circular 01/2006
- Schools, services and shops are within easy travelling distance, preferably by foot, cycle or public transport
- The site is (or can be) served by adequate water and sewerage connections
- The site is not located within Flood Zones 2 or 3
- There will be no adverse impact on the amenity of nearby residents or operations of adjoining land users
- The impact on the character and appearance of the countryside is minimised
- The development will not have an adverse impact on the objectives of sites designated for their biodiversity, geodiversity or landscape importance.

## Gypsy and Traveller Accommodation Assessments (GTAA's)

### *Babergh, Ipswich, Mid Suffolk, Suffolk Coastal and Waveney GTAA (2013)*<sup>19</sup>

2.26 According to the 2013 GTAA, the estimated extra site provision that is required between 2012 and 2027 is 101 pitches (4 pitches in Babergh, 18 in Ipswich, 38 in Mid Suffolk, 31 in Suffolk Coastal, and 10 in Waveney). This includes the existing households on unauthorised sites, those with temporary planning permissions, and the growth in household numbers due to household formation. Any sites in the pipeline for development have not been included in this figure. The report also identified a need for 3 different 8 pitch transit sites or emergency stopping places to help to manage unauthorised encampments and provide for visiting households. The report does not identify a need for additional Travelling Showpeople plots, but does suggest that there are a number of Showmen currently looking for new sites in the area. This 2017 ANA replaces the 2013 GTAA.

### *Cambridgeshire, King's Lynn & West Norfolk, Peterborough and West Suffolk GTAA (2016)*<sup>20</sup>

2.27 The GTAA uses a different method compared to previous GTAA's in that it assesses the accommodation need of households who *meet* the DCLG (August 2015) definition, households who *do not* meet the definition (interpreted the definition for the purposes of the Cambridgeshire, King's Lynn and West Norfolk, Peterborough and West Suffolk GTAA as those households who travel for employment reasons), and households whose status under the new definition is 'unknown'. Based on existing (2016) provision of 783 occupied pitches the GTAA identifies a 20-year need of 5 pitches for those households who meet the definition, up to 177 pitches for those households who do not meet the definition, and 189 pitches for those households whose status is 'unknown'. Similarly, in relation to Travelling Showpeople, the GTAA identifies a 20-year need of 14 plots for those households who meet the definition, up to 8 plots for those households who do not meet the definition, and 6 plots for those households whose status is 'unknown'. The GTAA does not indicate transit pitch requirements but states that new provision should be considered jointly dependent on location.

### *Essex GTAA (2014)*<sup>21</sup>

2.28 The GTAA states that there is a need for 786 additional pitches for the period 2013-33 with most need arising in Basildon (240 pitches), Epping Forest (112), and Thurrock (104). It

---

<sup>19</sup> Babergh, Ipswich, Mid Suffolk, Suffolk Coastal and Waveney Gypsy, Traveller & Travelling Showpeople Accommodation Assessment, October 2013.

<sup>20</sup> Cambridgeshire, King's Lynn & West Norfolk, Peterborough and West Suffolk Gypsy and Traveller Accommodation Assessment, October 2016.

<sup>21</sup> Essex Gypsy and Traveller and Travelling Showpeople Accommodation Assessment on behalf of Essex Planning Officers Association, July 2014.

notes that there were are no operational public transit sites in the study area, with a small number of private transit pitches operating. As such, the GTAA recommends at least two publicly provided transit sites be delivered in Essex County with at least 10 and ideally 15 pitches. In relation to Travelling Showpeople, the GTAA estimates that there is a need for 83 plots to address the needs of all identifiable households. This includes the existing households on unauthorised yards, those on the waiting list for a public site, those currently seeking to develop a private site and growth in household numbers due to household formation.

### *Greater Norwich GTAA (2012)*

- 2.29 According to the Greater Norwich GTAA (2012)<sup>22</sup>, the estimated extra provision that is required for Gypsies and Travellers for the period 2012-2017 in Greater Norwich is 48 pitches. In addition, the GTAA identifies a need for a further 30 new pitches within the study areas for the period 2017-2032. In relation to transit provision, there is a need for at least 6 pitches in the study area. The GTAA also states that in relation to Travelling Showpeople, while there are housing needs on the existing Showmen's site in Norwich, many Showmen would ideally like to live more centrally in England for work purposes. Therefore, the existing and future housing needs on the site do not necessarily have to be met in Greater Norwich and are more likely to be met outside the sub-region.
- 2.30 The Broads Authority, the Greater Norwich local authorities, Great Yarmouth, and North Norfolk are working in partnership and are updating their GTAA. This is being undertaken by *RRR Consultancy* using a similar method and approach as adopted for this accommodation needs assessment, but also includes the assessment of accommodation needs of residential caravan dwellers.

### *South Norfolk GTAA (2014)*

- 2.31 The South Norfolk GTAA (2014)<sup>23</sup> states that there is a need for 35 pitches over the period 2014-2031. In relation to transit provision, according to the GTAA, given that a new transit site has recently opened at Bawburgh has not been fully occupied since it opened, and that the current unauthorised caravans are included in the calculations for permanent pitches, it recommends there is no additional transit provision in South Norfolk. Finally, the GTAA suggests there is no need for any further Travelling Showpeople provision within the district.

## **Summary**

- 2.32 DCLG Planning Policy for Traveller Sites (August 2015) emphasises the need for local authorities to use evidence to plan positively and manage development.

---

<sup>22</sup> Greater Norwich Gypsy and Traveller Accommodation Assessment, August 2012.

<sup>23</sup> South Norfolk Gypsy, Traveller and Travelling Showpeople Accommodation Assessment, June 2014.

- 2.33 The local planning policies of the study area local authorities outline the criteria by which the location of new Gypsy and Traveller accommodation should be determined. It is apparent that they consider it important to consider a range of factors including the sustainability of new sites e.g. proximity to local services, and the potential impact on the environment. However, it is likely that any revised local policies would reflect the findings of this ANA.
- 2.34 Given the cross-boundary characteristic of Gypsy and Traveller accommodation issues, it is important to consider the findings of GTAAs produced by neighbouring local authorities. GTAAs recently undertaken by neighbouring local authorities suggest that there remains Gypsy and Traveller accommodation need throughout the East and East Midlands regions.

## 3. Trends in the population levels

### Introduction

- 3.1 This section examines population levels in the ANA study area and population trends. The primary source of information for Gypsies and Travellers (including Travelling Showpeople) in England as a whole is the DCLG Traveller Caravan Count. This was introduced in 1979 and places a duty on local authorities in England to undertake a twice yearly count for the DCLG on the number of Gypsy and Traveller caravans in their area. The count was intended to estimate the size of the Gypsy and Traveller population for whom provision was to be made and to monitor progress in meeting need.
- 3.2 Although the duty to provide sites was removed in 1994, the need for local authorities to conduct the count has remained. There are, however, several weaknesses with the reliability of the data. For example, across the country counting practices vary between local authorities, and the practice of carrying out the count on a single day ignores the rapidly fluctuating number and distribution of unauthorised encampments. Also some authorities include Travelling Showpeople in the same figures as the Gypsies and Travellers and others distinguish between the groups and others don't include Travelling Showpeople.
- 3.3 Significantly, the count is only of caravans and so Gypsies and Travellers living in bricks and mortar accommodation are excluded. It should also be noted that pitches often contain more than one caravan, typically two or three.
- 3.4 However, despite concerns about accuracy, the count is valuable because it provides the only national source of information about numbers and distribution of Gypsy and Traveller caravans. As such, it is useful for identifying trends in the Gypsy and Traveller population, if not determining absolute numbers.
- 3.5 Additional data on unauthorised encampments has been gathered by the study area authorities for the purpose of both assessing need and monitoring the effectiveness of enforcement approaches and providing a good overview of the numbers of unauthorised caravans in the past three years in the study area.
- 3.6 This data has been used in conjunction with the DCLG Traveller Caravan Count figures. It is worth noting that since this monitoring tends to be more comprehensive than many local authorities the relative number of unauthorised caravans counted in the study area as compared to other counties and regions may be higher although more accurate.
- 3.7 The DCLG Count includes data concerning both Gypsies and Travellers sites<sup>24</sup>. It distinguishes between caravans on socially rented authorised, private authorised, and unauthorised pitches. Unauthorised sites and pitches are broken down as to whether they

---

<sup>24</sup> . Data regarding Travelling Showpeople is published separately by the DCLG as 'experimental statistics'.

are tolerated or not tolerated. The analysis in this chapter includes data from July 2014 to July 2016.

## Population

- 3.8 The total Gypsy and Traveller population living in the UK is unknown, with estimates for England ranging from 90,000 and 120,000<sup>25</sup> (1994) to 300,000<sup>26</sup> (2006). There are uncertainties partly because of the number of different definitions that exist, but mainly because of an almost total lack of information about the numbers of Gypsies and Travellers now living in bricks and mortar accommodation. Estimates produced for the DCLG suggest that at least 50% of the overall Gypsy and Traveller population are now living in permanent housing.
- 3.9 Local authorities in England provide a count of Gypsy and Traveller caravans in January and July each year for the DCLG. The July 2016 Count (the most recent figures available) indicated a total of 21,419 caravans. Applying an assumed three person per caravan<sup>27</sup> multiplier would give a population of over 64,000.
- 3.10 Again, applying an assumed multiplier of three persons per caravan and doubling this to allow for the numbers of Gypsies and Travellers in housing,<sup>28</sup> gives a total population of around 128,000 for England. However, given the limitations of the data this figure can only be very approximate, and is likely to be a significant underestimate.
- 3.11 For the first time, the national census, undertaken in 2011, included the category of ‘Gypsy or Irish Traveller’ in the question regarding ethnic identity. The 2011 Census suggests there were 418 Gypsies and Travellers living in the study area representing around 0.07% of the usual resident population.<sup>29</sup>

Table 3.1 Gypsy and Traveller Population			
	Population (no.)	G&T Pop (no.)	G&T Pop (%)
Babergh	87,740	51	0.06%
Ipswich	133,384	149	0.11%
Mid Suffolk	96,731	76	0.08%
Suffolk Coastal	124,298	51	0.04%
Waveney	115,254	91	0.08%
Total	557,407	418	0.07%

Source: Census 2011

<sup>25</sup> J. P. Liegeois, (1994) *Romas, Gypsies and Travellers* Strasbourg: Council of Europe. This is equivalent to 0.15% to 0.21% of the total population.

<sup>26</sup> Commission for Racial Equality, *Common Ground Equality, good race relations and sites for Gypsies and Irish Travellers - Report of a CRE inquiry in England and Wales*, (Summary), May 2006, pages 3-4.

<sup>27</sup> Niner, Pat (2003), *Local Authority Gypsy/Traveller Sites in England*, ODPM.

<sup>28</sup> Ibid.

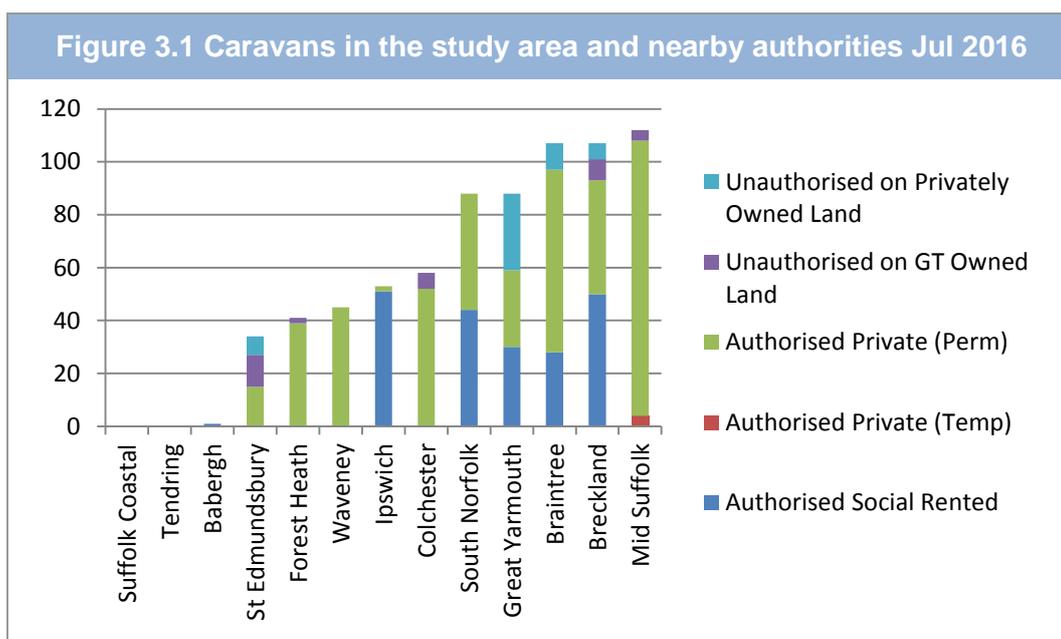
<sup>29</sup> See ONS 2011 Census Table KS201EW Ethnic Group located at: <http://www.ons.gov.uk/>

- 3.12 It is also possible to determine the Gypsy and Traveller population within the study area by tenure. Table 3.2 shows that the tenure of 163 Gypsies and Travellers residing both in sites and in bricks and mortar accommodation representing around two fifths of the study area population was recorded. It is assumed that the remaining three fifths of Gypsies and Travellers were residing on sites at the time of the 2011 Census. The most common tenure is social rented housing occupied by over two fifths (44%) of the population, followed by around a third (32%) who own the housing they occupy, and a quarter (25%) who rent privately.

Table 3.2 Gypsy and Traveller Population by tenure								
	Social rented		Owned		Private rented		Total	
	No.	%	No.	%	No.	%	No.	%
Babergh	6	33%	7	39%	5	28%	18	100%
Ipswich	34	68%	8	16%	8	16%	50	100%
Mid Suffolk	13	36%	17	47%	6	17%	36	100%
Suffolk Coastal	9	39%	10	43%	4	17%	23	100%
Waveney	9	25%	10	28%	17	47%	36	100%
Total	71	44%	52	32%	40	25%	163	100%

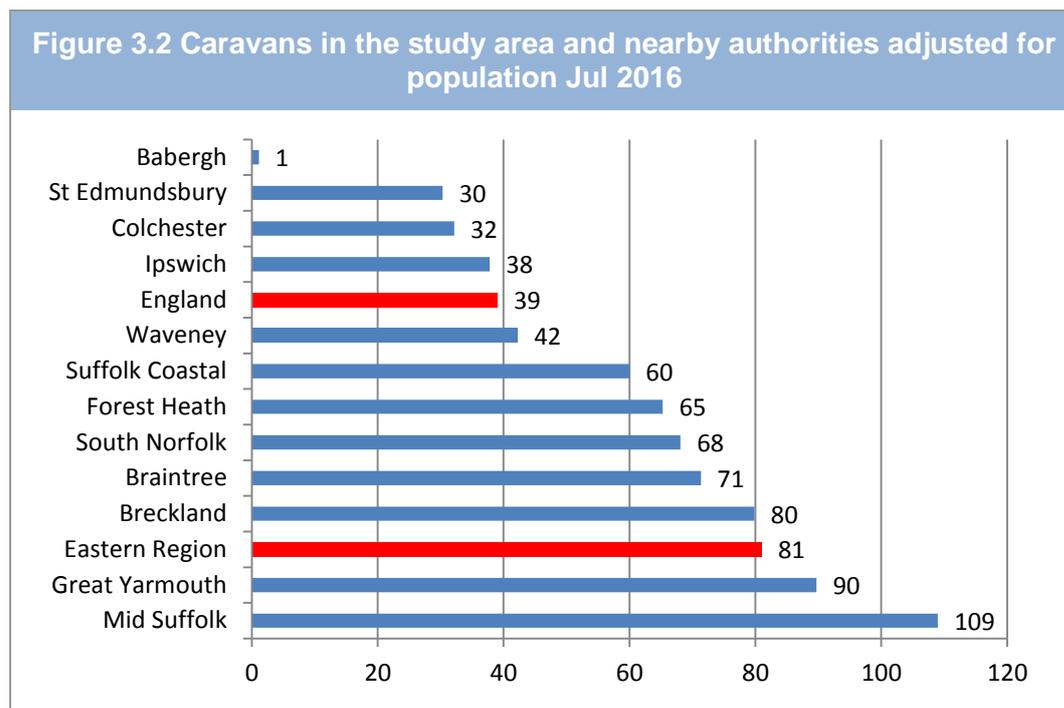
Source: Census 2011

- 3.13 Figure 3.1 shows the study area's Traveller Caravan Count in the context of nearby authorities. As the chart below shows, there is some variation in the number of caravans in each study area local authority with no caravans recorded in Suffolk Coastal. This was due to the Count not being undertaken in July 2016. Local knowledge would suggest that numbers are likely to be similar to those for 2015 i.e. an average of 75 caravans on unauthorised sites. Only 1 caravan was recorded in Babergh. The July 2016 Count for Ipswich also shows 0 caravans despite there being a large socially rented site within the District. As such, the January 2016 figure of 51 caravans has been used. The July 2016 Count shows a total of 49 caravans in Waveney (around the average for all the Districts listed of 56 caravans), whilst 108 caravans were recorded in Mid Suffolk.



Source: DCLG Traveller Caravan Count, Jul 2016

- 3.14 Similarly, Figure 3.2 shows that when the population is taken into account the density of caravans varies widely. Babergh (1 caravan per 100,000 population) is very much below the England average of 39 caravans per 100,000 population. Ipswich (38) and Waveney (42) are around the England average. Suffolk Coastal (60 caravans per 100,000 population) (based on an average of 75 caravans on unauthorised sites in 2015), and Mid Suffolk (109 caravans per 100,000 population), are around the regional average of 81 caravans of 100,000 population. The Ipswich count appears to have only included those on the local authority sites but not the small private site. This might be because they may not have been able to access the private site.



Source: DCLG Traveller Caravan Count, Jul 2016

3.15 Table 3.3 shows that the total number of caravans recorded has varied over the period July 2014 to July 2016. The total number of caravans recorded in the study area varied from a low of 158 in July 2016 to a high of 297 in July 2014. Whilst there has only been 1 caravan counted in Babergh during the last 5 Counts, no caravans were recorded by the July 2016 Count in Ipswich or Suffolk Coastal (although this is due to the local authorities not submitting those particular Counts). The number of caravans recorded by the last 5 Counts in Waveney ranged from a low of 26 in January 2015 to a high of 49 in July 2016. The number of caravans in Mid Suffolk ranged from a low of 90 in January 2015 to a high of 118 in July 2015.

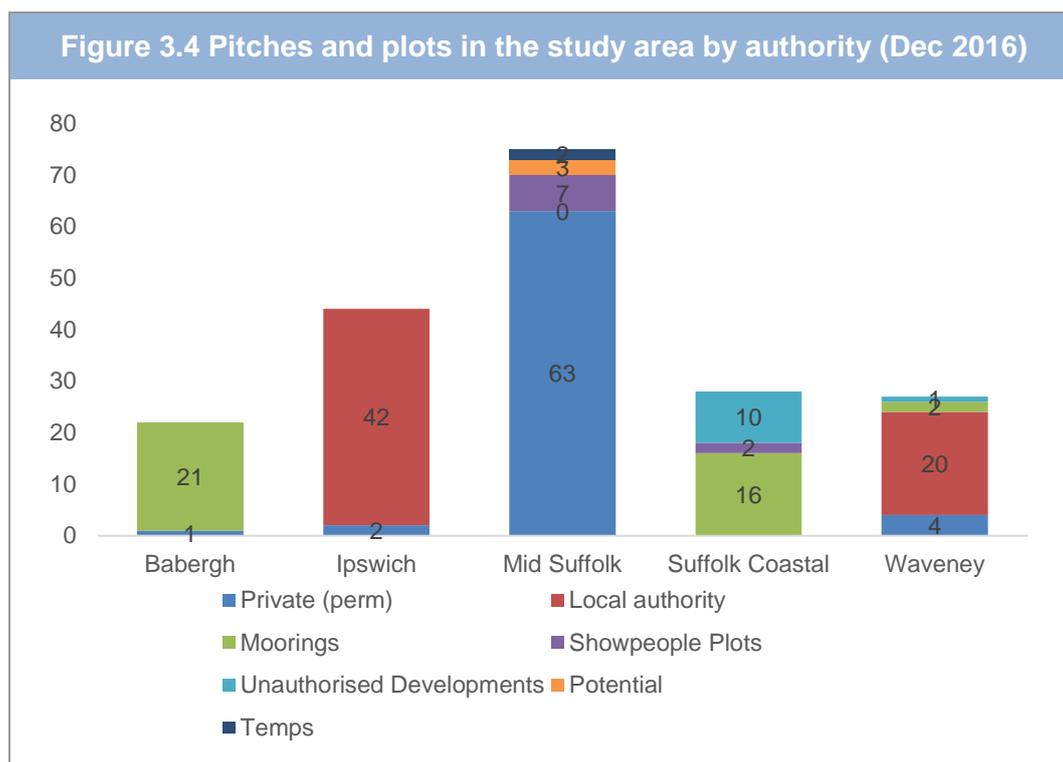
**Table 3.3: DCLG Traveller Caravan Count Jul 2014-Jul 2016**

Authority	Jul 2014	Jan 2015	Jul 2015	Jan 2016	Jul 2016
Babergh	1	1	1	1	1
Ipswich	67	42	-	51	-
Mid Suffolk	115	90	118	97	108
Suffolk Coastal	69	81	69	86	-
Waveney	45	26	36	39	49
<b>Total</b>	<b>297</b>	<b>240</b>	<b>224</b>	<b>274</b>	<b>158</b>

Source: DCLG Traveller Caravan Count, Jul 2016

## Pitches, plots and moorings in the study area

3.16 The following charts are based on data provided for each district in the study area. Figure 3.3 shows a total provision of 196 pitches, plots and moorings across the study area including 70 privately owned pitches, 62 local authority pitches, 39 boat moorings<sup>30</sup>, 11 unauthorised pitches, 9 Travelling Showpeople plots, 3 potential pitches, and 2 pitches with temporary planning permission. Figure 3.4 shows the provision of pitches, plots and moorings located in each study area local authority.



Source: ANA 2017

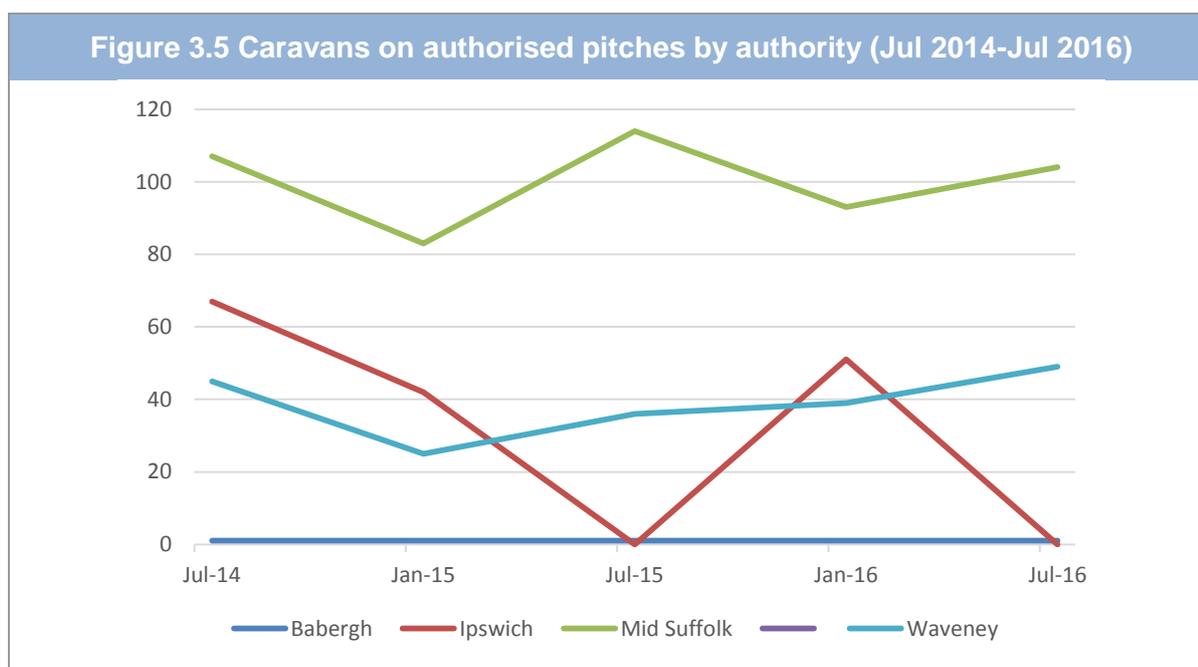
## DCLG data on authorised sites

3.17 The Traveller Caravan Count data for the study area shows a slightly different composition, primarily because it is based on numbers of caravans rather than numbers of pitches. As noted in Chapter 2, there are issues regarding the accuracy of the Traveller Caravan Count, although it remains the primary source of nationwide comparative data on Gypsy and Traveller caravans. The most recently published Traveller caravan count took place in July 2016.

3.18 As seen in Figure 3.5 below, the number of caravans on authorised pitches recorded in the study area by the DCLG Traveller Count varied between the period July 2014 to July 2016. Suffolk Coastal is recorded as having no caravans as the District contains no authorised

<sup>30</sup> Please note that although the ANA identified 39 boat moorings other boat moorings may exist within the study area whose locations are unknown.

sites, whilst Babergh recorded only 1. The number of caravans recorded in Waveney was fairly consistent ranging from 25 in January 2015 to 49 in July 2016, whilst the number of caravans recorded in Ipswich varied widely (although this could be due to no Count taking place in Ipswich in July 2016). The number of caravans recorded in Mid Suffolk remained consistently high ranging from 83 in January 2015 to 114 in July 2015. Please note that no caravans on authorised sites were counted in the Suffolk Coastal area between July 2014 and July 2016 (so not included in the chart below).

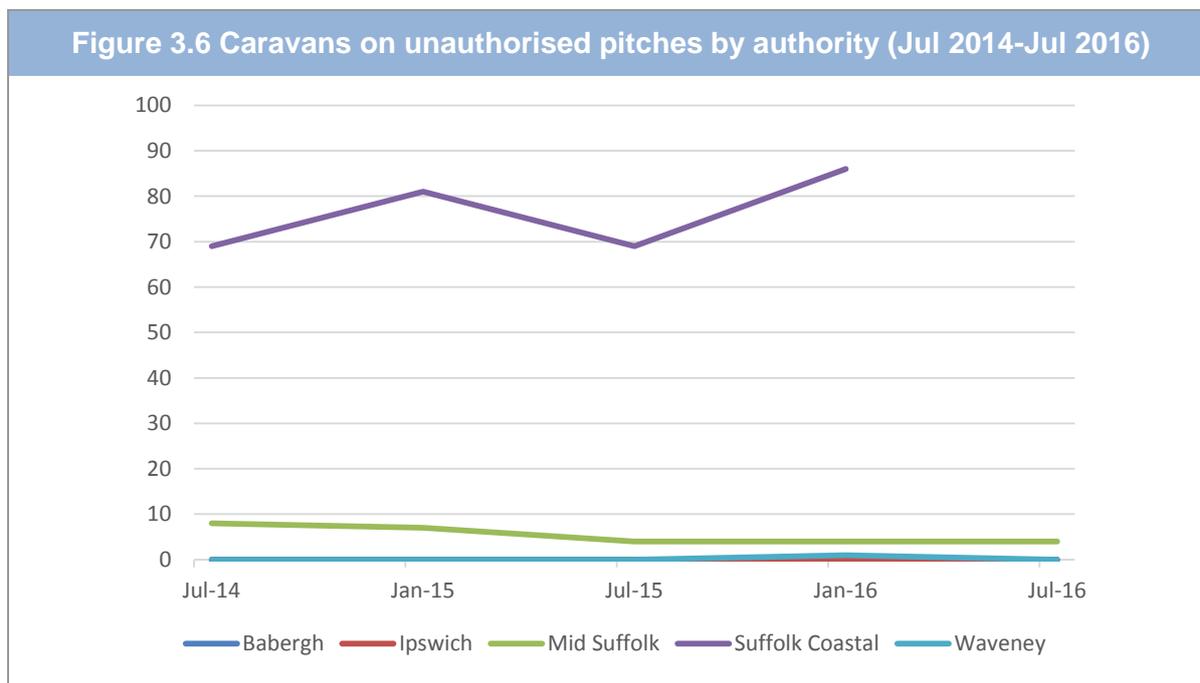


Source: DCLG Traveller Caravan Count, Jul 2016 (Note Suffolk Coastal not shown as no authorised sites)

### DCLG data on unauthorised sites

- 3.19 The DCLG count records the number of caravans situated on unauthorised sites (i.e. sites without planning permission) within the study area. The DCLG data on unauthorised encampments is of limited accuracy. For example, caravans on unauthorised sites may be more likely to be observed in more populated, urban areas compared with less populated rural areas. However, the data may indicate general trends (although it should be noted that the DCLG count caravans on unauthorised sites, whilst the study area local authority data records the number of encampments). The numbers are broken down by district below and include unauthorised caravans on both Gypsy-owned and non-Gypsy land, and which are tolerated (meaning that no enforcement action is currently being taken) and not tolerated (Figure 3.6).
- 3.20 Table 3.2 indicates the number of unauthorised caravans throughout the study area over the period July 2014 to July 2016. It shows that the number of unauthorised caravans recorded by the DCLG Traveller Count within the study area has remained consistently low with no unauthorised caravans being recorded in Babergh or Ipswich throughout the period and only 1 in Waveney in January 2016. Mid Suffolk recorded a low but decreasing number of unauthorised caravans with 4 being recorded in July 2016. The exception is Suffolk Coastal which recorded a high number of unauthorised caravans ranging from 69 in July

2014 and July 2015 to 86 in January 2016. No unauthorised caravans were recorded in Suffolk Coastal in July 2016 as the Count did not take place. Unauthorised caravans are known to still be present on sites.



### Local authority data on unauthorised encampments

3.21 As previously noted, the DCLG data on unauthorised encampments (i.e. caravans residing temporarily on 'sites' without planning permission) is of limited accuracy, although it may indicate general trends. The study area and neighbouring local authorities keep more detailed records of unauthorised encampments. Table 3.4 shows the number of unauthorised encampments in the study area and neighbouring local authorities for the period 2013 to 2016. The total number of unauthorised encampments recorded by the study area local authorities steadily increased from 22 in 2013 to 54 in 2015, and then a very slight decline to 52 in 2016. Although the number of unauthorised encampments in each District has varied, on average, the largest numbers over the 4-year period occurred in both Babergh and Waveney, with an average of 9 per year, and the lowest in Suffolk Coastal at an average of 4 per year.

**Table 3.4: Unauthorised encampments (Suffolk) 2013-2016**

<b>Authority</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>Avg.</b>
Babergh	4	6	12	12	9
Ipswich	7	5	6	14	8
Mid Suffolk	3	8	15	7	8
Suffolk Coastal	7	2	3	3	4
Waveney	1	11	8	16	9
<b>Total</b>	<b>22</b>	<b>47</b>	<b>54</b>	<b>52</b>	<b>38</b>

Source: Suffolk County Council 2016

## Travelling Showpeople

- 3.22 Data is also available in the study area from planning data showing provision for Travelling Showpeople. In total the study area contains 9 plots (7 in Mid Suffolk and 2 in Suffolk Coastal). The cultural practice of Travelling Showpeople is to live on a plot in a yard in static caravans or mobile homes, along with smaller caravans used for travelling or inhabited by other family members (for example, adolescent children). Their equipment (including rides, kiosks and stalls) is usually kept on the same plot.
- 3.23 It should consequently be borne in mind that the amount of land needed to live on is greater than for Gypsies and Travellers. For clarity, we refer to Travelling Showpeople 'plots' rather than 'pitches', and 'yards' rather than 'sites' to recognise the differences in design.

## Summary

- 3.24 There are two major sources of data on Gypsy and Traveller numbers in the study area – the national DCLG Traveller Caravan Count, and other local authority data. The DCLG count has significant difficulties with accuracy and reliability. As such, it should only be used to determine general trends.
- 3.25 There is some variation in the number of caravans in each study area local authority. No caravans were recorded in Suffolk Coastal in July 2016 due to no count being undertaken (although an average of 75 caravans located on unauthorised sites were recorded by the January 2015 and July 2015 Counts), and only 1 was recorded in Babergh. The July 2016 Count for Ipswich also shows 0 caravans despite there being a large socially rented site within the Borough. As such, the January 2016 figure of 51 caravans has been used. The July 2016 Count shows a total of 49 caravans in Waveney (around the average for all the Districts listed of 56 caravans), whilst 108 caravans were recorded in Mid Suffolk.
- 3.26 When population is taken into account the density of caravans varies widely. Babergh (1 caravan per 100,000 population) is very much below the England average of 39 caravans per 100,000 population. Ipswich (38) and Waveney (42) are around the England average. Suffolk Coastal (60 caravans per 100,000 population based on the January and July 2015 Counts), and Mid Suffolk (109), are around the regional average of 81 caravans per 100,000 population.

- 3.27 The data indicates a total current provision of 196 pitches, plots and moorings across the study area including 70 privately owned pitches, 62 local authority pitches, 39 boat moorings, 11 unauthorised pitches, 9 Travelling Showpeople plots, 3 potential pitches, and 2 pitches with temporary planning permission.
- 3.28 The number of caravans on unauthorised sites throughout the study area recorded by the DCLG Traveller caravan count has been relatively low albeit increasing steadily over recent years. The exception is Suffolk Coastal which recorded a high number of unauthorised caravans ranging from 69 in July 2014 and July 2015, to 86 in January 2016.
- 3.29 Interestingly, data on unauthorised encampments recorded by the study area local authorities shows that, on average, the largest number over the 4-year period 2013-2016 occurred in Babergh and Waveney, with an average of 9 per year, and the lowest in Suffolk Coastal at an average of 4 per year.

## 4. Stakeholder consultation and duty to cooperate

### Stakeholder consultation

#### Introduction

- 4.1 Consultations with a range of stakeholders were conducted between September 2016 and March 2017 to provide in-depth qualitative information about the accommodation needs of Gypsies, Travellers, Showpeople, and boat dwellers. The aim of the consultation was to obtain both an overall perspective on issues facing these groups, and an understanding of local issues that are specific to the study area.
- 4.2 In recognition that Gypsy and Traveller issues transcend geographical boundaries and the need to cooperate in addressing the needs of Gypsies and Travellers, a focus group session, and email and telephone consultation was undertaken with stakeholders and representatives from the study area and neighbouring local authorities. This included District and County Council officers with responsibility for Gypsy and Traveller issues (including planning officers, housing strategy officers, education, and enforcement officers), police, health services, and members of the Norfolk and Suffolk Gypsy, Roma and Traveller Forum. In addition, *RRR Consultancy* attended a meeting of the Norfolk and Suffolk Gypsy, Roma and Traveller Forum on 11th November 2016 to explain the study being undertaken and to obtain further feedback from attendees, some of whom were not present at the focus group session.
- 4.3 Themes raised through the consultations included: the need for additional provisions and facilities; travelling patterns; the availability of land; accessing services; and work taking place to meet the needs of Gypsies and Travellers. This chapter presents brief summaries of the focus group and highlights the main points that were raised. Where relevant, the points raised are considered further in relation to the analysis in Chapter 11.

#### Accommodation needs

- 4.4 Stakeholders spoke about the need for more pitches in local areas, the need for expansion of sites, and how families want to stay together. It was also suggested that sites should not be too large due to a risk of conflict. In relation to the ideal size of pitches it was suggested that there is no one agreed size and that whilst on one level this is right as different people have different needs, this can lead to confusion as to gauging the level of provision and need.
- 4.5 A key issue is the growth of family units which is leading to overcrowding and demand for more permanent sites. Stakeholders commented on how accommodation need and demand are different and it can be difficult to differentiate need from demand. Gypsies and

- Travellers have cultural and nomadic needs which influence the type of sites and accommodation provision required. It was discussed how the needs and demands of different groups (Gypsies and Travellers, Travelling Showpeople, boat dwellers, and those households not meeting the new definition) need to be assessed separately.
- 4.6 It was discussed how the complexity of the travelling community goes beyond ethnicity and travelling patterns. Stakeholders commented on how there are not only cultural differences between Romany Gypsy and Irish Travellers that need to be taken into account when considering accommodation need, but also differences between individual families.
- 4.7 Some stakeholders suggested that it is preferable to have separate provision for Romany Gypsies and Irish Travellers. However, it was acknowledged that this meant that the accommodation needs of some families may not be met if their ethnic identity differed from families already occupying a particular site. One stakeholder suggested that the solution was to ensure that there was sufficient accommodation provision for all Gypsy and Traveller families.
- 4.8 It was noted that although Gypsies and Travellers primarily prefer small family sites, it can be quicker and cheaper for local authorities to provide larger sites. However, it was suggested that larger sites can be more difficult to maintain and can lead to issues around community cohesion. Generally, it was thought that there tends to be less public opposition to the provision of new small sites compared with larger ones. Issues that can arise on larger sites include conflict between families, high turnover, and costs of repairs and maintenance. In the longer run, families moving away from a larger site due to conflict create need for accommodation elsewhere.
- 4.9 The large local authority adjoining sites in Ipswich which contain 42 pitches was cited as one where there have been management issues due to its size. Stakeholders suggested that the site is at least twice the size of a manageable site. It is occupied by families who do not always get on but remain due to a lack of authorised accommodation elsewhere. Since the consultations, there have been incidents on both sites. It was suggested that ideally, local authorities should assist in the provision of both privately owned and publically owned sites, and not build sites that are too big to manage or maintain.
- 4.10 Stakeholders commented on how over recent years there has been an increase in families moving from London to Suffolk and Norfolk. They commented on how this is due to families not able to afford to live in London and other areas due to the benefit cap. The money they receive does not cover the cost of rents in London, but does cover rental charges in Suffolk and Norfolk.
- 4.11 Stakeholders agreed that it can be very difficult to measure or estimate the number of Gypsy and Traveller families residing in bricks and mortar accommodation. They spoke about limited awareness of Gypsy and Traveller families in housing and acknowledged that

there are clear gaps in information. They spoke of how families living in bricks and mortar accommodation were likely to constitute 'hidden' demand or need.

- 4.12 It was acknowledged that whilst some families adapted well to living in bricks and mortar accommodation some struggled. In particular, it was suggested that families with children attending school may resort to hiding their identity in order to avoid bullying and harassment. It was noted that Gypsy and Traveller children living in bricks and mortar accommodation were more likely to attend secondary school compared to those living on sites.
- 4.13 Similarly, it was suggested that Gypsy and Traveller families living in bricks and mortar accommodation may not identify themselves as such in order to avoid discrimination when trying to gain employment. However, it was noted that even when living in bricks and mortar accommodation travelling was important for families. One stakeholder spoke about how some Gypsies and Travellers would prefer to live on site but reside in bricks and mortar accommodation to avoid social stigma and to improve the health and education opportunities of children.

#### **Transit provision and travelling patterns**

- 4.14 The need for the provision of new transit sites was discussed. It was felt that a lack of transit provision can lead to unauthorised encampments. Stakeholders noted that local authorities across Suffolk are currently in the process of assessing locations for transit provision. Transit sites were not regarded as necessary for Travelling Showpeople as they tend to stop on the land where they are providing their event and then either move onto their next event or go back to their own accommodation (yard).
- 4.15 Stakeholders discussed travelling patterns. It was noted that travelling is an integral aspect of the Gypsy and Traveller community, and that families will travel irrespective of whether they live by the roadside, on sites, or in bricks and mortar accommodation. The main reasons for travelling were deemed: to be close to friends and family, for employment reasons, for holidays, and for cultural reasons i.e. to reinforce cultural identity.
- 4.16 It was agreed that it can be difficult to determine travelling routes although there was acknowledgment that these transcend local authority boundaries. Stakeholders noted that some unauthorised encampments consist of families travelling through the area to visit family and friends. However, moving families on from unauthorised encampments usually leads to them setting up another unauthorised encampment from which they are, again, likely to be moved on.
- 4.17 Stakeholders felt that the change in definition through the introduction of revised Planning Policy for Travellers Sites in August 2015 (see paragraph 2.3) has led to an increase in unauthorised encampments. Some stakeholders considered that Gypsies and Travellers have begun to travel more in order to 'prove' their status in terms of the new definition.

- 4.18 Other stakeholders were concerned that the new definition may, on the surface, reduce the 'need' for provision of accommodation for Gypsies and Travellers, depending upon how assessments are undertaken. Stakeholders commented on the need for there to be some level of consistency and agreement between neighbouring authorities as to how they interpret the new definition. For example, the accommodation needs assessments undertaken by some local authorities only acknowledge Gypsies and Travellers who travel for work, whilst others accept that families are Gypsies and Travellers whether they travel for work or not.
- 4.19 Stakeholders commented on how being a Gypsy and Traveller is being part of a cultural identity and not simply about travelling. This identity influences how they live, interact, their relationships, and how they communicate with one another. Its importance led Gypsies and Travellers to campaign for their ethnic identity to be protected as a human right. According to one stakeholder, it is the human right of Gypsies and Travellers to have accommodation needs assessed based on ethnic identity and not simply the extent to which they travel for work.
- 4.20 Stakeholders stated that whilst there is a general objection to unauthorised encampments there is also usually opposition to new transit sites. Stakeholders highlighted the need for new transit and emergency provision. It was suggested that such places could be similar to truck stops. This would enable local authorities and the police to direct Gypsy and Traveller families to the new transit sites which would help reduce unauthorised encampments.
- 4.21 Stakeholders commented on the work that the councils and other agencies have already done in relation to identifying and developing 3 potential transit sites, and how this group should continue with the work and develop the required sites. They acknowledged that increased transit provision leads to fewer unauthorised encampments and the associated negative publicity. According to one stakeholder: "we have ended up shifting the issues around the county by moving them on because there is no transit provision in Suffolk. Not to mention the costs involved each time there is an encampment in terms of council time and money".
- 4.22 Stakeholders commented on how boat yards and different parts of the waterways have facilities available to people travelling along them. They were not aware of any outstanding need for transit provision, but did comment on a possible need for more residential moorings. They commented on how some of the existing provision is overcrowded, and that more authorised moorings are needed. Some stakeholders suggested that boat yards are the best way to address any outstanding need, as they will be able to offer the necessary amenities and facilities.

### **Barriers to provision**

- 4.23 Preconceptions about Gypsies and Travellers were seen to influence attitudes towards the provision of new sites. There was a range of comments regarding relationships between different community groups. The relationship between Travellers and the settled community

was described as “more often than not, very fragile and delicate”. It was suggested that the Traveller and settled communities need to learn more about one another.

- 4.24 There is perceived to be a lack of understanding by local communities of the Gypsy and Traveller, Travelling Showpeople and boat dweller communities when applying for accommodation provision. Stakeholders reported that there is often pressure for Gypsies and Travellers to occupy an existing site with spaces, however this is often not appropriate due to families not wishing to live with other families due to cultural differences or families preferring to reside only with family members. Stakeholders stated that this was less the case in relation to Travelling Showpeople and boat dwellers.
- 4.25 The media, both nationally and locally, was regarded as playing a negative role in determining attitudes towards Gypsies and Travellers. It was acknowledged that a minority of Gypsy and Traveller families residing on unauthorised encampments who leave a mess do impact negatively on public images of the community. It was stated that articles about such events in the press can also reinforce community tensions. In contrast, more positive stories relating to the Gypsy and Traveller community were considered to be rarely published by local papers. Stakeholders stated that it takes time to build trust with the Gypsy and Traveller community: “in order to break down the barriers, there is a need for greater awareness, and positive awareness about one another. Positive press is needed and the local authorities should help with this”.
- 4.26 According to stakeholders the relationship between the settled community and Travelling Showpeople tends not to be an issue. They commented that: “Showpeople are regarded very different as they are seen as providing a service to the public and welcomed into areas,”. Similarly, it was suggested that Showpeople are well integrated and they see themselves as a business.
- 4.27 Stakeholders commented on how, like Travelling Showpeople, the relationship between the settled community and boat dwellers does not appear to be an issue. They commented on how people are often interested in living on boats, and that “the housed community often dream of living on a boat”. As one stakeholder explained, there is not really an issue between two communities as boat dwellers primarily derive from the settled community.
- 4.28 There was discussion in relation to a lack of clarity regarding addressing the accommodation needs of people residing on house boats. Stakeholders commented on what constitutes a house boat has been left open to interpretation. Some authorities adopt the VAT definition of a house boat (i.e. a boat without means of propulsion), whilst other authorities adopt the Broads Authority definition which focuses on residential boat dwellers irrespective of the boat’s ability to move (see Chapter 1).

- 4.29 It was felt that the Broads Authority definition which includes vessels capable of navigation should be adopted as there are clearly both movable and non-moveable boats being used by boat dwellers as permanent accommodation across Suffolk<sup>31</sup>. For example, some ‘boats’ on the Broads are primarily traditional houseboats which, according to one stakeholder, look like a caravan on water, whilst there are residents residing permanently on different types of boats in Suffolk Coastal and Waveney.

### **Cooperation and communication**

- 4.30 Stakeholders spoke of how they are currently working towards improving the partnership working between Council departments and other agencies which deal with Gypsy and Traveller issues, which continues to be a work in progress. They commented on how “there needs to be better information sharing”. One stakeholder commented on how through their link with other liaison and enforcement officers in other authorities nationally, they can liaise with them when assessing and monitoring the local waiting lists. Also, all waiting lists include data such as names, contact details and current and past locations of the applicant – all of which can be monitored and compared. The stakeholder also commented on how the regional officers are in the process of developing a regional universal register.
- 4.31 All study area authorities and neighbouring local authorities are continuing to work towards liaising more closely to coordinate responses to the needs of Gypsy and Traveller families. Attendees at the Focus Group commented on the important role that the Norfolk and Suffolk Gypsy, Roma and Traveller Forum plays in bringing the key services across Suffolk and Norfolk together. The aim and objective of the Forum is to develop and deliver a coordinated response to Gypsies and Travellers and the settled communities across Norfolk and Suffolk. It brings together the key stakeholders across the two counties, including all of the local authorities and other agencies working with Gypsies and Travellers.
- 4.32 Stakeholders at the focus group spoke about how through the Forum, local authorities and other key stakeholders from all the authorities across Suffolk and Norfolk have, over time, developed a good cross border working relationship. One stated that without it local authorities would primarily only work with those authorities who share borders or with authorities within the same county. Some commented on how there is still a need for greater liaison and sharing of information between members. Outside of the Forum cooperation tends to be on an informal basis. Others commented on the need for better working between departments and agencies within local authorities, particularly in relation to information sharing.

---

<sup>31</sup> Please note that this assessment uses both the VAT and Broads definition to determine which vessels should be included in the assessment.

- 4.33 The Norfolk and Suffolk Gypsy Roma and Traveller Service (including the Gypsy and Traveller liaison officer) serves both Norfolk and Suffolk. It coordinates and liaises with officers across all the authorities in the two counties and with liaison and enforcement officers in neighbouring authorities. Cross border working is further enhanced through membership of the National Association of Gypsy and Traveller Officers (NAGTO). This provides a more effective and beneficial coordinated and collaborative approach, particularly in relation to the regional dimension to cross-border working on Gypsy and Traveller issues.
- 4.34 In relation to boat dwellers, the waterways, and also the Broads Authority area, overlap with some Council boundaries. Some commented that it was important that this does not lead to some areas of an authority being overlooked. This is further exacerbated by differences in interpretations of policies and Acts between different local authorities. It was considered that policies have been worded in a way that is often left open for differences in interpretation.
- 4.35 For example, the recent inclusion of boat dwellers in the assessment of need in the 2016 Housing and Planning Act has not clearly stated who and which type of boat is to be included. Some have based their understanding on the VAT definition which focuses on traditional houseboats, while others, including the Broads Authority, have adopted a more inclusive approach, which focuses on permanent boat dwellers irrespective of the type of boat. This has the potential to lead to different approaches in terms of how people liaise, communicate, or address needs.
- 4.36 Some authorities commented on work ongoing across Suffolk to jointly identify potential transit sites to meet the needs for three sites across Suffolk as identified in the 2013 GTAA. It was commented on how families often travel within and between authorities. Enforcement officers and the police commented on how they can evict a family or group from one location, and then are asked by the same or a neighbouring another authority to move the same family or group.

## Summary

- 4.37 The focus group and interviews with key stakeholders offered important insights into the main issues within the study area. It was generally acknowledged that there is a lack of accommodation provision throughout the study area. Much of the accommodation need is due to growing families on existing pitches leading to overcrowding. Stakeholders recognised that cultural identity and lifestyles of different groups such as Gypsies, Travellers, Travelling Showpeople and boat dwellers may impact on the type of accommodation required.
- 4.38 However, larger sites can be more difficult to maintain and can lead to issues around community cohesion. Issues that can arise on larger sites include conflict between families, high turnover of families, and costs of repairs and maintenance. Families moving off a larger site due to conflict creates a need for accommodation elsewhere.

- 4.39 Stakeholders felt that the change in definition has led to more unauthorised encampments. Despite the need for new permanent and transit sites there are a range of barriers to new provision including a lack of suitable land. In response, there needs to be a better understanding between Gypsy and Traveller, and settled, communities. Stakeholders are currently working towards improving partnership working between different departments and organisations although there needs to be better information sharing.

## 5. Gypsies and Travellers living on sites

### Introduction

5.1 This chapter provides a snapshot of the supply of existing pitches and an analysis of need for current and future pitches across the study area. In doing so, it examines the key findings derived from the consultation with Gypsy and Traveller families. It is based on a survey of 100 households<sup>32</sup> living on sites in the study area:

- 87 out of potential 102 authorised pitches with full planning permission
- 2 out of potential 2 authorised pitches with temporary permission
- 8 out of potential 11 pitches recognised as unauthorised developments
- 3 unauthorised encampments

5.2 The surveys were undertaken between November 2016 and January 2017. This provided the consultants with good access to households living on pitches in the area, as families are less likely to be travelling at this time of year. This includes those on authorised pitches and unauthorised encampments and developments. Those on unauthorised encampments at this time of year are most likely in the area due to having need rather than travelling to or visiting the area.

5.3 After identifying the number and location of existing pitches, each pitch was visited. Households were consulted on key issues regarding their needs (see Appendix 2 for the survey questions). The combination of site visits and the surveys helped to clarify the status of pitches, which pitches are occupied or not occupied by Gypsies and Travellers, which pitches are vacant or occupied, overcrowded pitches, pitches occupied by household members with a need for separate accommodation (current and future need), and other needs issues.

5.4 Weighting was applied to the survey in order to ensure that it represented the whole population. This was calculated by comparing the number of occupied authorised pitches to the number of completed surveys. For example, there are 39 occupied, authorised permanent pitches in Ipswich. 34 of the 39 pitches were represented in the consultation, representing 87.2% of the population. Weighting is applied using the following formula:

- 39 Occupied authorised permanent pitches in Ipswich  
Divided by:
- 34 surveys undertaken with families residing on authorised permanent pitches =  
weighting of 1.147

---

<sup>32</sup> The definition of 'household' is used flexibly. The survey assumes that a pitch is occupied by a single household although it acknowledges that this may also include e.g. extended family members or hidden households.

- 5.5 The weighting is only applied to authorised pitches and was applied to each local authority area as shown in Table 5.1 below:

Table 5.1 Sample weighting				
	Pitches	Sample	%	Weight
Babergh	1	0	0.0%	1.000
Ipswich	39	34	87.2%	1.147
Mid Suffolk	38	32	84.2%	1.188
Suffolk Coastal	0	0	0.0%	1.000
Waveney	24	21	87.5%	1.143

### Population Characteristics

- 5.6 The survey recorded 368 Gypsies and Travellers living on authorised and unauthorised developments and encampments. Interestingly, this compares with figures derived from the 2011 Census which suggests there are 418 Gypsies and Travellers living in the study area<sup>33</sup>. However, whilst the Census figures are likely to reflect a larger proportion of Gypsies and Travellers living in bricks and mortar accommodation, they perhaps may not record all those living on sites. The average size of families living on the survey sites is 3.1 people compared to a 2011 UK average of 2.4 people.
- 5.7 There was a fairly even distribution of respondent household sizes with a fifth (20%) of households containing 5 or more people. In contrast, over half (53%) of surveyed households contained only 1 or 2 people. The households represented by the survey contained high proportions of younger people with almost two fifths (38%) of all respondent household members aged 19 or under. This compares with Census 2011 findings which suggests that around a quarter (24%) of the population of England is aged 19 or under. Around a sixth (15%) of respondent household members were aged 61 years or over. In terms of the gender composition of household members, there are equal proportions of females (50%) and males (50%). Importantly, over nine tenths (89%) of respondents described themselves as Romany Gypsies, with few (8%) describing themselves as New Travellers, and a very small proportion (3%) describing themselves as Irish Travellers.

<sup>33</sup> See ONS 2011 Census Table KS201EW Ethnic Group located at: <http://www.ons.gov.uk/>

Table 5.2 Number of people in household		
	Number	Percentage
1 person	22	18%
2 people	43	35%
3 people	10	8%
4 people	20	17%
5 people	9	8%
6 people	5	4%
7 people	5	4%
8 people	5	4%
Total	119	100%

Source: ANA 2017

Table 5.3 Age of household members		
	Number	Percentage
0-10 years	110	30%
11-14 years	16	4%
15-19 years	16	4%
20-40 years	98	27%
41-60 years	72	20%
61-70 years	40	11%
71+ years	16	4%
Total	368	100%

Source: ANA 2017

Table 5.4 Gender of household members		
	Number	Percentage
Male	184	50%
Female	184	50%
Total	368	100%

Source: ANA 2017

Table 5.5 Ethnic identity of survey respondents		
	Number	Percentage
Romany Gypsy	106	89%
New Traveller	10	8%
Irish Traveller	3	3%
Total	119	100%

Source: ANA 2017

## Residency characteristics

5.8 Respondents were asked the tenure of their current pitch. Just under half (47%) of respondents are renting from the local authority (sites in Ipswich and Waveney), whilst a

third (33%) own the pitch they currently occupy (sites in Babergh, Mid Suffolk, and Waveney). Fewer respondents were renting privately (8%), residing on an unauthorised development (9%) (primarily in Suffolk Coastal), or residing on an unauthorised encampment (3%). Almost all (97%) of respondents were currently residing in their main home, whilst the remaining 3% were residing on unauthorised encampments as they do not have a main home.

- 5.9 Reflecting longevity of tenure, over four fifths of respondents (82%) had lived on site for more than 5 years. However, 3 respondents (2%) had lived on site for less than one month although these were all located on unauthorised encampments. Two respondents (2%) had lived on site for between 4-6 months, 2 (2%) for between 7-12 months, 5 (4%) for between 1-2 years, and 10 (18%) for between 3-5 years.
- 5.10 The commitment of families to remaining on existing sites is reflected in the fact that four fifths (81%) stated that they did not intend to move in the future. Only 1 respondent (1%) intended to stay for 4-6 months, 1 (1%) for 7-12 months, and 1 (1%) for 1-2 years. However, around a sixth (16%) of respondents stated that they did not know when they intended to move.
- 5.11 Almost a fifth of respondent households (21%) had previously lived in a house or flat. However, there were differences between ethnic groups with all New Travellers having previously lived in a house or flat, compared with nearly a sixth (15%) of English Romany Gypsies, and no Irish Travellers. The main reasons for living in a house or flat were 'to live with family' (64%), 'to try it' (32%), or 'for the children' (5%). Nearly three quarters (73%) of respondent households who had previously lived in a house or flat moved onto a site because they could not settle. Importantly, very few (6%) respondent households stated they would consider living in a house or flat. However, around a fifth (21%) of respondent households who had previously lived in a house or flat stated they would consider doing so again.

	Number	Percentage
Rent from the council	56	47%
Own pitch	39	33%
Private rent	10	8%
Unauthorised development	11	9%
Unauthorised encampment	3	3%
Total	119	100%

Source: ANA 2017

Table 5.7 Main home		
	Number	Percentage
Yes	116	97%
No	3	3%
Total	119	100%

Source: ANA 2017

Table 5.8 Length of residency		
	Number	Percentage
Less than 1 month	3	2%
1-3 months	0	0%
4-6 months	2	2%
7-12 months	2	2%
1-2 years	4	4%
3-5 years	10	8%
More than 5 years	98	82%
Total	119	100%

Source: ANA 2017

Table 5.9 Intention to move		
	Number	Percentage
1-3 months	0	0%
4-6 months	1	1%
7-12 months	1	1%
1-2 years	1	1%
3-5 years	0	0%
More than 5 years	1	1%
Not intend to move	96	81%
Don't know	19	16%
Total	119	100%

Table 5.10 Ever lived in a house or flat		
	Number	Percentage
Yes	25	21%
No	94	79%
Total	119	100%

Source: ANA 2017

Table 5.11 Why lived in a house or flat

	Number	Percentage
To live with family	17	68%
To try it	7	28%
For the children	1	4%
Total	25	100%

Source: ANA 2017

Table 5.12 Reason moved out of house or flat

	Number	Percentage
Could not settle	18	72%
Not good	4	16%
Not right time	2	8%
Racism	1	4%
Total	25	100%

Source: ANA 2017

Table 5.13 Would live in a house or flat

	Number	Percentage
Yes	7	6%
No	101	85%
Don't know	11	9%
Total	119	100%

Source: ANA 2017

### Site characteristics

- 5.12 Satisfaction rates with sites varied. Over half (54%) of all respondents stated that they were satisfied with sites compared to two fifths (40%) who were neither satisfied nor dissatisfied, whilst 3 respondents (3%) were dissatisfied (3 respondents were residing on unauthorised encampments). However, there were differences between families residing on different types of sites with only around a sixth (15%) of those residing on local authority sites being satisfied compared with all families residing on private rented sites or those who own their site. Again, satisfaction with site location varied with just over a quarter (30%) of households residing on local authority sites stating the site location was 'very good or 'good' (primarily in Waveney), compared with all households residing on private rented sites or those who own their site.
- 5.13 Over four fifths (70%) of households stated that they felt safe residing on the site compared to just over a tenth (22%) who felt unsafe, and a few (8%) who did not know. However, whilst all households residing on private rented sites and those who own their site stated that they felt safe, a quarter (25%) of households residing on local authority sites (primarily on sites in Ipswich) stated they did not feel safe. This is primarily due to the poor condition

of the local authority sites, the large size of some sites, and conflict between some households residing on the sites. However, it is important to note that the local authorities containing the local authority sites (Waveney and Ipswich) are improving the sites. Improvements include new lighting and security cameras. Also, the Council are undertaking repairs to pitches and utility blocks on the Ipswich local authority sites. This will address some of the issues which cause residents to feel unsafe

- 5.14 Almost half of all respondents (49%) said that they had space and it was safe for children to play on the site, but 38% said that children could play safely, but only on their pitch. Again, there were differences in relation to tenure with almost a quarter (23%) of households residing on local authority sites stating that there is no space on site for children to play safely compared with no households residing on private rented sites or those who own their site.
- 5.15 Almost two thirds (61%) of respondents have their own amenity block whilst about a quarter (24%) access amenities located in a static caravan. Smaller proportions of households access amenities in a shed or outbuilding (9%), in a shared block (3%), or have no amenities (3%) (the latter being those households residing on unauthorised encampments). Just under half (47%) of respondents are satisfied with amenities. However, around a sixth (16%) of respondents stated that they were neither satisfied nor dissatisfied, and a third (34%) dissatisfied. Those who were satisfied were mainly residing on private sites, while those on local authority sites (in both Ipswich and Waveney) expressed some level of dissatisfaction and / or feeling neither satisfied nor dissatisfied with their utility provisions. This was primarily due to the utility blocks being regarded by the households as being in poor condition, too small, lacking facilities and outdated.
- 5.16 In terms of spatial provision, almost all (97%) households stated that they had space for a large trailer, a touring caravan, drying space for clothes, a lockage shed, or space for keeping animals. The exceptions were over two fifths (41%) stating that they did not have sufficient parking spaces and a third (34%) stating that they did not have space for work equipment. Households stated that they had need for new facilities on site such as better utility blocks (34%) and improved site (34%) including lighting and more space. Over four fifths (82%) of households stated that their pitch is marked by a fence, hedge or wall, whilst very few (2%) stated it has markings on the ground. Over one tenth (13%) stated that their pitch is not marked. Finally, households were asked if the cost of the pitch they currently occupy is an issue. Only around a tenth (11%) of households who pay rent for their pitch stated that cost is an issue. In contrast, over four fifths (82%) of households who rent stated that cost it is not an issue. Many of the households paying rent are in receipt of benefits and receive help to pay rents.

Table 5.14 Satisfaction with site

	Number	Percentage
Satisfied	65	54%
Neither satisfied or dissatisfied	48	40%
Dissatisfied	3	3%
N/A	3	3%
Total	119	100%

Source: ANA 2017

Table 5.15 Rating of site location

	Number	Percentage
Good	73	61%
Neither good nor bad	42	35%
Bad	4	4%
Total	119	100%

Source: ANA 2017

Table 5.16 Feel safe living on site

	Number	Percentage
Yes	83	70%
No	26	22%
Don't know	10	8%
Total	119	100%

Source: ANA 2017

Table 5.17 Space for children to play safely

	Number	Percentage
Yes, on site	58	49%
Yes, only on pitch	45	38%
No	16	13%
Total	119	100%

Source: ANA 2017

Table 5.18 Where are amenities located

	Number	Percentage
Own amenity block	72	61%
Static caravan	28	24%
Shed/outbuilding	13	9%
Shared block	3	3%
No amenities	3	3%
Total	119	100%

Source: ANA 2017

Table 5.19 Satisfaction with amenities		
	Number	Percentage
Satisfied	57	47%
Neither satisfied or dissatisfied	19	16%
Dissatisfied	40	34%
N/A	3	3%
Total	119	100%

Source: ANA 2017

Table 5.20 Spatial provision		
	Number	Percentage
A large trailer	116	97%
A touring caravan	116	97%
Drying space for clothes	116	97%
Lockage shed	116	97%
For keeping animals	116	97%
Parking spaces	72	59%
Work equipment	79	66%

Source: ANA 2017

Table 5.21 Need for facilities		
	Number	Percentage
Better utility block	40	34%
Improved site	40	34%
Planning permission	2	2%
Utility block	8	7%
Total	90	15%

Source: ANA 2017

Table 5.22 Pitch have clear boundary		
	Number	Percentage
Yes, it has a fence, hedge or wall	98	82%
No, the pitch boundary is not marked	16	13%
Yes, it has markings on the ground	2	2%
N/A	3	3%
Total	119	100%

Source: ANA 2017

Table 5.23 Cost of pitch an issue

	Number	Percentage
No	54	82%
Yes	7	11%
Don't know	5	8%
Total	66	100%

Source: ANA 2017

## Services and health

- 5.17 The preferred methods of gaining information about services was through 'word of mouth' (60%), visiting the site (22%), and the internet (22%) with few stating a newsletter (3%) or a Gypsy and Traveller liaison group (3%). Almost all (95%) families felt that they had experienced some form of discrimination due to their cultural identity. Some stated that it was 'part of life for us'. However, few households stating that they had experienced discrimination reported it to the relevant authorities. The main reasons for not reporting it included wanting to ignore it, or believing that reporting incidences to authorities would be ineffective.
- 5.18 Households also commented on how they perceived that employers may discriminate against them once they are aware they reside on a Gypsy or Traveller site. Also, they felt that harassment and discrimination sometimes appears to increase after families apply for planning permission for new sites. They also commented on how the best way to address this is for better relationships between Gypsies and Travellers and the settled community. Some families reported that such relationships are already improving in local areas.
- 5.19 In relation to accessing health services all families were registered with a local doctor. Health issues reported by households included mental illness (22%), long-term illness (22%), physical disability (14%), problems due to old age (13%), asthma (9%), sensory impairment (3%) and learning disability (3%). Compared with the settled community, the health status of Gypsies and Travellers tends to be poorer than the general population<sup>34</sup>. None of the families stated that health treatments had been disrupted due to being moved on or evicted. This is because they have found ways to access services whilst on the road so that their health would not adversely be affected (including using drop in centres and getting back to their own doctors as and when necessary).

<sup>34</sup> Cemlyn, Sarah, Greenfields, Margaret, Burnett, Sally, Matthews, Zoe and Whitwell, Chris (2009) *Inequalities Experienced by Gypsy and Traveller Communities: A Review*, Equality and Human Rights Commission, London.

Table 5.24 Information about services		
	Number	Percentage
Word of mouth	103	60%
Visit	41	22%
Internet	41	22%
Newsletter	8	3%
G/T Liaison Group / Warden	6	3%
Total	172	100%

Source: ANA 2017

Table 5.25 Registered with a GP		
	Number	Percentage
Yes	119	100%
No	0	0%
Total	119	100%

Source: ANA 2017

Table 5.26 Discrimination		
	Number	Percentage
Yes	113	95%
No	6	5%
Total	119	100%

Source: ANA 2017

Table 5.27 Health issues		
	Number	Percentage
Mental illness	27	22%
Long-term illness	26	22%
Physical disability	17	14%
Problems due to old age	16	13%
Asthma	12	9%
Sensory impairment	5	3%
Learning disability	4	3%

Source: ANA 2017

Table 5.28 Treatment been disrupted		
	Number	Percentage
Yes	0	0%
No	119	100%
Total	119	100%

Source: ANA 2017

## Education and employment

- 5.20 The survey asked how many households include school age children and whether children attended school and/or were home tutored. There were 39 families containing school age children. In over two thirds (67%) of families with school age children, all children attend school. In just under a third (30%) of families with school age children, some children attend school. Similarly, in just under a third (30%) of families with school age children, some children receive home tutoring. In two (3%) families all school age children are home tutored.
- 5.21 Some respondents commented on how it was important for children and grandchildren to receive an education as they did not have the same opportunity. Some families with pre-school children recognised the importance of education and planned to send children to nursery once old enough.
- 5.22 Respondents commented on how traditional employment opportunities for Gypsies and Travellers are less available. This is why education is becoming more important. Although Gypsy and Traveller children do not traditionally do so, more families are ensuring that children gain qualifications either by attending secondary school or college or undertaking home tutoring. Some families spoke of how well their children were doing in terms of education either by attending school or college or undertaking home tutoring.
- 5.23 The employment status of respondents varied although over two fifths (43%) described themselves as self-employed (including scrap metal work, landscaping, builders, joiners, etc). Unemployment was high amongst respondent households with over a sixth of respondents (17%) being unemployed. Smaller proportions of respondents described themselves as housewives (13%), retired (13%), employed part-time (7%), or employed full-time (6%). One person (1%) described themselves as a full-time carer of an older relative. The employment status of respondent partners also varied with over two fifths (44%) described as housewives, self-employed (32%), retired (15%), employed full-time (5%), employed part-time (3%), or unemployed (2%).

	Number	Percentage
Yes	39	27%
No	80	73%
Total	119	100%

Source: ANA 2017

Table 5.30 Attend school		
	Number	Percentage
Yes, all	24	67%
Yes, some	13	30%
No	2	3%
Total	39	100%

Source: ANA 2017

Table 5.31 Receive home tutoring		
	Number	Percentage
Yes, all	2	3%
Yes, some	13	30%
No	24	67%
Total	39	100%

Source: ANA 2017

Table 5.32 Employment status		
	Number	Percentage
Self-employed	52	43%
Unemployed	20	17%
Housewife	15	13%
Retired	16	13%
Employed part-time	8	7%
Employed full-time	7	6%
Carer	1	1%
Total	119	100%

Source: ANA 2017

Table 5.33 Partner's employment status		
	Number	Percentage
Housewife	27	44%
Self-employed	21	32%
Retired	9	15%
Employed full-time	3	5%
Employed part-time	2	3%
Unemployed	1	2%
Total	63	100%

Source: ANA 2017

## Travelling

5.24 Nine tenths (90%) of households stated that they had travelled during the last 12 months in a caravan or trailer. In terms of main travelling routes, respondent households were likely to

state 'anywhere' or 'all over' rather than state specific routes. Households were most likely to travel during the summer (94%) compared with spring (50%), autumn (31%), and winter (13%). The main reasons for travelling included for cultural reasons (94%), to holiday (57%), for work (56%), to visit family or friends (58%), or to attend events (56%). Almost all (97%) get to keep their main pitch when they travel (the exception being the families residing on unauthorised encampments). Only a small proportion (3%) of households had been moved on from any location in the past year.

- 5.25 The survey asked whether the families intend to stop travelling in the future. Four fifths (80%) stated that they did not intend to stop travelling; a tenth (10%) stated that they did not know, and another tenth (10%) had already ceased travelling. The main reasons for stopping travelling included due to health or support needs (91%) and for educational reasons (9%). 10 of the 11 households had permanently stopped travelling whilst 1 had temporarily stopped for their children's education. In accordance with the revised DCLG definition (August 2015), for planning purposes the accommodation needs of families who have permanently ceased travelling cannot be considered as part of an assessment of need for Gypsy and Traveller pitches. Families who have permanently stopped travelling have done so due to health and support issues. One survey respondent is in the process of moving into housing due to health concerns and being unable to cope on the site. As none of the respondents and families who have permanently stopped travelling are requiring alternative accommodation or have any hidden or future need, their status does not impact on the needs calculations.
- 5.26 When asked about travelling routes, households were likely to state 'varies'. They commented on how it depends upon where they are going and the reason for their journey. Families also spoke about how they sometimes made arrangements to stay with family and friends living on sites in other areas. However, even if allowed, sites tend to limit both the number and length of time caravans can temporarily stay. Also, a lack of transit accommodation across the study area means that they sometimes have to use unauthorised roadside encampments when visiting events or travelling long distances.

Table 5.34 Travelled in last 12 months in caravan or trailer		
	Number	Percentage
Yes	108	91%
No	11	9%
Total	119	100%

Source: ANA 2017

Table 5.35 When travelled during last 12 months		
	Number	Percentage
Summer	105	94%
Spring	57	50%
Autumn	34	31%
Winter	14	13%

Source: ANA 2017

Table 5.36 Reasons for travelling		
	Number	Percentage
Cultural reasons	105	94%
Holidays	65	57%
Work	65	56%
Visit family/friends	63	57%
Events	63	56%

Source: ANA 2017

Table 5.37 When travel get to keep main pitch		
	Number	Percentage
Yes	116	97%
No	0	0%
N/A	3	3%
Total	119	100%

Source: ANA 2017

Table 5.38 Been moved on from any location in past year		
	Number	Percentage
Yes	3	3%
No	116	97%
Total	119	100%

Source: ANA 2017

Table 5.39 Will ever stop travelling		
	Number	Percentage
No	96	80%
Don't know	12	10%
Already stopped	11	10%
Total	119	100%

Source: ANA 2017

Table 5.40 Main reasons for stopping travelling

	Number	Percentage
Health/support needs	10	91%
Education/access to schools	1	9%
Total	11	100%

Source: ANA 2017

### Accommodation Provision

- 5.27 The commitment of families to remaining on existing sites is reflected in the fact that most families have lived on respective sites for more than 5 years and do not intend to move in the future. Almost all families regarded their current accommodation as their main home.
- 5.28 Suffolk Coastal has long-term unauthorised developments currently consisting of 10 New Traveller families, on two different sites. There are people residing in caravans on other sites and unauthorised developments within the area. However, they do not meet the definition of Gypsy or Traveller so are not included within this assessment. Ipswich and Waveney each have a local authority site. Following recent incidents at the Ipswich sites, the number of occupied pitches has reduced from 37 in November 2016 to 25 in February 2017. The site is in the process of being redeveloped and pitches are being refurbished including improvements to utility blocks and the instillation of street lighting.
- 5.29 The local authority site in Waveney is managed by a private company. There are also private sites in Waveney. All the sites in Mid Suffolk and Babergh are privately owned and some are rented by the occupants. The 3 families residing on unauthorised encampments during the survey have travelled around different parts of the study area and are on a waiting list for a proposed site in Waveney which is seeking permanent planning permission. Some pitches in Waveney and Mid Suffolk are not occupied by Gypsies or Travellers and it is not clear if they would be available for occupation by Gypsies and Travellers in the future. There is also a site in Mid Suffolk that is understood to have been recently been sold and most of the pitches are vacant (see appendix 1 for need and supply implications).

### Current accommodation supply

- 5.30 Perhaps unsurprisingly, over three quarters (77%) of households stated that there is need for more Gypsy and Traveller pitches in the local area, ideally small private family sites. Households stated that larger sites lead to conflicts and are harder to manage and maintain. They commented on how small family sites mean that they not only know who is on the site, but that they are related to the other occupants. They also spoke of how, within planning restraints, families are able to set out small family sites how they want and maintain them and not rely on others to get repairs or changes made.

- 5.31 Four fifths (80%) of households stated that there is insufficient transit provision in the local area. Some respondents stated it would be helpful if there were somewhere visiting families could stay. Over two fifths (46%) of households stated that they had contained someone who had moved away due to lack of pitches. Few family members moved within the local authority area (10%) compared with a neighbouring local authority area (21%) or elsewhere (69%). In over half (56%) of instances the respondents stated that the family member would move back if pitches were available.
- 5.32 Households were asked if they would like to develop a site. Over two fifths (42%) stated that they would like to develop a site. However, of those households who stated they would like to develop a site, few (5%) stated that they are financially able to do so. Over a fifth (22%) stated that there is sufficient space for their current site to accommodate more pitches of varying sizes.

Table 5.41 Need for more permanent sites in the area		
	Number	Percentage
Yes	92	77%
No	21	18%
Don't know	6	5%
Total	119	100%

Source: ANA 2017

Table 5.42 Need for transit spaces for in the area		
	Number	Percentage
Yes	95	80%
No	8	7%
Don't know	16	13%
Total	119	100%

Source: ANA 2017

Table 5.43 Family moved out of area due to lack of pitches		
	Number	Percentage
Yes	55	46%
No	15	13%
Don't know	49	41%
Total	119	100%

Source: ANA 2017

Table 5.44 Where did they move

	Number	Percentage
Within the local authority area	6	10%
To a neighbouring local authority area	12	21%
Elsewhere	37	69%
Total	55	100%

Source: ANA 2017

Table 5.45 Would they move back

	Number	Percentage
Yes	31	56%
No	0	0%
Don't know	24	44%
Total	55	100%

Source: ANA 2017

Table 5.46 Would you like to develop a site

	Number	Percentage
Yes	50	42%
No	43	36%
Don't know	26	22%
Total	119	100%

Source: ANA 2017

Table 5.47 Are you able to buy/develop a site

	Number	Percentage
Yes	6	5%
No	17	15%
Don't know	27	22%
Total	50	42%

Source: ANA 2017

Table 5.48 Could current site be expanded

	Number	Percentage
Yes	26	22%
No	79	67%
Don't know	14	11%
Total	119	100%

Source: ANA 2017

## Accommodation need

- 5.33 According to survey responses 21 (18%) households need to move to a different home within the next 5 years. Respondents cited a wide range of reasons as to why they need to move including the existing site being sold (21%), because they are currently living on the roadside (14%), because there is not enough space on the current site (10%), because they want to live somewhere safe (10%), due to poor site conditions (10%), wanting to move into a house (10%), and because they are 'not happy' residing on the current site (10%). Two households on a local authority site are in the process of developing a site in a neighbouring authority, and one has applied for planning permission which was undergoing appeal at the time of the survey. One of the sites in Mid Suffolk has recently been sold and the previous owners and some other residents were on the site at the time of the survey, but were not sure how long they would be able to stay, and were unsure where they would be able to move to.
- 5.34 Over half of respondents (57%) needing to move within the next 5 years stated that they would prefer to reside on a separate site to that they were currently on, although over a quarter (29%) (all Romany Gypsies) stated that they would prefer to reside in a house (so not included in the needs calculations in Chapter 6), whilst a few (14%) did not know. Two thirds (67%) stated that they would prefer to remain in the local area whilst a third (33%) did not know. Just under a quarter (23%) of households needing to move stated that they are on a waiting list for housing, whilst a tenth (10%) are on a waiting list for a site. Households wanting to move into a house were Gypsies with either health issues or for wanting to do so for their children's education i.e. to enable children to regularly attend school.
- 5.35 Households residing on 4 pitches are currently overcrowded. This was determined by either the number of people occupying current accommodation provision and/or the amount of space on site for accommodating vehicles. The overcrowded families were making best use of limited space. Some respondents stated that some family members often had to move off their pitch and move onto the roadside due to lack of space or because current planning permission did not allow more vehicles.
- 5.36 Some families spoke of how their pitches could benefit from revisions to licences. One household, for example, spoke of how they wanted to change their caravan entitlement from a mobile caravan to a second static so that a relative could move onto their private site (one pitch). This relative would also be their carer as their health issues deteriorate.
- 5.37 Some families spoke of how their sites could expand and cater for more pitches. This was not the case for the local authority sites. The two adjacent sites in Ipswich were regarded as far too big and families spoke of feeling unsafe due to the size of the site and number of different families on the site.

Table 5.49 Need/likely to move to a different home within next 5 years

	Number	Percentage
Yes	21	18%
No	94	79%
Don't know	4	3%
Total	119	100%

Source: ANA 2017

Table 5.50 Reasons for wanting to move to a different home

	Number	Percentage
Existing site sold	5	21%
Living on roadside	3	14%
Not enough space	2	10%
Want somewhere safe to live	2	10%
Poor site conditions	2	10%
Want to move into a house	2	10%
Not happy living on site	2	10%
Developing site elsewhere	1	5%
Suffering harassment	1	5%
Want a more settled life	1	5%
Total	21	100%

Source: ANA 2017

Table 5.51 Type of accommodation like to move to

	Number	Percentage
On a separate site	12	57%
In a house	6	29%
Don't know	3	14%
Total	21	100%

Source: ANA 2017

Table 5.52 Where would you like to move to

	Number	Percentage
Within the local area	14	67%
Don't know	7	33%
Total	21	100%

Source: ANA 2017

Table 5.53 On a waiting list		
	Number	Percentage
Yes, housing	5	23%
Yes, site	2	10%
No	14	67%
Total	21	100%

Source: ANA 2017

## Future need

5.38 The survey asked if households contained any people who may require separate accommodation within the next 5 years. This question helps to determine the extent of future accommodation needs deriving from existing households. 13 (11%) families contained 24 people who require separate accommodation in the next five years (all of whom meet the planning definition). Over a fifth (21%) stated they require separate accommodation now, a quarter (25%) within a year, over a third (37%) within 1-2 years, and over a sixth (17%) within 3-5 years. Almost two thirds (63%) of people requiring separate accommodation stated that they would prefer to stay with their family, a quarter (25%) would prefer to reside on a separate site, 1 (4%) in a house, whilst 2 (8%) did not know. Some families spoke about how their accommodation need could be addressed by increasing the number of caravans allowed on pitches or by granting planning permission. Similarly, almost two thirds (63%) would prefer to remain in the local area, whilst 2 (8%) would prefer to reside in another study area local authority (and therefore not included in the needs calculations in Chapter 6). Only 1 (4%) person requiring separate accommodation is currently on a housing waiting list.

Table 5.54 Household members need separate home within 5 years		
	Number	Percentage
Yes	13	11%
No	106	89%
Total	119	100%

Source: ANA 2017

Table 5.55 How many separate homes needed within 5 years		
	Number	Percentage
1	6	46%
2	4	31%
3	2	15%
4	1	8%
Total	13	100%

Source: ANA 2017

Table 5.56 When separate home needed within 5 years

	Number	Percentage
Now	5	21%
Within a year	6	25%
1-2 years	9	37%
3-5 years	4	17%
Total	24	100%

Source: ANA 2017

Table 5.57 Which type of accommodation would they prefer

	Number	Percentage
Stay with family	15	63%
Live on a separate site	6	25%
In a house	1	4%
Don't know	2	8%
Total	24	100%

Source: ANA 2017

Table 5.58 Where would they prefer to reside

	Number	Percentage
Within the local area	15	63%
Elsewhere in the study area	2	8%
Outside the study area	0	0%
Don't know	7	29%
Total	24	100%

Source: ANA 2017

Table 5.59 Are they on a waiting list

	Number	Percentage
Yes, housing	1	4%
No	23	96%
Total	24	100%

Source: ANA 2017

## Summary

5.39 This chapter has provided both quantitative and qualitative data regarding key characteristics of respondent households residing on Gypsy and Traveller sites. The majority of respondents described themselves as Romany Gypsies. Reflecting national trends, it is apparent that respondent Gypsy and Traveller households tend to be larger and have a younger age composition compared with families in the settled community. At the time of the survey (November 2016), 11 families were residing on unauthorised developments whilst 3 were residing on unauthorised encampments.

- 5.40 Importantly, the survey suggested longevity of tenure with most of the families having lived on site for more than five years, and most not intending to move in the future. These findings emphasise the residential longevity of Gypsies and Travellers living in the study area. Interestingly, almost a fifth of respondent households had previously lived in a house or flat although New Travellers were much more likely to have done so compared with Romany Gypsies or Irish Travellers. Satisfaction rates with sites and site locations varied with households residing on local authority sites generally the least satisfied.
- 5.41 Those on local authority sites commented on concerns about the quality and provision on pitches and sites. This included the small size of pitches, children only being able to safely play on pitches rather than freely on the site, the size of sites (sites being too big, leading to a mixture of occupants who do not get on), and not feeling safe. The study area local authorities are undertaking improvements to local authority sites e.g. implementing street lighting and updating the amenity blocks at the Ipswich site. Most households on private sites stated that they have sufficient facilities. In relation to both private and public sites, households spoke of a need for more parking space or space for work equipment. Most households also said that cost of pitches is not an issue.
- 5.42 The preferred methods of gaining information about services were through 'word of mouth' or visiting the site. In relation to accessing health services, all families were registered with a local doctor and none had been refused access to a GP.
- 5.43 Around a sixth of respondent households stated that they experience mental health issues. None of the families stated that health treatments had been disrupted due to being moved on or evicted due to finding ways to access services whilst on the road. Almost all children of school age either attend school and/or receive home tutoring and the importance of education is increasing partly due to changing work patterns. Respondent households were most likely to be self-employed although a relatively high proportion of households are unemployed.
- 5.44 Almost all respondents stated that they had travelled during the last 12 months in a caravan or trailer. Households were more likely to travel during the summer and spring months compared to autumn or winter. The main reasons for travelling included for cultural reasons (i.e. to reinforce their ethnic identity), to holiday, to visit family or friends, for work, or to attend events. A small number of households had permanently ceased travelling and do therefore not meet the current definition for planning purposes.
- 5.45 Perhaps unsurprisingly, most households stated that there are too few permanent and transit Gypsy and Traveller pitches in the local areas. This has led to some households stating that family members have moved away due to a lack of pitches. Importantly, in relation to the assessment of accommodation needs. Around two fifths of households stated that they would like to develop a site although very few stated that they are able to do so. However, around a fifth stated that their current site could be expanded to accommodate more pitches. In relation to accommodation need, 21 households stated that

they are likely to move within the next 5 years, whilst 13 households contain members who require separate accommodation, with most wanting to remain close to or nearby family. This reflects the cultural desire of Gypsies and Travellers to stay close to family.

5.46 From the evidence presented, the main issues concern the size of sites, a lack of transit provision, and the need for more sites. According to respondents, small family sites appear to work well avoiding conflict that can arise on larger sites with many different family groups. The main issues reported were related to obtaining planning permission and to preconceptions by the settled community about such applications. They spoke of how they feel safer on smaller sites, and how they are easier to manage and maintain. They also commented on how smaller sites are more accepted by the local settled community and lead to better integration.

5.47 From the evidence presented, the ideal site would include the following elements:

- Small family site – with about 8 pitches or less (local authority rental sites no bigger than 20)
- Spacious pitches, with enough space for a large utility block (with day room, kitchen (including eating area), bathroom, room for washing clothes (etc.) and a corridor adjoining the different rooms), static caravan, and two tourers.
- Hard standing on the pitch for caravans (can be in the form of gravel)
- Grassed area on each pitch if the site is subdivided with fencing (etc.) – providing a small garden area (including space for children to play)
- A play area on site for children to play safely
- Parking area on pitches and or site for cars and work vehicles
- Space for animals on or adjoining the site (including stabling and grazing land)
- Larger sites with clearly defined pitches should have safe access to pitches including e.g. street lighting.

## 6. Gypsy and Traveller accommodation need

### Introduction

- 6.1 This chapter presents the detailed technical calculation of the Gypsy and Traveller needs assessment. The model used is based on the example given in the DCLG Guidance. General comments on the findings are contained in Chapter 5.
- 6.2 The chapter contains the following sections:
- Requirements for residential pitches 2016-2021: summary
  - Requirement for residential pitches 2016-2021: steps of the calculation
  - Requirements for transit pitches /negotiated stopping arrangements: 2016-2036
  - Requirement for residential plots 2016-2021: summary
  - Requirements for residential plots 2016-2021: steps of the calculation
  - Requirements for residential plots 2021-2036
- 6.3 It should be noted that the first five-year period is determined by survey responses, whilst future 5-year periods are determined by projections based on data collected by the surveys.

### Requirement for residential pitches 2016-2021: summary<sup>35</sup>

- 6.4 The need for residential pitches in the study area is assessed according to a 14-step process, based on the model suggested in Department for Communities and Local Government (DCLG) 'Gypsy and Traveller Accommodation Needs Assessments' (October 2007) guidance and supplemented by data derived from the survey. The results of this are shown in Table 6.1 below, while the subsequent section contains explanations of the sourcing and calculation of figures for each step. The overall need is for 56 additional pitches across the study area to 2021.
- 6.5 It is important to note that there are 28 pitches across the study area that have been given planning permission for Gypsies and Travellers, but are not used by, or currently available to, Gypsies or Travellers and therefore not included in the supply of sites and were not included in the survey.
- 6.6 Those surveyed who do not meet the definition of Gypsies and Travellers contained in the 2015 guidance did not have any future need. Detailed assessments for each District / Borough are contained in Appendix 1.

---

<sup>35</sup> Please note that due to rounding column totals may differ slightly from row totals

Table 6.1 Estimate of the need for permanent residential site pitches 2016-2021	
1) Current occupied, authorised, permanent residential site pitches	102
<i>Current residential supply</i>	
2) Number of unused residential pitches available	29
3) Number of existing pitches expected to become vacant through mortality 2016-2021	3
4) Net number of family units on sites expected to leave the study area in next 5 years	0
5) Number of family units on sites expected to move into housing in next 5 years	5
6) Residential pitches planned to be built or to be brought back into use 2016-2021	3
7) Less pitches with temporary planning permission	2
Total Supply	38
<i>Current residential need: Pitches</i>	
8) Family units (on pitches) seeking residential pitches in the area, 2016-2021, excluding those counted as moving due to overcrowding in step 11	18
9) Family units on unauthorised encampments requiring residential pitches in the area	0
10) Family units on unauthorised developments requiring residential pitches in the area	11
11) Family units currently overcrowded on pitches seeking residential pitches in the area, excluding those containing an emerging family unit in step 8	3
12) Net new family units expected to arrive from elsewhere	0
13) New family formations expected to arise from within existing family units on sites	26
Total Need	58
<i>Current residential need: Housing</i>	
14) Family units in housing but with a psychological aversion to housed accommodation	12
Total Need	70
<i>Balance of Need and Supply</i>	
Total Need	70
Less total supply	38
<b>Total Additional Pitch Requirement</b>	<b>32</b>
Annualised Additional Pitch Requirement	6

Source: ANA 2017

(\* Need resulting from issues with supply)

### Requirement for residential pitches, 2016-2021: steps of the calculation

6.7 The calculations depend on base information derived from the ANA using data corroborated by local authorities in the study area. The key variables used to inform the calculations include:

- The number of Gypsies and Travellers housed in bricks and mortar accommodation
- The number of existing Gypsy and Traveller pitches
- The number of families residing on unauthorised encampments requiring accommodation (and surveyed during the survey period)
- The number of unauthorised developments (during the survey period)
- The number of temporary pitches
- The number of vacant pitches
- The number of planned or potential new pitches

- The number of transit pitches

6.8 The remainder of this chapter describes both the process and results of the Gypsy and Traveller needs calculations.

## Supply of pitches 2016-2021

### **Step 1: Current permanent residential site pitches**

6.9 Based on information provided by the respective Councils and corroborated by information from site surveys. There are currently 102 occupied authorised Gypsy and Traveller pitches in the study area. There are other pitches with planning permission that have not been included in supply as they are occupied by non Gypsies and Travellers. If in the future the pitches were to be made available to Gypsies and Travellers, the respective councils, should adapt their supply and need accordingly (see appendix 1).

### **Step 2: Number of unused residential pitches available**

6.10 According to the survey data there are currently 29 vacant pitches on authorised sites in the study area. It is possible that 16 of these pitches might not be available to meet the need, but have been included in the calculations as they have planning permission for Gypsy and Traveller use as pitches and are vacant. Therefore unless otherwise reported, they have the potential to be used in the future. If they are not available in the future, the relevant council (Mid Suffolk) should adapt their need accordingly (see appendix 1).

### **Step 3: Number of existing pitches expected to become vacant, 2016-2021**

6.11 This is calculated using mortality rates as applied in conventional Housing Needs Assessments. However, the figures for mortality have been increased in accordance with studies of Gypsy and Traveller communities suggesting a life expectancy approximately 10 years lower than that of the general population.<sup>36</sup>

### **Step 4: Number of family units in site accommodation expressing a desire to leave the study area**

6.12 This was determined by survey data. It was assumed, given that development of sites is likely to occur in the areas surrounding the study areas as well as in the planning area itself, that those currently living on sites expecting to leave the area permanently in the next five years – out of choice (step 4) or due to overcrowding (step 12) – would generally be able to do so.

In total, given the low level of interest in leaving the study area, this resulted in the supply of 0 pitches in the study area.

---

<sup>36</sup> E.g. L. Crout, *Traveller health care project: Facilitating access to the NHS*, Walsall Health Authority, 1987. NB: For Travelling Showpeople, the standard mortality rate is used.

**Step 5: Number of family units in site accommodation expressing a desire to live in housing**

- 6.13 This was determined by survey data. It was assumed that all those currently living on sites planning to move into housing in the next five years (step 5), or preferring to move into housing from an overcrowded pitch (step 11) would be able to do so. This will either be through their own financial means or due to financial support (e.g. housing benefits).
- 6.14 A supply of 5 pitches in the study area were expected from this source, excluding those moving out of the study area, since these are already counted in step 4.

**Step 6: Residential pitches planned to be built or brought back into use, 2016-2021**

- 6.15 This is determined by local authority data. There are 3 new pitches in the study area that are expected to be built or brought back into use in the study area during the period 2016-2021.

**Step 7: Pitches with temporary planning permission**

- 6.16 This is determined by local authority data. It is assumed families living on pitches whose planning permission expires within the period 2016-2021 will still require accommodation within the study area. There are currently 2 pitches with temporary planning permission located in the study area.

**Need for pitches 2016-2021**

**Step 8: Family units on pitches seeking residential pitches in the study area 2016-2021**

- 6.17 This was determined by survey data. These family units reported that they 'needed or were likely' to move to a different home in the next five years, and wanted to stay on an authorised site, or that they were currently seeking accommodation.
- 6.18 This category of need overlaps with those moving due to overcrowding, counted in step 11, and so any family units which are both overcrowded and seeking accommodation are deducted from this total. This generates a total need of 18 pitches in the study area.

**Step 9: Family units on unauthorised encampments seeking residential pitches in the area**

- 6.19 Guidance (DCLG 2007) indicates that it should be considered whether alternative accommodation is required for families living on unauthorised encampments. Using survey data, it has been calculated how many families on unauthorised encampments want residential pitches in the study area. They generate a need for 0 pitches in the study area (please note that only Gypsies and Travellers requiring permanent accommodation within the study area have been included in this calculation – transiting Gypsies and Travellers are included in separate calculations).

**Step 10: Family units on unauthorised developments seeking residential pitches in the area**

- 6.20 This was determined by survey data. The guidance also indicates that the accommodation needs of families living on unauthorised developments for which planning permission is not expected must be considered. Regularising families living on their land without planning

permission would reduce the overall level of need by the number of pitches given planning permission. A need of 11 pitches (1 in Waveney and 10 in Suffolk Coastal) in the study area currently arises from unauthorised developments within the study area.

**Step 11: Family units on overcrowded pitches seeking residential pitches in the area**

6.21 This was determined by survey data. Households which also contain a newly formed family unit that has not yet left are excluded. This is because it is assumed that once the extra family unit leaves (included in the need figures in step 13) their accommodation will no longer be overcrowded. The calculations suggest that there is a need for 3 pitches in the study area to resolve overcrowding over the period 2016-2021. This can be addressed over the plan period, either through new pitches or met by larger existing pitches subject to planning permission.

**Step 12: New family units expected to arrive from elsewhere**

6.22 In the absence of any sustainable data derivable from primary or secondary sources (beyond anecdotal evidence) on the moving intentions of those outside the study area moving into the area, as in the case of those moving out of the area, it is assumed that the inflow of Gypsies and Travellers into the area will be equivalent to the outflow. In addition, inflow equivalent to the outflow of newly forming family units must be considered. Together, these amount to a net inflow of 0 units in the study area.

**Step 13: New family formations expected to arise from within existing family units on sites**

6.23 This was determined by survey data. The number of individuals needing to leave pitches to create new family units was estimated from survey data. Allowing for those planning to leave the area, and for estimated rates of marriages to both Gypsies and Travellers and non-Gypsies and Travellers, it is estimated that this will result in the formation of 26 new households requiring residential pitches during the 2016-2021 period in the study area

**Step 14: Family units in housing with a psychological aversion to housed accommodation**

6.24 This was determined firstly by estimating the number of houses occupied by Gypsies and Travellers using a ratio of 1:1 i.e. for every authorised pitch, there is potentially one family residing in bricks and mortar accommodation. This is then followed by estimating the proportion of which suffer from psychological aversion to housed accommodation (10%).

6.25 This supply arises from family units moving onto sites that were considered to have a psychological aversion to housing. This leads to an estimated need of 12 pitches across the study area

**Balance of Need and Supply**

6.26 From the above the Total Additional Pitch Requirement is calculated by deducting the supply from the need.

- Total Supply (not including existing occupied provision) = 38
- Total Need (including psychological aversion) = 70

- Total Additional Pitch Requirement = 70 – 38 = 32

### Requirement for residential pitches 2021-2026: summary

6.27 Considering future need it is assumed that those families with psychological aversion will move onto sites within a 5-year period. As such, only natural population increase, mortality, and movement into and out of the study area need be considered. The base figures regarding the number of pitches on sites at the end of the first 5-year period are shown in Table 6.2 below. Please note that the 2016 base figures include both authorised sites occupied by Gypsies and Travellers and vacant pitches, whilst the 2021 base figures assume that any potential pitches (i.e. with planning permission) have been developed.

Table 6.2 Base figures for pitches as at 2021 assuming all need is met for 2016-2021				
	2016 Base	Potentials 2016-21	Need 2016-21	2021 Base
Babergh	1	0	0	1
Ipswich	44	0	13	57
M. Suffolk	62	3	-5 (16)*	60 (79) *
S. Coastal	0	0	12	12
Waveney	24	0	12 (8)*	36 (32)*
Total	131	3	32 (49)*	166 (181)

Source: ANA 2017

(\* Need resulting from issues with supply)

- 6.28 In March 2014 Brandon Lewis (Parliamentary Under Secretary of State within the Department for Communities and Local Government) confirmed that the 3% household growth rate does not represent national planning policy. Alternatively, it is suggested that an annual household growth rate of between 1.5% to 2.5% is more appropriate<sup>37</sup>.
- 6.29 In relation to this accommodation assessment, as there is no evidence for it to be higher or lower for the study area, an annual household growth rate of 2% per annum equating to a 5-year rate of 10.4% is used to determine future household growth. This is based on an analysis of various factors derived from the surveys including current population numbers, the average number of children per household, and marriage rates. It is assumed that these rates are likely to continue during the period 2026-2036.

<sup>37</sup> Professor Philip Brown, Sustainable Housing & Urban Studies Unit (SHUSU), University of Salford, *Advice for Warwick District Council on household formation relating to Gypsy and Traveller pitches*, October 2015.

Table 6.3 Estimate of the need for residential pitches 2021-2026

<i>Pitches as at 2021</i>	
1) Estimated pitches occupied by Gypsies and Travellers	166
<i>Supply of pitches</i>	
2) Pitches expected to become vacant due to mortality 2021-2026	5
3) Net number of family units on pitches expected to move out of the study area 2021-2026	0
Total Supply	5
<i>Need for pitches</i>	
4) Family units moving into the study area (100% of outflow)	0
5) Newly forming family units	17
Total Need	17
<i>Additional Need</i>	
Total additional pitch requirement, 2021-2026	12
Annualised additional pitch requirement	3

Source: ANA 2017

Table 6.4: Summary of Gypsy and Traveller and pitch needs 2016-36

Period	2016-2021	2021-26	2026-2031	2031-2036	Total
Babergh	0	0	0	1	1
Ipswich	13	4	5	5	27
M. Suffolk	-5 (16)*	4	5	5	9 (30)*
S. Coastal	12	1	1	1	15
Waveney	12 (8)*	3	3	3	21 (17)*
Total	32	12	14	15	73 (90)*

Source: ANA 2017

(\* Need resulting from issues with supply)

### Requirements for transit pitches /negotiated stopping arrangements: 2016-2036

6.30 As noted in previous chapters, when families do stop in the area, they usually only do so for short periods of time. Additional transit provision reduces the number of unauthorised encampments and associated negative publicity. Due to an absence of a negotiated agreement policy or transit sites, costly issues relating to unauthorised encampments are not being resolved. This results in insecurity for the Gypsy and Traveller families, costs to local authorities and other agencies such as the courts and police, and impacts on local communities.

6.31 As such, it is recommended that all 5 study area local authorities, in partnership with other agencies (such as the police), through corporate agreement, set up a negotiated stopping places policy. The term 'negotiated stopping' is used to describe agreed short term provision for Gypsy and Traveller caravans. It does not describe permanent 'built' transit sites but negotiated arrangements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period, with the provision of limited services

such as water, waste disposal and toilets. The arrangement is between the local authority and the (temporary) residents.

- 6.32 It is also recommended that the councils continue with work to identify new transit provision across the study area. It is recommended that two-three sites are developed in the study area to address the larger-scale and longer-term unauthorised encampments (the negotiated stopping policy can be used to resolve issues regarding smaller unauthorised encampments). This should be based upon the area of search identified for the transit site work (see Appendix 3) which was based upon an analysis of unauthorised encampments and remains relevant. The police and other agencies will be able to refer visiting families to the transit sites limiting conflict between Gypsy and Traveller families and the settled community. Whilst incurring an initial capital cost, they will reduce expenditure on unauthorised encampments in the longer-term.

## Summary

- 6.33 Table 6.5 summarises the number of additional Gypsy and Traveller residential pitches required for the period 2016-2036. It shows that a further 73 (or 90 – see Appendix 1) Gypsy and Traveller pitches are needed over twenty years throughout the study area. There is also a need for 2-3 transit sites with sufficient space for a minimum of 10 caravans per site and for each of the 5 local authorities to establish a negotiated stopping place policy.

Period	G&T Pitches
Total 2016-21	32 (49)*
Total 2021-26	12
Total 2026-31	14
Total 2031-36	15
<b>Total 2016-2036</b>	<b>73 (90)*</b>

Source: ANA 2017

(\* Need resulting from issues with supply)

## 7. Travelling Showpeople

### Introduction

- 7.1 As described in Chapter 1, this ANA considers the accommodation needs of Travelling Showpeople. Unlike Gypsies and Travellers, Travelling Showpeople are not considered to be an ethnic minority and, as such, are not protected by the Equality Act 2010. Current (DCLG 2015) and previous (DCLG 2007, 2012) Government guidance indicates that local authorities should consider the accommodation needs of Travelling Showpeople families.
- 7.2 In response to Government guidance, and given that Travelling Showpeople in the study area face similar accommodation issues to Gypsies and Travellers (e.g. difficulty in finding affordable land suitable for development), they have been included in this study. There are 9 permanent Travelling Showpeople plots with planning permission located on 5 yards with 8 plots currently occupied.
- 7.3 Weighting was applied to the survey in order to ensure that it represented the whole population. This was calculated by comparing the number of occupied authorised plots to the number of completed surveys. For example, there are 6 occupied, authorised permanent plots in Mid Suffolk. All of the occupied plots were represented in the consultation, representing 100% of the population (1 further plot is currently vacant). Weighting is applied using the following formula e.g.:
- 6 occupied authorised permanent plots in Mid Suffolk divided by:
  - 6 surveys undertaken with families residing on authorised permanent plots = weighting of 1.00
- 7.4 The weighting applied to each local authority area is shown below:

Table 7.1 Occupied Authorised Travelling Showpeople Plots				
	Plots	Sample	%	Weight
Suffolk Coastal	2	2	100%	1.00
Mid Suffolk	6	6	100%	1.00

Source: ANA 2017

### Population Characteristics

- 7.5 The consultation recorded 27 Travelling Showpeople living on permanent plots. The 2011 Census does not record Travelling Showpeople as a separate ethnic category, so it is not possible to make a comparison with Census results. The average size of Travelling Showpeople families living on the survey yards is 3.4 people compared to a 2011 UK average of 2.4 people.

- 7.6 There was a fairly even distribution of respondent household sizes with only 1 (13%) household containing 5 or more people. Unlike respondent Gypsy and Traveller households only a relatively small proportion 18% were aged 19 years or under, whilst just under a fifth (19%) are aged 71 years or more. In terms of the gender composition of household members, there are more males (52%) than females (48%).

Table 7.2 Number of people in household		
	Number	Percentage
1 person	1	13%
2 people	3	37%
3 people	0	0%
4 people	3	37%
5+ people	1	13%
Total households	8	100%

Source: ANA 2017

Table 7.3 Age of household members		
	Number	Percentage
0-10 years	1	4%
11-14 years	2	7%
15-19 years	2	7%
20-40 years	6	22%
41-60 years	9	33%
61-70 years	2	7%
71+ years	5	19%
Total	27	100%

Source: ANA 2017

Table 7.4 Gender		
	Number	Percentage
Male	14	52%
Female	13	48%
Total	27	100%

Source: ANA 2017

### **Services and Experiences**

- 7.7 The preferred method of gaining information about services was through 'word of mouth' and the internet. Respondents commented on how, like Gypsies and Travellers, Travelling Showpeople have always had a very effective network system of sharing information and support. Some commented on how more people have access to the internet via mobile phones and more people are signed up to network groups such as Facebook. Members of

groups such as the Showmen’s Guild receive information through media such as magazines.

- 7.8 Most families spoke of having felt that they had experienced some form of discrimination. Similar to Gypsies and Travellers, some stated that it was “part of life for us”. Also, as in the case of Gypsies and Travellers, the main reasons for not reporting it included wanting to ignore it, or believing that reporting incidences to authorities would be ineffective. Most commented on how people often confuse Travelling Showpeople with Gypsies and Travellers and, as such, feel that they can be subject to similar types of discrimination. Again, similar to the Gypsies and Travellers, some Travelling Showpeople families reported that they had experienced greater harassment and discrimination after applying for planning permission for new yards.
- 7.9 Generally, families saw access to services, such as shops, post offices, health services and schools (both primary and secondary) as being ‘okay’, but only with a car, otherwise it is difficult. However, they stated they would not necessarily want to live too close to services and prefer to live outside built up areas. Some families stated it would be helpful for bus services which go into town to operate closer to yard entrances. Also, a lack of footpaths close to yards makes walking into town difficult.
- 7.10 All families were registered with a local doctor and regarded the health services as good. Respondents were asked if they, or anyone else in their household, experienced health issues. Compared with Gypsies and Travellers, fewer Travelling Showpeople spoke of health issues. Some spoke of health problems due to old age, physical health issues, and long-term health issues requiring ongoing monitoring.

Table 7.5 Registered with a GP		
	Number	Percentage
Yes	8	100%
No	0	0%
Total	8	100%

Source: ANA 2017

- 7.11 The survey asked households if they contain school-age children and whether they attend school and/or were home tutored. All children of school age attended school. The families spoke of having strong belief in the importance of children attending school and receiving a full education. They stated it is increasingly important that children receive a good education and gain good qualifications. Families are unable to rely solely on the Travelling Show business to make ends meet. As well as running fairground or circus businesses, many families now contain family members employed in different professions.

Table 7.6 School age children in family		
	Number	Percentage
None	6	75%
1 child	0	0%
2 children	2	25%
3 children	0	0%
Total	8	100%

Source: ANA 2017

Table 7.7 School age children who attend school		
	Number	Percentage
Yes, all	2	100%
Yes, some	0	0%
No	0	0%
Total	2	100%

Source: ANA 2017

- 7.12 In relation to employment status, all households had some form of Travelling Showpeople related business, such as a family circus or fairground rides. In most cases the businesses had been in families for generations. Some families commented on how some members of the household had other jobs, particularly during the months they were not travelling with their respective show.

### **Travelling**

- 7.13 The survey asked households the extent to which they had travelled during the last 12 months. All households meet the planning definition as all were still travelling. All had travelled during the last 12 months whilst most had travelled over 10 times during the past year. Respondents were asked reasons for travelling (they could state more than one reason) with the main reason being for work. Other reasons included “it’s our way of life”, “it’s what we do”, and to visit family or friends.
- 7.14 Respondent Travelling Showpeople families tend to travel all year around but with more travelling between Easter and Christmas, and slightly fewer travelling during the winter. When travelling, families primarily stay at the event ground where the fair, circus or event is taking place. In terms of main travelling routes, respondent households were likely to state “anywhere” or “all over” rather than state specific routes. Some families work across the whole country and Europe, some in the south of England, and some just locally. Some families spoke of how expensive it is for them to travel and how they have to be more selective as to which jobs they take and how this is an increasing problem for them. One spoke of how they have to ensure the job justifies the cost of fuel getting to the venue and to the next venue. None of the families stated that they intend to stop travelling.

Table 7.8 Will stop travelling		
	Number	Percentage
Yes	0	0%
No	8	100%
Total	8	100%

Source: ANA 2017

### **Accommodation Provision**

- 7.15 Suffolk Coastal contains one authorised Travelling Showpeople yard. It consists of 2 plots and is owned and occupied by an extended family. There is also a bungalow adjoining the yard where a couple live who are part of the extended family.
- 7.16 Mid Suffolk contains 7 authorised privately owned Travelling Showpeople plots (including one currently vacant). 4 are located on a site adjacent to 7 pitches for Gypsies and Travellers. 2 (including 1 vacant) are located alongside a row of Gypsy and Traveller pitches whilst the 7<sup>th</sup> is situated on a yard by itself.
- 7.17 Respondents were asked the tenure of their current plot. All own the plot they currently occupy. All respondents (100%) had lived on the yard for more than five years. The commitment of families to remain on existing yards is reflected in the fact that all (100%) stated that they did not intend to move in the future.

Table 7.9 Tenure		
	Number	Percentage
Own plot	8	100%
Total	8	100%

Source: ANA 2017

Table 7.10 Enough space on plots		
	Number	Percentage
Yes	5	63%
No	3	38%
Total	8	100%

Source: ANA 2017

### **Accommodation need**

- 7.18 Households were asked if there are enough spaces for Travelling Showpeople in the area. None of the respondents stated that there is a need for any transit plots or emergency stopping places within the study area for Travelling Showpeople. Families stated that this is because transit provision tends to be insecure and is not suitable for storing equipment. Most stated that family sized yards would be preferred if new accommodation for Travelling

Showpeople was developed within the study area. One family stated that yards may need to accommodate up to four generations at any given time, as Travelling Showpeople families tend to live and work together for generations.

- 7.19 At the time of the survey, there were 8 occupied plots (2 in Suffolk Coastal and 6 in Mid Suffolk), plus 1 plot in Mid Suffolk which was vacant at the time of the survey and was being used for storage on a temporary basis by the owner of an adjacent plot.
- 7.20 3 of the households contain one or more household members who require separate accommodation in the next five years (1 in Suffolk Coastal and 2 in Mid Suffolk). Based upon space available and families wanting to stay together, some of the future need could be addressed by increasing provision on existing yards, subject to planning permission.

Table 7.11 Household members need separate home within 5 years

	Number	Percentage
Yes	3	37%
No	5	63%
Total	8	100%

Source: ANA 2017

Table 7.12 How many separate homes will be needed?

	Number	Total	Percentage
1	1	1	17%
2	1	2	33%
3	1	3	50%
4	0	0	0%
5	0	0	0%
Total	3	6	100%

Source: ANA 2017

Table 7.13 Household members need separate home within 5 years

	Number	Percentage
Now	3	50%
Within a year	0	0%
1-2 years	1	17%
3-5 years	2	33%
Total	6	100%

Source: ANA 2017

Table 7.14 Where would they like to live?		
	Number	Percentage
Suffolk Coastal	3	50%
Mid Suffolk	3	50%
Elsewhere	0	0%
Total	6	100%

Source: ANA 2017

## Summary

- 7.21 Similar to Gypsy and Traveller families residing on yards, there is a long history of Travelling Showpeople both living and working within the study area. There are currently 2 authorised, occupied plots in Suffolk Coastal and 6 in Mid Suffolk. Travelling Showpeople families tend to be larger than families in the settled community. The consultation recorded 27 Travelling Showpeople living on permanent plots equating to an average family size of 3.4 people. Unlike respondent Gypsy and Traveller households, only a relatively small proportion (18%) were aged 19 years or under, whilst just under a fifth (19%) are aged 71 years or more.
- 7.22 Generally, families saw access to services, such as shops, post offices, health services and schools (both primary and secondary) as being 'okay', but only with a car, otherwise it is difficult. Most families reported that they had experienced discrimination. Families commented on how people often confuse Travelling Showpeople with Gypsies and Travellers and, as such, reported that they had been subject to similar types of abuse. All families were registered with a local doctor and regarded the health services as good. Respondents were asked if they, or anyone else in their household, experienced health issues. Compared with Gypsies and Travellers, fewer Travelling Showpeople spoke of health issues. Some spoke of health problems due to old age, physical health issues, and long-term health issues requiring ongoing monitoring. Only 2 Travelling Showpeople families contained school-age children, all of whom attend school.
- 7.23 All families had travelled during the last 12 months, mainly for work. None of the families stated that they intend to stop travelling. All Travelling Showpeople families own the plots they occupy. Whilst the families stated there is a need for more plots in the local area to accommodate young families, none stated that there is a need for any transit plots or emergency stopping places within the study area. Around a third of families stated that they contain young people who require separate accommodation within the next five years. All would prefer to reside in local areas.

## 8. Travelling Showpeople accommodation need

### Introduction

- 8.1 This chapter presents the detailed technical calculation of the Travelling Showpeople needs assessment. The model used is based on the example given in the DCLG 2007 Guidance. General comments on the findings are contained in Chapter 7.
- 8.2 The results of the calculations are shown in the tables below, while the subsequent section contains explanations of the sourcing and calculation of figures for each step.

Table 8.1 Estimate of the need for Travelling Showpeople plots 2016-2021	
1) Current occupied permanent residential yard plots	8
<i>Current residential supply</i>	
2) Number of unused residential plots available	1 (0)*
3) Number of existing plots expected to become vacant through mortality 2016-2021	0
4) Number of family units on yards expected to leave the study area in next 5 years	0
5) Number of family units on yards expected to move into housing in next 5 years	0
6) Residential plots planned to be built or to be brought back into use 2016-2021	0
7) Less plots with temporary planning permission	0
Total Supply	1 (0)*
<i>Current residential need: Plots</i>	
8) Family units (on plots) seeking residential plots in the area, 2016-2021, excluding those already counted as moving due to overcrowding in step 11	2
9) Family units on unauthorised encampments requiring residential plots in the area	0
10) Family units on unauthorised developments requiring residential plots in the area	0
11) Family units currently overcrowded on plots seeking residential plots in the area, excluding those containing an emerging family unit	0
12) New family units expected to arrive from elsewhere	0
13) New family formations expected to arise from within existing family units	5
Total Need	7
<i>Balance of Need and Supply</i>	
<b>Total Additional Plots Requirement</b>	<b>6 (7)*</b>
Annualised Additional Plots Requirement	1

Source: ANA 2017

(\* Need resulting from issues with supply)

### Requirement for residential plots 2016-2021: steps of the calculation

- 8.3 Determining the accommodation needs of Travelling Showpeople uses the same process as determining the accommodation needs of Gypsies and Travellers (although population

sizes are much smaller). The following sections show the steps of the Travelling Showpeople accommodation needs calculations.

## **Supply of plots 2016-2021**

### **Step 1: Current permanent residential yard plots**

8.4 Based on information provided by the local authorities there are currently a total of 8 occupied authorised Travelling Showpeople plots in the study area. These plots are owned by occupying families or privately rented.

### **Step 2: Number of unused residential plots available**

8.5 According to the survey data there is currently 1 vacant plot on authorised yards in the study area. It is possible that this plot might not be available to meet the need, but has been included in the calculations as it does have planning permission for a plot and unless otherwise reported, it has the potential to be used in the future. If it is not available in the future, the relevant council (Mid Suffolk) should adapt their need accordingly (see appendix 1).

### **Step 3: Number of existing plots expected to become vacant, 2016-2021**

8.6 This is calculated using mortality rates as applied in conventional Housing Needs Assessments. However, the figures for mortality have been increased in accordance with studies of Gypsy and Traveller communities suggesting a life expectancy approximately 10 years lower than that of the general population.<sup>38</sup>

### **Step 4: Number of family units in yard accommodation expressing a desire to leave the study area**

8.7 The percentage for assessment is 0%.

### **Step 5: Number of family units in yard accommodation expressing a desire to live in housing**

8.8 This was determined by survey data. It was assumed that all those currently living on yards planning to move into housing in the next five years (step 5), or preferring to move into housing from an overcrowded plot (step 11), would be able to do so. A supply of 0 plots was expected from this source.

### **Step 6: Residential plots planned to be built or brought back into use, 2016-2021**

8.9 This is determined by local authority data. There are 0 new plots expected to be built or brought back into use during the period 2016-2021.

---

<sup>38</sup> E.g. L. Crout, *Traveller health care project: Facilitating access to the NHS*, Walsall Health Authority, 1987. NB: For Travelling Showpeople, the standard mortality rate is used.

**Step 7: Plots with temporary planning permission**

8.10 This is determined by local authority data. It is assumed families living on plots whose planning permission expires within the period 2016-2021 will still require accommodation within the study area. There are currently 0 plots with temporary planning permission located in the study area.

**Need for plots 2016-2021**

**Step 8: Family units on plots seeking residential plots in the study area 2016-2021**

8.11 This was determined by survey data. These family units reported that they 'needed or were likely' to move to a different home in the next five years, and wanted to stay on an authorised site, or that they were currently seeking accommodation. This category of need overlaps with those moving due to overcrowding, counted in step 11, and so any family units which are both overcrowded and seeking accommodation are deducted from this total. This generates a total need of 2 plots in the study area.

**Step 9: Family units on unauthorised encampments seeking residential plots in the area**

8.12 Guidance (DCLG 2007) indicates that it should be considered whether alternative accommodation is required for families living on unauthorised encampments. It is assumed that those families who are consistently moving around the study area are in need of permanent accommodation. There is no evidence of unauthorised encampments occupied by Travelling Showpeople in the study area, so there is a need for 0 plots arising from this source.

**Step 10: Family units on unauthorised developments seeking residential plots in the area**

8.13 This was determined by local authority data. The guidance also indicates that the accommodation needs of families living on unauthorised developments for which planning permission is not expected must be considered. Regularising families living on their land without planning permission would reduce the overall level of need by the number of plots given planning permission. A need of 0 plots currently arises from unauthorised developments within the study area.

**Step 11: Family units on overcrowded plots seeking residential plots in the area**

8.14 Families on overcrowded plots should be provided with plots of an adequate size. Households which also contain a newly formed family unit that has not yet left are excluded. This is because it is assumed that once the extra family unit leaves (included in the need figures in step 13) their accommodation will no longer be overcrowded. The calculations suggest that there is a need for 0 plots in the study area to resolve overcrowding over the period 2016-2021.

**Step 12: New family units expected to arrive from elsewhere**

8.15 In the absence of any sustainable data derivable from primary or secondary sources (beyond anecdotal evidence) on the moving intentions of those outside the study area moving into the area, as in the case of those moving out of the area, it is assumed that the

inflow of Travelling Showpeople into the area will be equivalent to the outflow i.e. 0 plots over the period 2016-21 (based on 0%).

**Step 13: New family formations expected to arise from within existing family units on sites**

8.16 Allowing for those planning to leave the area, and for estimated rates of marriages to Travelling Showpeople, it is thought that this will result in the formation of 5 new households requiring residential plots during 2016-2021.

**Requirements for residential plots 2021-2036**

8.17 Similar to estimating future pitch need, the ANA estimates the future Travelling Showpeople plot provision for the period 2021-2036. The same factors used to determine the future accommodation needs of Gypsies and Travellers is applied to Travelling Showpeople including an average annual family growth rate of 2% (equating to 10.4% over a five-year period). The same growth rate is used as the Gypsy and Traveller population growth rate as Showpeople families share similar characteristics i.e. are larger and have more children compared with the settled community. Future 5-year period mortality rates are projected to be the same as those for 2016-2021. Movement into and out of the study area is also assumed to continue at the 2016-2021 rate (0%). Table 8.2 shows the estimated need for residential plots for the period 2021-26, whilst Table 8.3 summarises plot needs for the period 2016-2036.

Table 8.2 Estimate of the need for residential plots 2021-2026	
<i>Plots as at 2021</i>	
1) Estimated plots occupied by Travelling Showpeople	15
<i>Supply of pitches</i>	
2) Plots expected to become vacant due to mortality 2021-2026	1
3) Number of family units on pitches expected to move out of the study area 2021-2026	0
Total Supply	1
<i>Need for pitches</i>	
4) Family units moving into the study area (100% of outflow)	0
5) Newly forming family units	2
Total Need	2
<i>Additional Need</i>	
Total additional plot requirement, 2021-2026	1
Annualised additional plot requirement	0.2

Source: ANA 2017

**Summary**

8.18 Table 8.3 summarises the number of Travelling Showpeople plots required over the period 2016-36. It shows that a further 10 Travelling Showpeople plots are needed over twenty years throughout the study area.

Table 8.3: Summary of Travelling Showpeople plot needs 2016-36

Period	2016-2021	2021-26	2026-2031	2031-2036	Total
Babergh	0	0	0	0	0
Ipswich	0	0	0	0	0
M. Suffolk	4 (5)*	1	1	1	7 (8)*
S. Coastal	2	0	0	0	2
Waveney	0	0	0	0	0
Total	6 (7)	1	1	1	9 (10)

Source: ANA 2017

(\* Need resulting from issues with supply)

## 9. Boat dwellers

### Introduction

- 9.1 As described in Chapter 1, this chapter considers the accommodation needs of boat dwellers. Like Travelling Showpeople, boat dwellers are not considered to be an ethnic minority and, as such, are not protected by the Equality Act 2010.
- 9.2 However, the Housing and Planning Act 2016 requires local housing authorities to consider the needs of people residing in or resorting to their district with respect to the provision of sites on which caravans can be stationed and places on inland waterways where houseboats can be moored. Government guidance on assessing these needs was published in draft form in March 2016.
- 9.3 In response to Government guidance, and given that boat dwellers in the study area may face similar accommodation issues to Gypsies and Travellers and Travelling Showpeople (e.g. difficulty in finding affordable places suitable for development), they have been included in this report.
- 9.4 Those residing on boats were identified through direct contact with known boat yards and moorings, and through searches of the Council Tax register. It is acknowledged that this may not be comprehensive and the authorities may wish to update the findings should additional moorings become known.
- 9.5 Weighting was applied to the survey in order to ensure that it represented the whole population. This was calculated by comparing the number of occupied plots to the number of completed surveys. For example, there are 16 occupied residential moorings in Suffolk Coastal. 8 of the 16 moorings were involved in the consultation representing 50% of the population. Weighting is applied using the following formula. e.g:
- 16 Occupied residential moorings divided by:
  - 8 surveys undertaken with families residing on authorised permanent moorings = weighting of 2.00
- 9.6 The weighting applied to each local authority area is shown below:

Table 9.1 Boat Dwellers Moorings				
	Moorings	Sample	%	Weight
Babergh	21	8	38%	2.62
Ipswich	0	0	0%	0.00
Mid Suffolk	0	0	0%	0.00
Suffolk Coastal	16	8	50%	2.00
Waveney	2	0	0%	0.00

Source: ANA 2017

## Population Characteristics

9.7 The survey recorded 79 boat dwellers living on moorings. The average size of families living on the moorings surveyed is 2.0 people compared to a 2011 UK average of 2.4 people. This is mainly because most of the families residing on moorings consist of older people rather than children. Over four fifths (82%) of households consist of only two people, with 5 (13%) consisting of 1 person households, and 2 (6%) consisting of 4 person households. Unlike Gypsy and Traveller households no persons residing on moorings were aged 19 years or under. However, respondents and other stakeholders consulted commented on how there are children at the yard in Babergh (but not evident from the survey data). The largest age group are aged 41-60 years (44%), whilst around a quarter (23%) are aged 20-40 years, and fewer aged 61-70 years (16%), or 71 and more years (18%). In terms of the gender composition of household members, there are slightly more males (53%) than females (47%). All respondents described themselves as 'White British' although 2 also described themselves as 'White British Bargee'.

Table 9.2 Number of people in household		
	Number	Percentage
1 person	5	13%
2 people	32	82%
3 people	0	0%
4 people	2	5%
<b>Total</b>	<b>39</b>	<b>100%</b>

Source: ANA 2017

Table 9.3 Age of household members		
	Number	Percentage
0-10	0	0%
11-14	0	0%
15-19	0	0%
20-40	18	23%
41-60	35	44%
61-70	13	16%
71+	13	16%
Total	79	100%

Source: ANA 2017

Table 9.4 Gender of household members		
	Number	Percentage
Male	42	53%
Female	37	47%
Total	79	100%

Source: ANA 2017

## Residency and yard characteristics

- 9.8 Just over half (54%) of respondent households were residing on a static houseboat whilst just under (46%) were residing on a barge. Respondents were asked the tenure of their current mooring. All respondents were currently residing in their main home, and all reported that they owned their boat.
- 9.9 Reflecting longevity of tenure, nine tenths (90%) had lived on the yard for more than 5 years, with only 2(6%) residing on it for between 1-2 years, and 2 (6%) for between 3-5 years. The commitment of families to remaining on existing moorings is reflected in the fact that over half (56%) stated they do not intend to move, whilst almost a third (33%) intend to stay 5 years or stated they intend to remain 5 years or more.
- 9.10 Satisfaction with moorings varied with nearly two fifths (38%) stating they were satisfied compared with over half (56%) who were neither satisfied nor dissatisfied and a few (6%) who were dissatisfied.
- 9.11 Access to appliances and sanitary facilities varied. All residents have access to some form of fuel heating (either diesel or logs), whilst over two thirds have access to a fridge (71%) or cooker (68%). Almost two fifths (38%) have access to gas water heating, whilst smaller proportions have access to heating (6%), electric heating (6%), or oil heating (6%). In relation to sanitary facilities almost nine tenths (88%) reported that they have access to a sink or shower, almost four fifths (79%) to a pump out lavatory or basin, and over three quarters (76%) to a bath. Smaller proportions reported that they have access to a chemical lavatory (15%) or macerator (6%).

Table 9.5 Type of boat

	Number	Percentage
Static houseboat	21	54%
Barge	18	46%
Total	39	100%

Source: ANA 2017

Table 9.6 Length of residency

	Number	Percentage
0-12 months	0	0%
1-2 years	2	6%
3-5 years	2	6%
More than 5 years	35	90%
Total	39	100%

Source: ANA 2017

Table 9.7 How long intend to stay

	Number	Percentage
0-12 months	0	0%
1-2 years	0	0%
3-5 years	0	0%
More than 5 years	13	33%
Do not intend to move	22	56%
Don't know	4	11%
Total	39	100%

Source: ANA 2017

Table 9.8 Satisfaction with mooring

	Number	Percentage
Satisfied	15	38%
Neither satisfied or dissatisfied	22	56%
Dissatisfied	2	6%
Total	39	100%

Source: ANA 2017

Table 9.9 Rating of site location

	Number	Percentage
Very good	32	82%
Good	5	12%
Neither good nor bad	2	6%
Total	39	100%

Source: ANA 2017

Table 9.10 Access to appliances		
	Number	Percentage
Fuel heating (diesel/logs)	39	100%
Fridge	28	71%
Cooker	26	68%
Water heater (gas)	15	38%
Gas heating	2	6%
Electric heating	2	6%
Oil heating	2	6%

Source: ANA 2017

Table 9.11 Sanitary facilities		
	Number	Percentage
Sink	34	88%
Shower	34	88%
Pump out lavatory	31	79%
Basin	31	79%
Bath	30	76%
Chemical lavatory	6	15%
Macerator	2	6%

Source: ANA 2017

## Services, health, education and employment

- 9.12 The preferred methods of gaining information about services was through the internet (31%), email or text (26%), or newsletter (21%) with few stating visiting the yard (11%), write (6%), or word of mouth (5%). Compared with Gypsies, Travellers and Travelling Showpeople relatively few people (5%) residing on boats had reported that they had experienced discrimination.
- 9.13 In relation to accessing health services all families were registered with a local doctor. Health issues reported by households included a long-term illness (18%), physical disability (12%), problems due to old age (6%), and learning disability (6%). None of the surveyed families contained school age children.
- 9.14 The employment status of respondents varied although almost two thirds (65%) described themselves as self-employed, and over a fifth (21%) retired. Fewer respondents were employed part-time (6%) or full-time (6%). The employment status of respondent partners was similar with almost three fifths (57%) describing themselves as self-employed, almost a third (30%) as retired, and around an eighth (13%) were employed full-time.

Table 9.12 Information about services

	Number	Percentage
Internet	22	31%
Email/Text	18	26%
Newsletter	15	21%
Visit	8	11%
Write	5	6%
Word of mouth	3	5%
Total	71	100%

Source: ANA 2017

Table 9.13 Perceived to have been discriminated against

	Number	Percentage
Yes	2	5%
No	37	95%
Total	39	100%

Source: ANA 2017

Table 9.14 Report discrimination

	Number	Percentage
Yes	0	0%
No	2	100%
Total	2	100%

Source: ANA 2017

Table 9.15 Registered with a GP

	Number	Percentage
Yes	39	100%
No	0	0%
Total	34	100%

Source: ANA 2017

Table 9.16 Health issues

	Number	Percentage
Long-term illness	7	18%
Physical disability	5	12%
Problems due to old age	2	6%
Learning disability	2	6%

Source: ANA 2017

Table 9.17 School age children in family		
	Number	Percentage
Yes	0	0%
No	39	100%
Total	39	100%

Source: ANA 2017

Table 9.18 Employment status		
	Number	Percentage
Self-employed	25	65%
Retired	8	21%
Employed part-time	2	6%
Employed full-time	2	6%
Total	39	100%

Source: ANA 2017

Table 9.19 Partner's employment status		
	Number	Percentage
Self-employed	20	57%
Retired	10	30%
Employed full-time	5	13%
Total	35	100%

Source: ANA 2017

## Travelling

- 9.15 Very few (12%) of households stated that they had travelled by boat during the last 12 months. Households only travelled during the summer months. The main reason for travelling was for holidaying (100%). All stated that they get to keep their main mooring when they travel.
- 9.16 The survey asked whether the families intend to stop travelling in the future. Almost a third (32%) stated that they had already stopped travelling, whilst a small proportion (6%) stated that they intend to do so in the future. However, a large proportion (62%) stated they did not know if they intend to stop travelling. The reasons for stopping travelling included health or support needs (38%), age or too old (38%), or because they reside on a permanent mooring (24%) and no longer travel.

Table 9.20 Travelled in last 12 months in a boat

	Number	Percentage
Yes	5	12%
No	35	88%
Total	39	100%

Source: ANA 2017

Table 9.21 When travelled during last 12 months

	Number	Percentage
Summer	5	100%
Spring	0	0%
Autumn	0	0%
Winter	0	0%

Source: ANA 2017

Table 9.22 Reasons for travelling

	Number	Percentage
Holidays	5	100%
Work	0	0%
Visit family/friends	0	0%
Events	0	0%

Source: ANA 2017

Table 9.23 When travel get to keep main mooring

	Number	Percentage
Yes	5	100%
No	0	0%
Total	5	100%

Source: ANA 2017

Table 9.24 Will ever stop travelling

	Number	Percentage
Yes	2	6%
No	0	0%
Don't know	24	62%
Already stopped	13	32%
Total	39	100%

Source: ANA 2017

Table 9.25 Main reasons for stopping travelling		
	Number	Percentage
Health/support needs	5	38%
Age/too old	5	38%
Permanent Mooring	3	24%
Total	13	100%

Source: ANA 2017

### Accommodation Provision

- 9.17 The commitment of families to remaining on existing moorings is reflected in the fact that most families have lived on respective moorings for more than 5 years and do not intend to move in the future. All families regard their current accommodation as their main home.
- 9.18 Suffolk Coastal has two yards which have both permanent residential moorings and general moorings. There are 8 permanent residential moorings on each yard. On one, the owners of the yard live in a house adjacent to the yard.
- 9.19 The majority of moorings identified in Babergh are located at Pin Mill.

### Current accommodation supply

- 9.20 Almost two thirds (65%) of surveyed households stated that they consider that there is a need for more moorings in the local area. Some commented on how there are individuals and families who have had to move out of the area due to limited available residential moorings. Some also commented on their own current and future needs.
- 9.21 Over half (53%) of households stated that there is a need for more transit moorings in the local area. Almost a fifth (18%) of households stated that they had contained someone who had moved away due to lack of moorings. Two thirds (67%) had moved outside the study area whilst a third (33%) had remained in the local authority area. All stated that the family member would move back if moorings were available.
- 9.22 Over a third (35%) of households stated that they would like to develop a mooring, although only a third (33%) of those households stated they are able to buy or develop a mooring. Also, only a small proportion (13%) stated that their current yard has capacity to expand. One yard in Suffolk Coastal is considering expanding their yard, which would include more spaces for permanent residential moorings. Most respondents expressed concerns about the yards where they live expanding. The moorings visited in Babergh appear, from observations, to be unable to expand. Both yards in Suffolk Coastal have a waiting list of at least 5 prospective residents.

Table 9.26 Need for more moorings in the area

	Number	Percentage
Yes	25	65%
No	14	35%
Don't know	0	0%
Total	39	100%

Source: ANA 2017

Table 9.27 Need for transit spaces for in the area

	Number	Percentage
Yes	21	53%
No	16	41%
Don't know	2	6%
Total	39	100%

Source: ANA 2017

Table 9.28 Family moved out of area due to lack of moorings

	Number	Percentage
Yes	7	18%
No	32	82%
Total	39	100%

Source: ANA 2017

Table 9.29 Where did they move

	Number	Percentage
Within area	2	33%
Elsewhere	5	67%
Total	7	100%

Source: ANA 2017

Table 9.30 Would they move back

	Number	Percentage
Yes	7	100%
No	0	0%
Don't know	0	0%
Total	7	100%

Source: ANA 2017

Table 9.31 Would you like to develop a mooring		
	Number	Percentage
Yes	14	35%
No	25	65%
Total	39	100%

Source: ANA 2017

Table 9.32 Are you able to buy/develop a mooring		
	Number	Percentage
Yes	5	33%
No	7	50%
Don't know	2	17%
Total	14	100%

Source: ANA 2017

Table 9.33 Could current mooring yard be expanded		
	Number	Percentage
Yes	5	13%
No	29	74%
Don't know	5	13%
Total	39	100%

Source: ANA 2017

### Current accommodation need

9.23 According to survey responses 7 (18%) households need to move within the next 5 years. The reasons cited as to why they need to move included health and age issues (43%), not enough space on the current yard (33%), and the need to reside in a place with better conditions (33%). A third (33%) of families wanting to move stated they would prefer to reside on another mooring, and a third (33%) in a house, whilst the remaining third (33%) did not know. Over half of families (57%) wanting to move would prefer to remain in the local area, whilst just under half (43%) did not know.

Table 9.34 Need/likely to move to a different home within next 5 years		
	Number	Percentage
Yes	7	18%
No	32	82%
Total	39	100%

Source: ANA 2017

Table 9.35 Reasons for wanting to move to a different home

	Number	Percentage
Health and Age	3	43%
Not enough space	2	29%
Better conditions	2	29%
Total	7	100%

Source: ANA 2017

Table 9.36 Type of accommodation like to move to

	Number	Percentage
Another Mooring	2	33%
In a house	2	33%
Don't know	2	33%
Total	6	100%

Source: ANA 2017

Table 9.37 Where would you like to move to

	Number	Percentage
Within the local area	4	57%
Don't know	3	43%
Total	7	100%

Source: ANA 2017

## Future need

9.24 The survey asked if households contained any people who may require separate accommodation within the next 5 years. This question helps to determine the extent of future accommodation needs deriving from existing households. It is important to note that although 'need' is the term used within the Act and the guidance, needs for those residing on boats may relate to lifestyle choice as well as need. However, the term has been used in this report for consistency with the Act and the guidance. 1 (8%) family contained 3 people who require separate accommodation in the next five years. One person (34%) requires separate accommodation now, and 2 persons (66%) within a year. All persons (100%) requiring separate accommodation would prefer to reside on a mooring with all (100%) wanting to remain in the local area.

Table 9.38 Household members need separate home within 5 years

	Number	Percentage
Yes	3	8%
No	36	92%
Total	39	100%

Source: ANA 2017

Table 9.39 How many separate accommodation needed within 5 years		
	Number	Percentage
1	1	34%
2	2	66%
3	0	0%
4	0	0%
Total	3	100%

Source: ANA 2017

Table 9.40 When separate homes needed within 5 years		
	Number	Percentage
Now	1	34%
Within a year	2	66%
1-2 years	0	0%
3-5 years	0	0%
Total	3	100%

Source: ANA 2017

Table 9.41 Which type of accommodation would they prefer		
	Number	Percentage
A mooring	3	100%
Don't know	0	0%
Total	3	100%

Source: ANA 2017

Table 9.42 Where would they prefer to reside		
	Number	Percentage
Within the local area	3	100%
Elsewhere in the study area	0	0%
Outside the study area	0	0%
Total	3	100%

Source: ANA 2017

## Summary

9.25 This chapter has provided both quantitative and qualitative data regarding key characteristics of respondent households residing on permanent residential moorings. All respondents described themselves as White British although two also referred to themselves as Bargees. Unlike Gypsy, Traveller and Travelling Showpeople households, the surveyed boat dwelling families tended to be smaller than the national average. This is because they tended to consist of older couples with no dependent children. Importantly, the survey suggested longevity of tenure with most of the families having lived on the residential moorings for more than five years, and most not intending to move in the future.

- 9.26 Satisfaction with moorings varied with nearly two fifths (38%) stating they were satisfied compared with over half (56%) who were neither satisfied nor dissatisfied and a few (6%) who were dissatisfied. A high proportion of residents on all moorings reported that they have access to facilities such as heating, fridges or cookers. Similarly, most reported to have access to sanitary facilities such as sinks, showers, lavatories and basins.
- 9.27 Compared with Gypsy, Traveller and Travelling Showpeople households, few boat dwellers perceived that they had experienced discrimination. All families were registered with a local doctor and none had been refused access to a GP. Some households reported health issues such as a long-term illness, physical disability, problems due to old age, or learning disability. None of the families contained school age children. Boat dwellers were most likely to be self-employed or retired.
- 9.28 Almost all respondents stated that they had not travelled during the last 12 months in a boat. Those that did were likely to travel during the summer months with the main reason being holidaying. A number of households had permanently ceased travelling, due to health issues, age and having a permanent mooring.
- 9.29 A large proportion of boat dwelling households stated they there are too few permanent and transit moorings in the local area. Almost a fifth of households stated that they had contained someone who had moved away due to lack of moorings. Whilst a third of households stated that they would like to buy or develop a mooring, relatively few stated that they are able to do so due to lack of financial means and lack of awareness of potential places to develop moorings. Also, few moorings appear capable of being expanded. Finally, around a sixth of households need to move within the next 5 years mainly due to age and health reasons or not enough space. Similarly, the households surveyed contain 6 persons who require separate accommodation in the next 5 years.
- 9.30 Of relevance, discussions with those residing in houseboats revealed that they are generally primarily doing so as a 'way of life' rather than because of financial reasons.

## 10. Boat dwellers accommodation need

### Introduction

- 10.1 The need for permanent residential moorings in the study area is assessed according to a 14-step process, based on the model suggested in DCLG (2007) guidance and supplemented by data provided by the local authorities. Whilst this guidance relates specifically to assessing needs for Gypsy and Traveller accommodation, it is considered appropriate for assessing needs for houseboats. The results of this are shown in the tables below, while the subsequent section contains explanations of the sourcing and calculation of figures for each step. It should be noted that whilst those residing on boats appear to be doing so as a 'way of life', the term 'need' is used within this analysis as this reflects the terminology contained in the Housing and Planning Act and the Guidance.
- 10.2 It should be noted that the analysis is based upon those houseboats that it was possible to identify. It is possible that additional boats are being used as dwellings (either authorised or unauthorised), and that there may therefore be additional need arising from these. The local authorities may therefore wish to update the need calculations as and when additional information becomes available.

### Requirement for residential moorings 2016-2021: summary<sup>39</sup>

- 10.3 The need for additional residential moorings in the study area is assessed according to a 14-step process, based on the model suggested in DCLG (2007) guidance and supplemented by data and information provided by the local authorities. Whilst the guidance related to Gypsies and Travellers, and Travelling Showpeople, it is appropriate to use it for assessing the need for moorings because of the similar accommodation issues and needs boat dwellers experience. The calculations are based on surveys and secondary data. The results are shown in Table 10.1 below, while the subsequent section contains explanations of the sourcing and calculation of figures for each step. The overall need for the period 2016-2021 is for 17 additional moorings throughout the study area.

---

<sup>39</sup> Due to rounding column totals may differ slightly from row totals

Table 10.1 Estimate of the need for Permanent Residential Moorings 2016-2021	
1) Current identified permanent residential moorings	39
<i>Current residential supply</i>	
2) Number of unused residential plots available	0
3) Number of existing permanent residential moorings expected to become vacant through mortality 2016-2021	2
4) Number of family units on permanent residential moorings expected to leave the study area in next 5 years	0
5) Number of family units on permanent residential moorings expected to move into housing in next 5 years	2
6) Residential permanent residential moorings planned to be built or to be brought back into use 2016-2021	0
7) Less permanent residential moorings with temporary planning permission	0
Total Supply	4
<i>Current residential need: Moorings</i>	
8) Family units (permanent residential moorings) seeking permanent residential moorings in the area, 2016-2021, excluding those already counted as moving due to overcrowding in step 12	7
9) Family units identified on unauthorised moorings requiring permanent residential moorings in the area	0
10) Family units identified on unauthorised developments requiring residential permanent residential moorings in the area	0
11) Family units currently overcrowded on permanent residential moorings seeking residential permanent residential moorings in the area, excluding those containing an emerging family unit	0
12) New family units expected to arrive from elsewhere	10
13) New family formations expected to arise from within existing family units	4
14) New family units from waiting lists	10
Total Need	21
<i>Balance of Need and Supply</i>	
<b>Total Additional Permanent Residential Moorings Requirement</b>	<b>17</b>
Annualised Additional Permanent Residential Moorings Requirement	3

Source: ANA 2017

### Requirement for permanent residential moorings 2016-2021: steps of the calculation

10.4 Determining the accommodation needs of boat dwellers uses the same process as determining the accommodation needs of Gypsies and Travellers and Travelling Showpeople (although population sizes are much smaller). The following sections show the steps of the boat dwellers accommodation needs calculations.

### Supply of moorings 2016-2021

#### Step 1: Current permanent residential moorings

10.5 Based on information obtained through this study a total of 39 permanent residential moorings were identified in the study area. These permanent residential moorings are occupied by families on five boat yards; 21 in Babergh (based on Council Tax data and surveys), 16 in Suffolk Coastal and 2 in Waveney (based on council data and consultation with boat yard owners). There are other boat yards across the study area, but according to the yard managers, owners, and other stakeholders, these are for holiday and seasonal use rather than permanent residential use.

**Step 2: Number of unused permanent residential moorings available**

10.6 According to the survey data there are currently no vacant permanent residential moorings on authorised yards in the study area.

**Step 3: Number of existing moorings expected to become vacant, 2016-2021**

10.7 This is calculated using mortality rates as applied in conventional Housing Needs Assessments. However, the figures for mortality have been increased in accordance with studies of Gypsy and Traveller communities suggesting a life expectancy approximately 10 years lower than that of the general population.<sup>40</sup>

**Step 4: Number of family units on permanent residential moorings expressing a desire to leave the study area**

10.8 The percentage for assessment is 0%, based upon the survey findings.

**Step 5: Number of family units on permanent residential moorings expressing a desire to live in housing**

10.9 This was determined by survey data. It was assumed that all those currently living on yards planning to move into housing in the next five years (step 5), or preferring to move into housing from an overcrowded mooring (step 11), would be able to do so. A supply of 2 moorings were expected from this source.

**Step 6: Permanent residential moorings planned to be built or brought back into use, 2016-2021**

10.10 This is determined by local authority data. There are 0 new moorings expected to be built or brought back into use during the period 2016-2021.

**Step 7: Permanent residential moorings with temporary planning permission**

10.11 This is determined by local authority data. It is assumed families living on moorings whose planning permission expires within the period 2016-2021 will still require accommodation within the study area. There are currently 0 moorings identified with temporary planning permission located in the study area.

**Need for permanent residential moorings 2016-2021**

**Step 8: Family units on permanent residential moorings seeking permanent residential moorings in the study area 2016-2021**

10.12 Guidance suggests that those moving from mooring to mooring should be included in the need section. Based on survey data it is estimated that 17.5% of families seek to move within the study area.

---

<sup>40</sup> E.g. L. Crout, *Traveller health care project: Facilitating access to the NHS*, Walsall Health Authority, 1987. NB: For Travelling Showpeople, the standard mortality rate is used.

10.13 This category of need overlaps with those moving due to overcrowding, counted in step 12, and so any family units which are both overcrowded and seeking accommodation are deducted from this total. This generates a total need of 7 moorings in the study area.

**Step 9: Family units on unauthorised moorings seeking permanent residential moorings in the area**

10.14 Guidance (DCLG 2007) indicates that it should be considered whether alternative accommodation is required for families living on unauthorised moorings (moorings without permission). It is assumed that those families who are consistently moving around the study area are in need of permanent accommodation. It was not possible through this assessment to identify whether moorings in the study area were unauthorised, so a need for 0 moorings is identified as arising from this source. However, where moorings are unauthorised, the authorities will need to amend the needs figures accordingly.

**Step 10: Family units on unauthorised developments seeking permanent residential moorings in the area**

10.15 The guidance indicates that the accommodation needs of families living on unauthorised development (a mooring without planning permission). It was not possible through this assessment to identify whether moorings in the study area were unauthorised development, so a need for 0 moorings is identified as arising from this source. However, where moorings are unauthorised developments, the authorities will need to amend the needs figures accordingly.

**Step 11: Family units on overcrowded permanent residential moorings seeking residential moorings in the area**

10.16 Guidance indicates that those on overcrowded moorings should be provided with moorings of an adequate size. Households which also contain a newly formed family unit that has not yet left are excluded. This is because it is assumed that once the extra family unit leaves (included in the need figures in step 13) their accommodation will no longer be overcrowded. The surveys suggest that there is a need for 0 moorings in the study area to resolve overcrowding over the period 2016-2021.

**Step 12: New family units expected to arrive from elsewhere**

10.17 In the absence of any data derivable from secondary sources on the moving intentions of those outside the study area, it is assumed that the inflow of boat dwellers into the area will be equivalent to the outflow i.e. net 0 moorings over the period 2016-21 (based on 0%).

**Step 13: New family formations expected to arise from within existing family units on permanent residential moorings**

10.18 Allowing for those planning to leave the area, and for estimated rates of marriages to boat dwellers, it is thought that this will result in the formation of 3 new households requiring residential moorings during 2016-2021 (primarily for adult children).

**Step 14: New family units on site waiting list**

10.19 From consultation with site owners and managers, most of the sites do not use waiting lists. However, there are 10 families on waiting lists in the Suffolk Coastal area. This results in a need of 10 moorings.

**Requirements for residential moorings 2021-2036**

10.20 Similar to estimating future pitch need, the assessment estimates the future permanent residential moorings provision for the period 2021-2036. The same factors used to determine the future accommodation needs of Gypsies and Travellers is applied to boat dwellers including an average annual family growth rate of 2% (equating to 10.4% over a five-year period). Future 5-year period mortality rates are projected to be the same as those for 2016-2021. Movement into and out of the study area is also assumed to continue at the 2016-2021 rate (0%). Table 10.2 shows the estimated need for residential plots for the period 2021-26, whilst Table 10.3 summarises plot needs for the period 2016-2036.

Table 10.2 Estimate of the need for permanent residential moorings 2021-2026	
<i>Moorings as at 2021</i>	
1) Estimated permanent residential moorings occupied by boat dwellers	56
<i>Supply of permanent residential moorings</i>	
2) Plots expected to become vacant due to mortality 2021-2026	1
3) Number of family units on permanent residential moorings expected to move out of the study area 2021-2026	0
Total Supply	1
<i>Need for permanent residential moorings</i>	
4) Family units moving into the study area (100% of outflow)	0
5) Newly forming family units	4
Total Need	4
<i>Additional Need</i>	
Total additional permanent residential moorings requirement, 2021-2026	3
Annualised additional permanent residential moorings requirement	0.7

Source: ANA 2017

**Summary**

10.21 Table 10.3 summarises the number of permanent residential moorings, required over the period 2016-36. It shows that a further 28 permanent residential moorings are needed over twenty years throughout the study area.

Table 10.3: Summary of permanent residential moorings needs 2016-36					
Period	2016-2021	2021-26	2026-2031	2031-2036	Total
Babergh	4	2	2	2	10
Ipswich	0	0	0	0	0
M. Suffolk	0	0	0	0	0
S. Coastal	13	1	1	2	17
Waveney	0	0	1	0	1
Total	17	3	4	4	28

Source: ANA 2017

# 11. Conclusions on the evidence

## Introduction

- 11.1 This final chapter draws conclusions from the evidence. It then makes a series of recommendations relating to meeting the identified need for new pitches, plots and moorings, site management and facilities, and recording and monitoring processes.
- 11.2 The chapter begins by presenting an overview of the policy changes, followed by review of the needs and facilitating the needs of Gypsy and Traveller sites and Travelling Showpeople, then the needs and facilitating of needs for boat dwellers and then concludes with key recommendations.

## Policy Changes

- 11.3 As noted in Chapter 1, in 2012 the Coalition Government brought about new statutory guidance regarding Gypsy and Traveller accommodation. This built on earlier commitments to strengthen measures to ensure fair and equal treatment for Gypsies and Travellers in a way that facilitates the traditional and nomadic way of life of travellers while respecting the interests of the settled community.
- 11.4 The new planning policy gave councils the freedom and responsibility to determine the right level of Gypsy and Traveller site and Travelling Showpeople plot provision in their area, in consultation with local communities and based on sound evidence such as ANAs. It sat within a broader package of reforms such as the abolition of the previous Government's Regional Strategies and the return of planning powers to councils and communities.
- 11.5 In August 2015 the DCLG published 'Planning Policy for Traveller Sites' (including Travelling Showpeople yards). It states that for the purposes of planning policy "gypsies and travellers" means:

*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.*

- 11.6 *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.

11.7 For the purposes of planning policy, “travelling showpeople” means:

*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.*

11.8 The accommodation needs calculations undertaken as part of this ANA were based on analysis of both secondary data and primary surveys with Gypsy, Traveller, Travelling Showpeople and boat dweller households.

11.9 In March 2016 the Department of Communities and Local Government (DCLG) published its draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats. It states that when considering the need for caravans and houseboats local authorities will need to include the needs of a variety of residents in differing circumstances including, for example caravan and houseboat dwelling households and households residing in bricks and mortar dwelling households.

11.10 Importantly, according to correspondence between *RRR Consultancy Ltd* and DCLG (27 October 2016), the DCLG stated that it is for local housing authorities to assess and understand the accommodation needs of people who reside in or resort to the area with respect to the provision of caravan sites or houseboats. Also, DCLG confirmed that the term ‘houseboat’ is defined elsewhere in legislation and not within the DCLG Guidance.

## New provision

11.11 Table 11.1 summarises the results from Chapters 6 and 8 and 10:

Table 11.1: Summary of accommodation needs 2016-36			
Period	G&T Pitches	TS Plots	Moorings
Total 2016-21	32 (49) *	6 (7)*	17
Total 2021-26	12	1	3
Total 2026-31	14	1	4
Total 2031-36	15	1	4
<b>Total 2016-36</b>	<b>73 (90) *</b>	<b>9 (10)*</b>	<b>28</b>

Source: ANA 2017

(\* Need resulting from issues with supply)

11.12 The main drivers of need are from newly forming families from existing households, families residing on overcrowded pitches / plots / moorings, families living on unauthorised

provision, and psychological aversion of households living in bricks and mortar accommodation (in relation to Gypsies and Travellers).

- 11.13 New accommodation provision for Gypsies and Travellers and Travelling Showpeople may need to accommodate larger families. Similarly, there may be a requirement for space to accommodate trailers and caravans, and particularly in relation to Travelling Showpeople, space for storage and maintenance of work equipment. Also, it is important to acknowledge the cultural sensitivities involved in allocating housing to Gypsy and Traveller and Travelling Showpeople families. For example, allocating housing without access to open space may negatively impact on re-housed families' satisfaction with accommodation.
- 11.14 In relation to boat dwellers, there might be need for more than one boat on a mooring space (one to live on, and one for travel). They also need access to space on land for other facilities (including amenities such as electrics, water and pumping out facilities, and parking for cars etc). It was not possible to identify with certainty all of the existing families residing on houseboats, but the assessment has provided an indication of the level of need and has usefully identified the general circumstances of those residing on houseboats.

### **Facilitating new provision**

- 11.15 A key issue remains the facilitation of new sites / yards / moorings. Over the last 10 years most new provision within the study area consisted of privately owned sites, yards and moorings. Most households on sites and yards stated that they preferred small family sites / yards, while most boat dwellers do not mind residing on larger boat yards.
- 11.16 Analysis of current provision of Travelling Showpeople yards (see Chapter 7) suggests that the majority of current authorised, permanent provision within the study area is privately owned whilst there are no publically owned yards. As with other accommodation needs assessments undertaken by *RRR consultancy Ltd*, this ANA has concluded that most Travelling Showpeople families would prefer to reside on privately-owned family-sized yards, and that those who are unable to purchase land would still prefer to live on small yards.
- 11.17 The yard in Suffolk Coastal could consider increasing their existing provision on their existing yard. In relation to most of the yards in Mid Suffolk, they have less space to expand, so alternative land is most likely needed. As Travelling Showpeople primarily live on their own family sites or small rental yards, they are unlikely to move to public owned yards, the councils will not be expected to provide yards, but aid families when they enquire about appropriate land and through the planning process.
- 11.18 As in the case of Travelling Showpeople, analysis of current provision of Gypsy and Travellers sites (see Chapter 5) suggests that the majority of current authorised, permanent provision within the study area is privately owned, whilst there are only 2 publically owned sites. As with other accommodation needs assessments undertaken by *RRR consultancy Ltd*, this ANA has concluded that most Gypsy and Traveller families would prefer to reside

on privately-owned family-sized sites, and that those who are unable to purchase land would still prefer to live on small sites.

- 11.19 The difference between current local public and private provision is due to several factors. One factor is that, as acknowledged by stakeholders (see Chapter 4), the development process including the acquisition of land is too expensive and complex for most Gypsy and Traveller families. Another factor is that there has been a lack of finance for the development of publically owned sites for a number of years. Given current financial constraints on public expenditure, it is unlikely that this situation will change in coming years. Some accommodation need can be addressed by expanding existing sites (private sites rather than public sites). Further need could also be met by considering granting planning permission to occupiers residing on unauthorised developments. For example, authorisation of one of the unauthorised developments in Suffolk Coastal would address the needs in the local authority. This might require the council purchasing the land and granting planning permission, but as the site would be occupied by current occupants who are primarily self-sufficient, would not require further costs placed on the council. The council could rent or lease the site to the current occupants.
- 11.20 The local authorities could also consider sites developed on a cooperative basis, shared ownership, or small sites owned by a local authority, but rented to an extended Gypsy or Traveller family for their own use. These options might involve the families carrying out physical development of the site (self-build) with the land owner providing the land on affordable terms. Local councils might develop such initiatives or in partnership with Registered Providers. Local authorities could jointly examine their Strategic Housing and Employment Land Availability Assessments (SHELAAAs) to identify suitable locations.
- 11.21 For example, Bristol City Council (2009) considered various options for facilitating new sites including: only purchasing land for self-build projects; purchasing land and providing infrastructure such as drains and electricity supply and/or making finance available for materials; providing pre-built pitches which are available to buy using shared- or part-ownership options.
- 11.22 Another example is South Somerset District Council which has been exploring, in consultation with local travellers, ideas such as site acquisition funds; loans for private site provision through Community Development Financial Institutions; and joint ventures with members of the Gypsy and Traveller community<sup>41</sup>.

---

<sup>41</sup> *A Big or Divided Society?* Interim Recommendations and Report of the Panel Review into the Impact of the Localism Bill and Coalition Government Policy on Gypsies and Travellers.

## The location of provision

- 11.23 Stakeholder comments suggested that smaller sites are preferred by Gypsy and Traveller and Travelling Showpeople households due to better management and maintenance of sites / yards and feeling safer, and that boat dwellers prefer residential mooring yards due to better access to utilities and facilities. Ongoing monitoring of site / plot / mooring provision and vacant provisions should be undertaken by the local authorities alongside discussions with Gypsies, Travellers, Travelling Showpeople and boat dwellers to ensure that any additional need that may arise is identified. The precise location (along with design and facilities) will, however, need to be drawn up in consultation with Gypsies, Travellers, Travelling Showpeople and boat dwellers to ensure the extra provision meets their needs.
- 11.24 Ensuring that new sites / plots / moorings are located in a safe environment is important although the impact of land costs on determining feasibility must also be considered. The settled community neighbouring the sites / plots / moorings should also be involved in the consultation from an early stage. There may be scope for expanding existing sites / yards and boat yards to meet some arising need. However, in relation to Gypsies and Travellers, the preference is for smaller sites / plots which tend to be easier to manage.
- 11.25 In terms of identifying broad locations for new permanent sites / yards / moorings, there are a number of factors which could be considered including:

### *Costs*

- How do land costs impact on feasibility i.e. is it affordable?
- Implementation of services – is it possible for the new site to connect to nearby mains services e.g. electricity, gas, water or sewerage?
- Can good drainage be ensured on the new provision?

### *Social*

- Does the proposed location of the new provision lie within a reasonable distance of school catchment areas?
- Sustainability – is the proposed location close to existing bus routes?
- Proximity of social and leisure services – is the proposed location close to leisure facilities such as sports centres, cinemas etc. or welfare services such as health and social services etc.

### *Availability*

- Who owns the land and are they willing to sell / rent?
- Is access easy or will easements across other land be needed both for residents and services/utilities?
- Are utilities close enough to service the provision at realistic prices?

### *Deliverability*

- Does the proposed location meet existing general planning policy in terms of residential use, (for example in relation to flooding and the historic and natural environment)?

- Can the owner sell the land easily and quickly?
- Can utilities connect to the proposed provision?
- Can highways connect to the proposed provision?

11.26 Considering the evidence gathered throughout the ANA, it is likely that the key factors determining new provision in the study area are:

- The affordability of land suitable for the development of new sites and the cost of development
- The need to ensure that new provision is within reasonable travelling distance of social, welfare and cultural services
- The need to carefully consider the proximity of new provisions to existing provisions i.e. whether social tensions might arise if new provisions are located too close to existing provisions
- The sustainability of new provisions i.e. ensuring that they do not detrimentally impact on the local environment and do not place undue pressure on the local infrastructure

11.27 It is important that new provisions are located close to amenities such as shops, schools and health facilities and have good transport links. DCLG (2015) guidance suggests that local planning authorities should strictly limit new Gypsy and Traveller site development in the open countryside that is away from existing settlements or outside areas allocated in the development plan. Local planning authorities should ensure that sites in rural areas do not dominate the nearest settled community, and avoid placing an undue pressure on the local infrastructure.

11.28 It also states that when considering applications, local planning authorities should attach weight to the following matters:

- a. effective use of previously developed (brownfield), untidy or derelict land
- b. sites being well planned or soft landscaped in such a way as to positively enhance the environment and increase its openness
- c. promoting opportunities for healthy lifestyles, such as ensuring adequate landscaping and play areas for children
- d. not enclosing a site with so much hard landscaping, high walls or fences, that the impression may be given that the site and its occupants are deliberately isolated from the rest of the community

11.29 There may be families within the study area who would like to increase the number of pitches and plots and/or number of caravans allowed per pitch or plot on existing sites/yards. The consideration of expansion of sites with adequate space would contribute towards meeting existing need. Also, boat yard owners might also like to increase the

number of residential moorings allowed on their yard, and some yard owners currently with no residential moorings might consider having some.

11.30 Similarly, consideration could be given to whether it would be appropriate to grant planning permission for unauthorised sites in the study area.

11.31 In some instances it may be necessary for the identified need to be met outside of the local authority where it arises, and local planning authorities should work together under the Duty to Co-operate where this is the case.

### **The size of new provision**

11.32 DCLG (2008) guidance states that there is no one-size-fits-all measurement of a pitch as, in the case of the settled community, this depends on the size of individual families and their particular needs. However, they do suggest 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.

11.33 Based on previous and current DCLG guidance, it can be determined that a pitch of approximately 325 square metres would take into account all minimum separation distance guidance between caravans and pitch boundaries as stipulated in guidance and safety regulations for caravan development. A pitch size of at least 500 square metres would comfortably accommodate the following on-pitch facilities:

- Hard standing for 1 touring/mobile caravan and 1 static caravan
- 2 car parking spaces
- 1 amenity block
- Hard standing for storage shed and drying
- Garden/amenity area

11.34 If granting permission on an open plan basis, permission should be given on a pitch by pitch equivalent basis to the above. For example, an existing pitch which has enough space to accommodate a chalet structure, 2 touring caravans and 1 – 2 static caravans along with 4 parking spaces, 2 blocks etc., could be counted as 2 pitches even if based on an open plan basis on one structured pitch. However, this would need to be recorded for future monitoring.

11.35 In relation to plots, there is no set guidance. However, in addition to the guidance above, Travelling Showpeople also have need for adequate space to store and maintain large pieces of equipment (including lorries and fairground equipment).

11.36 As with plots, there are no set guidance, but mooring spaces need to consider space on land for access to facilities and amenities and car parking spaces, and enough space on moorings for a touring boat as well as a boat to live on. They also need to have safe and sufficient means to access boats from land.

## **Transit provision**

11.37 As noted in previous chapters, when Gypsy and Traveller families do stop in the area, they usually only stop for short periods of time. Transit provision alleviates the unauthorised encampments and all the negative publicity these always seem to bring with them. Through absence of negotiated agreements and transit sites where families visiting the area can automatically go to, local authorities are shifting the issues around the county, all of which leads to unnecessary costs to the council and other agencies (including police and courts), insecurity to the families, unnecessary disturbance to local community and unnecessary conflict between settled community and Gypsies and Travellers.

11.38 We recommend that all 5 authorities, through corporate agreement, set up a negotiated stopping places policy. They are pieces of land in temporary use as authorised short-term (less than 28 days) stopping places for all travelling communities. They may not require planning permission if they are in use for fewer than 28 days in a year. The requirements for emergency stopping places reflect the fact that the site will only be used for a proportion of the year and that individual households will normally only stay on the site for a few days.

11.39 We also recommend that the councils continue with work to address the transit need across the study area. We recommend that two to three sites are developed in the study area. They will address the larger scale and more long term unauthorised encampments, compared to the need that negotiated stopping places can address. They will also provide the police and other agencies with a place that they can relocate visiting families to, and for visiting families to be able to go directly to. This will therefore potentially limit conflict between the settled community, agencies and Gypsies and Travellers, and save the agencies and local authorities unnecessary expense.

## **Summary**

11.40 There is an overall need in the study area over the next twenty years of some 73 residential pitches for Gypsies and Travellers (90 based on alternative scenarios (see appendix 1)), 9 plots for Travelling Showpeople (10 based on alternative scenarios) (see appendix 1)), and 28 residential moorings. It is also recommended that each authority has a corporate policy in place to address negotiated stopping places for small scale transient encampments, and that at least 2 transit sites should be delivered within the study area (in accordance with the plans already being taken forward across the county).

11.41 Part of the research identified that there are pitches not occupied by Gypsies or Travellers. This highlights that there is growing demand across the study area for residential sites for non Gypsies and Travellers as well as Gypsies and Travellers. It is recommended that the

Councils collectively look into this demand further, in terms of why there is this demand and the extent of the demand (see appendix 1 for further information).

11.42 There are also 29 vacant Gypsy and Traveller pitches across the study areas. These impact on the needs figures as it is assumed these will meet the needs of Gypsy and Traveller families (see appendix 1 for further information).

11.43 The policy process that follows on from this research will also need to consider how the identified needs relating to Gypsies, Travellers, Travelling Showpeople and boat dwellers can be supported through the planning process. The study also highlighted a number of issues relating to the management and condition of provisions i.e. that smaller sites are easier to manage.

11.44 As well as quantifying accommodation need, the study also makes recommendations on key issues:

- In some instances it may be necessary for the identified need to be met outside of the local authority where it arises, and local planning authorities should work together under the Duty to Co-operate where this is the case.
- Develop a holistic vision for their work on Gypsies and Travellers, Travelling Showpeople yards and boat dwellers and embed it in Community and Homelessness Strategies, Local Plans and planning and reporting obligations under the Equality Act 2010.
- Provide regular training and workshop sessions with local authority and service provider employees (and elected members) help them to further understand the key issues facing the Gypsy and Traveller, Travelling Showpeople yards and boat dwellers communities.
- Formalise communication processes between relevant housing, planning and enforcement officers etc. in both the study area and neighbouring local authorities.
- Develop criteria and processes for determining the suitability of Gypsy and Traveller sites, Travelling Showpeople yards and boat dwellers residential moorings as indicated above.
- Review existing provision for opportunities for expansion where suitable and appropriate.
- In liaison with relevant enforcement agencies such as the police to develop a common approach to dealing with unauthorised encampments.
- Develop a common approach to recording unauthorised encampments which includes information such as location, type of location (e.g. roadside, park land etc.), number of caravans/vehicles involved, start date, end date, reason for unauthorised encampment (e.g. travelling through area, attending event, visiting family etc.), family name(s), and action taken (if any).
- Implement corporate policy to provide negotiated stopping arrangements to address unauthorised encampments for set periods of time at agreed locations.

- Along with other agencies to work together to continue and implement work already carried out to develop the 3 proposed transit sites.
- Encourage local housing authorities to include Gypsy and Traveller categories on ethnic monitoring forms to improve data on population numbers, particularly in housing.
- Better sharing of information between agencies which deal with the Gypsy and Traveller, Travelling Showpeople and boat dwellers communities.
- The population size and demographics of all three community groups can change rapidly. As such, their accommodation needs should be reviewed every 5 to 7 years.

# Appendix 1: Local Authority Needs Tables

## *Babergh (Gypsy and Traveller Pitches)*

Table A.1: Five year estimate of the need for permanent/residential site pitches (2016-2021)	
1) Current occupied permanent / residential site pitches	1
<b>Current residential supply</b>	
2) Number of unused residential pitches available	0
3) Number of existing pitches expected to become vacant through mortality 2016-2021	0
4) Number of family units on sites expected to leave the area in the next 5 years	0
5) Number of family units on sites expected to move into housing in the next 5 years	0
6) Residential pitches planned to be built or to be brought back into use 2016-2021	0
7) Less pitches with temporary planning permission	0
<b>Total Supply</b>	<b>0</b>
<b>Current residential need: Pitches</b>	
8) Family units (on pitches) seeking residential pitches in the area, 2016-2021, excluding those already counted as moving due to overcrowding in step 12	0
9) Family units on unauthorised encampments requiring residential pitches in the area	0
10) Family units on unauthorised developments requiring residential pitches in the area	0
11) Family units currently overcrowded on pitches seeking residential pitches in the area, excluding those containing an emerging family unit	0
12) New family units expected to arrive from elsewhere	0
13) New family formations expected to arise from within existing family units on sites	0
Total Need	0
<b>Current residential need: Housing</b>	
14) Family units in housing but with a psychological aversion to housed accommodation	0
Total Need	0
<b>Balance of Need and Supply</b>	
Total Need	0
Less total supply	0
<b>Total Additional Pitch Requirement</b>	<b>0</b>
Annualised Additional Pitch Requirement	0

Source: ANA 2017

Table A4: Twenty year summary (2016 – 2036)							
	Base Numbers	Additional need 2016-2021	Additional need 2021-2026	Additional need 2026-2031	Additional need 2031-2036	Additional need 2016-2036	Numbers as at 2036
Residential pitches	1	0	0	0	1	1	2

Source: ANA 2017

**Ipswich (Gypsy and Traveller Pitches)**

Table A.3: Five year estimate of the need for permanent/residential site pitches (2016-2021)	
1) Current occupied permanent / residential site pitches	39
<b>Current residential supply</b>	
2) Number of unused residential pitches available	5
3) Number of existing pitches expected to become vacant through mortality 2016-2021	1
4) Number of family units on sites expected to leave the area in the next 5 years	0
5) Number of family units on sites expected to move into housing in the next 5 years	2
6) Residential pitches planned to be built or to be brought back into use 2016-2021	0
7) Less pitches with temporary planning permission	0
<b>Total Supply</b>	<b>8</b>
<b>Current residential need: Pitches</b>	
8) Family units (on pitches) seeking residential pitches in the area, 2016-2021, excluding those already counted as moving due to overcrowding in step 12	7
9) Family units on unauthorised encampments requiring residential pitches in the area	0
10) Family units on unauthorised developments requiring residential pitches in the area	0
11) Family units currently overcrowded on pitches seeking residential pitches in the area, excluding those containing an emerging family unit	1
12) New family units expected to arrive from elsewhere	0
13) New family formations expected to arise from within existing family units on sites	9
<b>Total Need</b>	<b>17</b>
<b>Current residential need: Housing</b>	
14) Family units in housing but with a psychological aversion to housed accommodation	4
<b>Total Need</b>	<b>21</b>
<b>Balance of Need and Supply</b>	
<b>Total Need</b>	<b>21</b>
Less total supply	<b>8</b>
<b>Total Additional Pitch Requirement</b>	<b>13</b>
Annualised Additional Pitch Requirement	<b>3</b>

Source: ANA 2017

Table A4: Twenty year summary (2016 – 2036)							
	Base Numbers 2016	Additional need 2016- 2021	Additional need 2021- 2026	Additional need 2026- 2031	Additional need 2031- 2036	Additional need 2016-2036	Numbers as at 2036
Residential pitches	44	13	4	5	5	27	71

Source: ANA 2017

There are 39 occupied pitches and 5 vacant, which equals planning permission for 44.

## Mid Suffolk (Gypsy and Traveller Pitches)

Table A.7: Five year estimate of the need for permanent/residential site pitches (2016-2021)	
1) Current occupied permanent / residential site pitches	38
<b>Current residential supply</b>	
2) Number of unused residential pitches available	24
3) Number of existing pitches expected to become vacant through mortality 2016-2021	1
4) Number of family units on sites expected to leave the area in the next 5 years	0
5) Number of family units on sites expected to move into housing in the next 5 years	2
6) Residential pitches planned to be built or to be brought back into use 2016-2021	3
7) Less pitches with temporary planning permission	2
<b>Total Supply</b>	<b>28</b>
<b>Current residential need: Pitches</b>	
8) Family units (on pitches) seeking residential pitches in the area, 2016-2021, excluding those already counted as moving due to overcrowding in step 12	7
9) Family units on unauthorised encampments requiring residential pitches in the area	0
10) Family units on unauthorised developments requiring residential pitches in the area	0
11) Family units currently overcrowded on pitches seeking residential pitches in the area, excluding those containing an emerging family unit	1
12) New family units expected to arrive from elsewhere	0
13) New family formations expected to arise from within existing family units on sites	9
Total Need	17
<b>Current residential need: Housing</b>	
14) Family units in housing but with a psychological aversion to housed accommodation	6
Total Need	<b>23</b>
<b>Balance of Need and Supply</b>	
Total Need	<b>23</b>
Less total supply	<b>28</b>
<b>Total Additional Pitch Requirement</b>	<b>-5</b>
Annualised Additional Pitch Requirement	<b>-1</b>

Source: ANA 2017

Table A6: Twenty year summary (2016 – 2036)							
	Base Numbers 2016	Additional need 2016-2021	Additional need 2021-2026	Additional need 2026-2031	Additional need 2031-2036	Additional need 2016-2036	Numbers as at 2036
Residential pitches	62 (41)**	-5 (16) **	4	5	5	9 (30)**	74*

Source: ANA 2017

\*Includes the development of 3 potentials 2016-21

\*\*NB: The figures in brackets in the table above are based on a possible scenario of 21 pitches not being available. A site in Mid Suffolk is believed to have been sold. It includes 16 vacant and 5 occupied pitches at the time of the survey. It is possible that the site might not be available to Gypsies and Travellers and therefore may be removed from the supply and added to need. The other vacant pitches are likely to be occupied within the next five years, so continue to be included in the supply. There are other sites not included in supply as they are occupied by non Gypsies and Travellers. It is unlikely that these sites will ever be made available to Gypsies and Travellers.

Also, there is planning permission for a total of 62 pitches consisting of 38 occupied pitches and 24 vacant pitches, as well as 2 pitches with temporary planning permission. There are a further 2 sites with planning permission for Gypsies and Travellers, but which are not occupied by Gypsies and Travellers. These pitches are unlikely to be available to Gypsies and Travellers and are therefore not included in the supply or the alternative needs calculation.

## Suffolk Coastal (Gypsy and Traveller Pitches)

Table A.7: Five year estimate of the need for permanent/residential site pitches (2016-2021)	
1) Current occupied permanent / residential site pitches	0
<b>Current residential supply</b>	
2) Number of unused residential pitches available	0
3) Number of existing pitches expected to become vacant through mortality 2016-2021	0
4) Number of family units on sites expected to leave the area in the next 5 years	0
5) Number of family units on sites expected to move into housing in the next 5 years	0
6) Residential pitches planned to be built or to be brought back into use 2016-2021	0
7) Less pitches with temporary planning permission	0
<b>Total Supply</b>	<b>0</b>
<b>Current residential need: Pitches</b>	
8) Family units (on pitches) seeking residential pitches in the area, 2016-2021, excluding those already counted as moving due to overcrowding in step 12	0
9) Family units on unauthorised encampments requiring residential pitches in the area	0
10) Family units on unauthorised developments requiring residential pitches in the area	10
11) Family units currently overcrowded on pitches seeking residential pitches in the area, excluding those containing an emerging family unit	0
12) New family units expected to arrive from elsewhere	0
13) New family formations expected to arise from within existing family units on sites	2
<b>Total Need</b>	<b>12</b>
<b>Current residential need: Housing</b>	
14) Family units in housing but with a psychological aversion to housed accommodation	0
<b>Total Need</b>	<b>12</b>
<b>Balance of Need and Supply</b>	
<b>Total Need</b>	<b>12</b>
Less total supply	<b>0</b>
<b>Total Additional Pitch Requirement</b>	<b>12</b>
Annualised Additional Pitch Requirement	<b>2</b>

Source: ANA 2017

Table A8: Twenty year summary (2016 – 2036)							
	Base Numbers 2016	Additional need 2016-2021	Additional need 2021-2026	Additional need 2026-2031	Additional need 2031-2036	Additional need 2016-2036	Numbers as at 2036
Residential pitches	0	12	1	1	1	15	15

Source: ANA 2017

## Waveney (Gypsy and Traveller Pitches)

Table A.9: Five year estimate of the need for permanent/residential site pitches (2016-2021)	
1) Current occupied permanent / residential site pitches	24
<b>Current residential supply</b>	
2) Number of unused residential pitches available	0
3) Number of existing pitches expected to become vacant through mortality 2016-2021	1
4) Number of family units on sites expected to leave the area in the next 5 years	0
5) Number of family units on sites expected to move into housing in the next 5 years	1
6) Residential pitches planned to be built or to be brought back into use 2016-2021	0
7) Less pitches with temporary planning permission	0
<b>Total Supply</b>	<b>2</b>
<b>Current residential need: Pitches</b>	
8) Family units (on pitches) seeking residential pitches in the area, 2016-2021, excluding those already counted as moving due to overcrowding in step 12	4
9) Family units on unauthorised encampments requiring residential pitches in the area	0
10) Family units on unauthorised developments requiring residential pitches in the area	1
11) Family units currently overcrowded on pitches seeking residential pitches in the area, excluding those containing an emerging family unit	1
12) New family units expected to arrive from elsewhere	0
13) New family formations expected to arise from within existing family units on sites	6
Total Need	12
<b>Current residential need: Housing</b>	
14) Family units in housing but with a psychological aversion to housed accommodation	2
Total Need	14
<b>Balance of Need and Supply</b>	
Total Need	14
Less total supply	2
<b>Total Additional Pitch Requirement</b>	<b>12</b>
Annualised Additional Pitch Requirement	2

Source: ANA 2017

Table A10: Twenty year summary (2016 – 2036)							
	Base Numbers 2016	Additional need 2016- 2021	Additional need 2021- 2026	Additional need 2026- 2031	Additional need 2031- 2036	Additional need 2016-2036	Numbers as at 2036
Residential pitches	24 (28)*	12 (8)*	3	3	3	21 (17)*	45

Source: ANA 2017

\*NB: There are 4 pitches on a site currently occupied by non-Gypsy and Traveller families. The first need figures in table above assume that these pitches will not be available to Gypsy and Traveller families. The figures in brackets are based on the possibility that the 4 pitches may become available to Gypsy and Traveller families i.e. accommodation need would reduce by 4 pitches whilst supply would increase by 4 pitches.

**Babergh (Travelling Showpeople Plots)**

Table A.11: Five year estimate of the need for permanent/residential yard plots (2016-2021)	
1) Current occupied permanent / residential yard plots	0
<b>Current residential supply</b>	
2) Number of unused residential plots available	0
3) Number of existing plots expected to become vacant through mortality 2016-2021	0
4) Number of family units on yard expected to leave the area in the next 5 years	0
5) Number of family units on yards expected to move into housing in the next 5 years	0
6) Residential plots planned to be built or to be brought back into use 2016-2021	0
7) Less plots with temporary planning permission	0
<b>Total Supply</b>	<b>0</b>
<b>Current residential need: Plots</b>	
8) Family units (on plots) seeking residential pitches in the area, 2016-2021, excluding those already counted as moving due to overcrowding in step 12	0
9) Family units on unauthorised encampments requiring residential plots in the area	0
10) Family units on unauthorised developments requiring residential plots in the area	0
11) Family units currently overcrowded on pitches seeking residential plots in the area, excluding those containing an emerging family unit	0
12) New family units expected to arrive from elsewhere	0
13) New family formations expected to arise from within existing family units on yards	0
<b>Total Need</b>	<b>0</b>
<b>Balance of Need and Supply</b>	
Total Need	0
Less total supply	0
<b>Total Additional Plot Requirement</b>	<b>0</b>
Annualised Additional Plot Requirement	0

Source: ANA 2017

Table A12: Twenty year summary (2016 – 2036)							
	Base Numbers 2016	Additional need 2016- 2021	Additional need 2021- 2026	Additional need 2026- 2031	Additional need 2031- 2036	Additional need 2016-2036	Numbers as at 2036
Residential pitches	0	0	0	0	0	0 (0-0)	0

Source: ANA 2017

## Ipswich (Travelling Showpeople Plots)

Table A.13: Five year estimate of the need for permanent/residential yard plots (2016-2021)	
1) Current occupied permanent / residential yard plots	0
<b>Current residential supply</b>	
2) Number of unused residential plots available	0
3) Number of existing plots expected to become vacant through mortality 2016-2021	0
4) Number of family units on yard expected to leave the area in the next 5 years	0
5) Number of family units on yards expected to move into housing in the next 5 years	0
6) Residential plots planned to be built or to be brought back into use 2016-2021	0
7) Less plots with temporary planning permission	0
<b>Total Supply</b>	<b>0</b>
<b>Current residential need: Plots</b>	
8) Family units (on plots) seeking residential pitches in the area, 2016-2021, excluding those already counted as moving due to overcrowding in step 12	0
9) Family units on unauthorised encampments requiring residential plots in the area	0
10) Family units on unauthorised developments requiring residential plots in the area	0
11) Family units currently overcrowded on pitches seeking residential plots in the area, excluding those containing an emerging family unit	0
12) New family units expected to arrive from elsewhere	0
13) New family formations expected to arise from within existing family units on yards	0
<b>Total Need</b>	<b>0</b>
<b>Balance of Need and Supply</b>	
Total Need	<b>0</b>
Less total supply	<b>0</b>
<b>Total Additional Plot Requirement</b>	<b>0</b>
Annualised Additional Plot Requirement	<b>0</b>

Source: ANA 2017

Table A14: Twenty year summary (2016 – 2036)							
	Base Numbers 2016	Additional need 2016- 2021	Additional need 2021- 2026	Additional need 2026- 2031	Additional need 2031- 2036	Additional need 2016-2036	Numbers as at 2036
Residential plots	0	0	0	0	0	0	0

Source: ANA 2017

## Mid Suffolk (Travelling Showpeople Plots)

Table A.15: Five year estimate of the need for permanent/residential yard plots (2016-2021)	
1) Current occupied permanent / residential yard plots	6
<b>Current residential supply</b>	
2) Number of unused residential plots available	1
3) Number of existing plots expected to become vacant through mortality 2016-2021	0
4) Number of family units on yard expected to leave the area in the next 5 years	0
5) Number of family units on yards expected to move into housing in the next 5 years	0
6) Residential plots planned to be built or to be brought back into use 2016-2021	0
8) Less plots with temporary planning permission	0
<b>Total Supply</b>	<b>1</b>
<b>Current residential need: Plots</b>	
9) Family units (on plots) seeking residential pitches in the area, 2016-2021, excluding those already counted as moving due to overcrowding in step 12	1
10) Family units on unauthorised encampments requiring residential plots in the area	0
11) Family units on unauthorised developments requiring residential plots in the area	0
12) Family units currently overcrowded on pitches seeking residential plots in the area, excluding those containing an emerging family unit	0
13) New family units expected to arrive from elsewhere	0
14) New family formations expected to arise from within existing family units on yards	4
<b>Total Need</b>	<b>5</b>
<b>Balance of Need and Supply</b>	
Total Need	5
Less total supply	1
<b>Total Additional Plot Requirement</b>	<b>4</b>
Annualised Additional Plot Requirement	1

Source: ANA 2017

Table A16: Twenty year summary (2016 – 2036)							
	Base Numbers 2016	Additional need 2016- 2021	Additional need 2021- 2026	Additional need 2026- 2031	Additional need 2031- 2036	Additional need 2016-2036	Numbers as at 2036
Residential pitches	7 * (6)**	4 (5)**	1	1	1	7 (8)**	14

Source: ANA 2017

(\* 7 = 6 occupied and 1 vacant)

\*\* NB: the vacant plot might not address accommodation need as it is currently being used for storage by the owner. If it is not made available the plot needs will increase by 1 (a total need of 15 plots for the period 2016-2036).

## Suffolk Coastal (Travelling Showpeople Plots)

Table A.17: Five year estimate of the need for permanent/residential yard plots (2016-2021)	
1) Current occupied permanent / residential yard plots	2
<b>Current residential supply</b>	
2) Number of unused residential plots available	0
3) Number of existing plots expected to become vacant through mortality 2016-2021	0
4) Number of family units on yard expected to leave the area in the next 5 years	0
5) Number of family units on yards expected to move into housing in the next 5 years	0
6) Residential plots planned to be built or to be brought back into use 2016-2021	0
7) Less plots with temporary planning permission	0
<b>Total Supply</b>	<b>0</b>
<b>Current residential need: Plots</b>	
8) Family units (on plots) seeking residential pitches in the area, 2016-2021, excluding those already counted as moving due to overcrowding in step 12	1
9) Family units on unauthorised encampments requiring residential plots in the area	0
10) Family units on unauthorised developments requiring residential plots in the area	0
11) Family units currently overcrowded on pitches seeking residential plots in the area, excluding those containing an emerging family unit	0
12) New family units expected to arrive from elsewhere	0
13) New family formations expected to arise from within existing family units on yards	1
<b>Total Need</b>	<b>2</b>
<b>Balance of Need and Supply</b>	
Total Need	2
Less total supply	0
<b>Total Additional Plot Requirement</b>	<b>2</b>
Annualised Additional Plot Requirement	0

Source: ANA 2017

Table A18: Twenty year summary (2016 – 2036)							
	Base Numbers 2016	Additional need 2016- 2021	Additional need 2021- 2026	Additional need 2026- 2031	Additional need 2031- 2036	Additional need 2016-2036	Numbers as at 2036
Residential pitches	2	2	0	0	0	2	4

Source: ANA 2017

**Waveney (Travelling Showpeople Plots)**

Table A.19: Five year estimate of the need for permanent/residential yard plots (2016-2021)	
1) Current occupied permanent / residential yard plots	0
<b>Current residential supply</b>	
2) Number of unused residential plots available	0
3) Number of existing plots expected to become vacant through mortality 2016-2021	0
4) Number of family units on yard expected to leave the area in the next 5 years	0
5) Number of family units on yards expected to move into housing in the next 5 years	0
6) Residential plots planned to be built or to be brought back into use 2016-2021	0
7) Less plots with temporary planning permission	0
<b>Total Supply</b>	<b>0</b>
<b>Current residential need: Plots</b>	
8) Family units (on plots) seeking residential pitches in the area, 2016-2021, excluding those already counted as moving due to overcrowding in step 12	0
9) Family units on unauthorised encampments requiring residential plots in the area	0
10) Family units on unauthorised developments requiring residential plots in the area	0
11) Family units currently overcrowded on pitches seeking residential plots in the area, excluding those containing an emerging family unit	0
12) New family units expected to arrive from elsewhere	0
13) New family formations expected to arise from within existing family units on yards	0
<b>Total Need</b>	<b>0</b>
<b>Balance of Need and Supply</b>	
Total Need	0
Less total supply	0
<b>Total Additional Plot Requirement</b>	<b>0</b>
Annualised Additional Plot Requirement	0

Source: ANA 2017

Table A20: Twenty year summary (2016 – 2036)							
	Base Numbers 2016	Additional need 2016- 2021	Additional need 2021- 2026	Additional need 2026- 2031	Additional need 2031- 2036	Additional need 2016-2036	Numbers as at 2036
Residential pitches	0	0	0	0	0	0	0

Source: ANA 2017

## Babergh (Boat Moorings)

Table A.15: 5-year estimate of the need for permanent/residential yard moorings (2016-2021)	
1) Current identified occupied permanent / residential moorings	21
<b>Current residential supply</b>	
2) Number of unused residential moorings available	0
3) Number of existing moorings expected to become vacant through mortality 2016-2021	1
4) Number of family units on moorings expected to leave the area in the next 5 years	0
5) Number of family units on moorings expected to move into housing in the next 5 years	1
6) Residential moorings planned to be built or to be brought back into use 2016-2021	0
7) Less moorings with temporary planning permission	0
<b>Total Supply</b>	<b>2</b>
<b>Current residential need: Moorings</b>	
8) Family units (on moorings) seeking residential pitches in the area, 2016-2021, excluding those already counted as moving due to overcrowding in step 12	4
9) Family units identified on unauthorised encampments requiring residential moorings in the area	0
10) Family units identified on unauthorised developments requiring residential moorings in the area	0
11) Family units currently overcrowded on moorings seeking residential moorings in the area, excluding those containing an emerging family unit	0
12) New family units expected to arrive from elsewhere	0
13) New family formations expected to arise from within existing family units on moorings	2
14) New family units from waiting lists	0
<b>Total Need</b>	<b>6</b>
<b>Balance of Need and Supply</b>	
Total Need	6
Less total supply	2
<b>Total Additional Mooring Requirement</b>	<b>4</b>
Annualised Additional Mooring Requirement	1

Source: ANA 2017

Table A16: 20-year summary (2016 – 2036)							
	Base Numbers 2016	Additional need 2016- 2021	Additional need 2021- 2026	Additional need 2026- 2031	Additional need 2031- 2036	Additional need 2016-2036	Numbers as at 2036
Boat moorings	21	4	2	2	2	10	31

Source: ANA 2017

**Ipswich (Boat Moorings)**

Table A.13: 5-year estimate of the need for permanent/residential yard moorings (2016-2021)	
1) Current identified occupied permanent / residential moorings	0
<b>Current residential supply</b>	
2) Number of unused residential moorings available	0
3) Number of existing moorings expected to become vacant through mortality 2016-2021	0
4) Number of family units on moorings expected to leave the area in the next 5 years	0
5) Number of family units on moorings expected to move into housing in the next 5 years	0
6) Residential moorings planned to be built or to be brought back into use 2016-2021	0
7) Less moorings with temporary planning permission	0
<b>Total Supply</b>	<b>0</b>
<b>Current residential need: Moorings</b>	
8) Family units (on moorings) seeking residential pitches in the area, 2016-2021, excluding those already counted as moving due to overcrowding in step 12	0
9) Family units identified on unauthorised encampments requiring residential moorings in the area	0
10) Family units identified on unauthorised developments requiring residential moorings in the area	0
11) Family units currently overcrowded on moorings seeking residential moorings in the area, excluding those containing an emerging family unit	0
12) New family units expected to arrive from elsewhere	0
13) New family formations expected to arise from within existing family units on moorings	0
14) New family units from waiting lists	0
<b>Total Need</b>	<b>0</b>
<b>Balance of Need and Supply</b>	
Total Need	0
Less total supply	0
<b>Total Additional Mooring Requirement</b>	<b>0</b>
Annualised Additional Mooring Requirement	0

Source: ANA 2017

Table A14: 20-year summary (2016 – 2036)							
	Base Numbers 2016	Additional need 2016- 2021	Additional need 2021- 2026	Additional need 2026- 2031	Additional need 2031- 2036	Additional need 2016-2036	Numbers as at 2036
Boat moorings	0	0	0	0	0	0	0

Source: ANA 2017

## Mid Suffolk (Boat Moorings)

Table A.19: 5-year estimate of the need for permanent/residential yard moorings (2016-2021)	
1) Current identified occupied permanent / residential moorings	0
<b>Current residential supply</b>	
2) Number of unused residential moorings available	0
3) Number of existing moorings expected to become vacant through mortality 2016-2021	0
4) Number of family units on moorings expected to leave the area in the next 5 years	0
5) Number of family units on moorings expected to move into housing in the next 5 years	0
6) Residential moorings planned to be built or to be brought back into use 2016-2021	0
7) Less moorings with temporary planning permission	0
<b>Total Supply</b>	<b>0</b>
<b>Current residential need: Moorings</b>	
8) Family units (on moorings) seeking residential pitches in the area, 2016-2021, excluding those already counted as moving due to overcrowding in step 12	0
9) Family units identified on unauthorised encampments requiring residential moorings in the area	0
10) Family units identified on unauthorised developments requiring residential moorings in the area	0
11) Family units currently overcrowded on moorings seeking residential moorings in the area, excluding those containing an emerging family unit	0
12) New family units expected to arrive from elsewhere	0
13) New family formations expected to arise from within existing family units on moorings	0
14) New family units from waiting lists	0
<b>Total Need</b>	<b>0</b>
<b>Balance of Need and Supply</b>	
Total Need	0
Less total supply	0
<b>Total Additional Mooring Requirement</b>	<b>0</b>
Annualised Additional Mooring Requirement	0

Source: ANA 2017

Table A20: 20-year summary (2016 – 2036)							
	Base Numbers 2016	Additional need 2016- 2021	Additional need 2021- 2026	Additional need 2026- 2031	Additional need 2031- 2036	Additional need 2016-2036	Numbers as at 2036
Boat moorings	0	0	0	0	0	0	0

Source: ANA 2017

## Suffolk Coastal (Boat Moorings)

Table A.17: 5-year estimate of the need for permanent/residential yard moorings (2016-2021)	
1) Current identified occupied permanent / residential moorings	16
<b>Current residential supply</b>	
2) Number of unused residential moorings available	0
3) Number of existing moorings expected to become vacant through mortality 2016-2021	1
4) Number of family units on moorings expected to leave the area in the next 5 years	0
5) Number of family units on moorings expected to move into housing in the next 5 years	1
6) Residential moorings planned to be built or to be brought back into use 2016-2021	0
7) Less moorings with temporary planning permission	0
<b>Total Supply</b>	<b>2</b>
<b>Current residential need: Moorings</b>	
8) Family units (on moorings) seeking residential pitches in the area, 2016-2021, excluding those already counted as moving due to overcrowding in step 12	3
9) Family units identified on unauthorised encampments requiring residential moorings in the area	0
10) Family units identified on unauthorised developments requiring residential moorings in the area	0
11) Family units currently overcrowded on moorings seeking residential moorings in the area, excluding those containing an emerging family unit	0
12) New family units expected to arrive from elsewhere	0
13) New family formations expected to arise from within existing family units on moorings	2
14) New family units from waiting lists	10
<b>Total Need</b>	<b>15</b>
<b>Balance of Need and Supply</b>	
Total Need	15
Less total supply	2
<b>Total Additional Mooring Requirement</b>	<b>13</b>
Annualised Additional Mooring Requirement	2

Source: ANA 2017

Table A18: 20-year summary (2016 – 2036)							
	Base Numbers 2016	Additional need 2016- 2021	Additional need 2021- 2026	Additional need 2026- 2031	Additional need 2031- 2036	Additional need 2016-2036	Numbers as at 2036
Boat moorings	16	13	1	1	2	17	33

Source: ANA 2017

## Waveney (Boat Moorings)

Table A.19: 5-year estimate of the need for permanent/residential yard moorings (2016-2021)	
1) Current identified occupied permanent / residential moorings	2
<b>Current residential supply</b>	
2) Number of unused residential moorings available	0
3) Number of existing moorings expected to become vacant through mortality 2016-2021	0
4) Number of family units on moorings expected to leave the area in the next 5 years	0
5) Number of family units on moorings expected to move into housing in the next 5 years	0
6) Residential moorings planned to be built or to be brought back into use 2016-2021	0
7) Less moorings with temporary planning permission	0
<b>Total Supply</b>	<b>0</b>
<b>Current residential need: Moorings</b>	
8) Family units (on moorings) seeking residential pitches in the area, 2016-2021, excluding those already counted as moving due to overcrowding in step 12	0
9) Family units identified on unauthorised encampments requiring residential moorings in the area	0
10) Family units identified on unauthorised developments requiring residential moorings in the area	0
11) Family units currently overcrowded on moorings seeking residential moorings in the area, excluding those containing an emerging family unit	0
12) New family units expected to arrive from elsewhere	0
13) New family formations expected to arise from within existing family units on moorings	0
14) New family units from waiting lists	0
<b>Total Need</b>	<b>0</b>
<b>Balance of Need and Supply</b>	
Total Need	0
Less total supply	0
<b>Total Additional Mooring Requirement</b>	<b>0</b>
Annualised Additional Mooring Requirement	0

Source: ANA 2017

Table A20: 20-year summary (2016 – 2036)							
	Base Numbers 2016	Additional need 2016-2021	Additional need 2021-2026	Additional need 2026-2031	Additional need 2031-2036	Additional need 2016-2036	Numbers as at 2036
Boat moorings	2	0	0	1	0	1	3

Source: ANA 2017

# Bibliography

Babergh District Council, *Core Strategy & Policies*, February 2014,

Babergh and Mid Suffolk District Council, *Sustainability Appraisal Baseline Data*, January 2015.

Babergh District Council, *Local Plan Alteration No 2*, 2006.

Brown, Philip, *Advice for Warwick District Council on household formation relating to Gypsy and Traveller pitches*, Sustainable Housing & Urban Studies Unit (SHUSU), University of Salford, October 2015.

Cemlyn, Sarah, Greenfields, Margaret, Burnett, Sally, Matthews, Zoe and Whitwell, Chris (2009) *Inequalities Experienced by Gypsy and Traveller Communities: A Review*, Equality and Human Rights Commission, London.

DCLG, *Gypsy and Traveller Accommodation Needs Assessments*, October 2007.

DCLG, *Consultation on revised planning guidance in relation to Travelling Showpeople*, January 2007.

DCLG, *English Index of Multiple Deprivation (IMD)*, 2015.

DCLG, *Planning Policy for Traveller Sites*, August 2015.

DCLG, *Draft Guidance to local housing authorities on the periodical review of housing needs (Caravans and Houseboats)* March 2016.

DCLG, *July 2016 Traveller Caravan Count*, November 2016 located at:

<https://www.gov.uk/government/statistics/traveller-caravan-count-july-2016>

Commission for Racial Equality, *Common Ground Equality, good race relations and sites for Gypsies and Irish Travellers* - Report of a CRE inquiry in England and Wales, (Summary), May 2006.

Cullen, Sue, Hayes, Paul and Hughes, Liz (2008), *Good practice guide: working with housed Gypsies and Travellers*, Shelter, London located at:

[http://england.shelter.org.uk/data/assets/pdf\\_file/0010/57772/Working\\_with\\_housed\\_Gypsies\\_and\\_Travellers.pdf](http://england.shelter.org.uk/data/assets/pdf_file/0010/57772/Working_with_housed_Gypsies_and_Travellers.pdf)

Department of Education, *Schools, pupils and their characteristics*, January 2016 located at:

<https://www.gov.uk/government/publications/schools-pupils-and-their-characteristics-january-2016>

Ipswich Borough Council, *Core Strategy and Policies Development Plan Document Review*, February 2017.

Liegeois, J. P. (1994) *Romas, Gypsies and Travellers*, Strasbourg: Council of Europe.  
Mid Suffolk District Council, *Core Strategy*, 2008.

Nathaniel Lichfield & Partners, *Ipswich and Waveney Economic Areas ELNA – Employment Land Needs Assessment Final Report*, Executive Summary.

Niner, Pat (2003), *Local Authority Gypsy/Traveller Sites in England*, ODPM.

Niner, PM (2004) 'Accommodating Nomadism? An Examination of Accommodation Options for Gypsies and Travellers in England', *Housing Studies*, Carfax Publishing.

Niner, Pat, *Counting Gypsies & Travellers: A Review of the Gypsy Caravan Count System*, ODPM, February 2004 located at <http://www.communities.gov.uk/documents/housing/pdf/158004.pdf>.

ONS 2011 *Census Table KS201EW Ethnic Group* located at: <http://www.ons.gov.uk/>

Suffolk Coastal District Council *Core Strategy and Development Management Policies*, (2013).

Waveney District Council, *Core Strategy Development Plan Document – The Approach to Future Development in Waveney to 2021*, January 2009

# Glossary

## **Amenity block**

A small permanent building on a pitch with bath/shower, WC, sink and (in some larger ones) space to eat and relax. Also known as an amenity shed or amenity block.

## **Authorised site**

A site with planning permission for use as a Gypsy and Traveller site. It can be privately owned (often by a Gypsy or Traveller), leased or socially rented (owned by a council or registered provider).

## **Average**

The term 'average' when used in this report is taken to be a mean value unless otherwise stated.

## **Bedroom standard**

The bedroom standard is based on that which was used by the General Household Survey to determine the number of bedrooms required by families. For this study, a modified version of the bedroom standard was applied to Gypsies and Travellers living on sites to take into account that caravans or mobile homes may contain both bedroom and living spaces used for sleeping. The number of spaces for each accommodation unit is divided by two to provide an equivalent number of bedrooms. Accommodation needs were then determined by comparing the number (and age) of family members with the number of bedroom spaces available.

## **Bricks and mortar accommodation**

Permanent housing of the settled community, as distinguished from sites.

## **Caravan**

Defined by Section 29 (1) of the Caravan Sites and Control of Development Act 1960 a caravan as:

"... any structure designed or adapted for human habitation which is capable of being moved from one place to another (whether by being towed, or by being transported on a motor vehicle or trailer) and any motor vehicle so designed or adapted."

**Concealed household**

A household or family unit that currently lives within another household or family unit but has a preference to live independently and is unable to access appropriate accommodation (on sites or in housing).

**Doubling up**

More than one family unit sharing a single pitch.

**Emergency stopping places**

Emergency stopping places are pieces of land in temporary use as authorised short-term (less than 28 days) stopping places for all travelling communities. They may not require planning permission if they are in use for fewer than 28 days in a year. The requirements for emergency stopping places reflect the fact that the site will only be used for a proportion of the year and that individual households will normally only stay on the site for a few days.

**Family Owner Occupied Gypsy Site**

Family sites are seen as the ideal by many Gypsies and Travellers in England. They are also often seen as unattainable. There are two major obstacles: money/affordability and getting the necessary planning permission and site licence. While the former is clearly a real barrier to many less well-off Gypsies and Travellers, getting planning permission for use of land as a Gypsy caravan site (and a 'site' in this context could be a single caravan) is currently a major constraint on realising aspirations among those who could afford to buy and develop a family site.

**Family unit**

The definition of 'family unit' is used flexibly. The survey assumes that a pitch is occupied by a single household or family unit although it acknowledges that this may also include e.g. extended family members or hidden households.

**Gypsy**

Member of one of the main groups of Gypsies and Travellers in Britain. In this report it is used to describe English (Romany) Gypsies, Scottish Travellers and Welsh Travellers. English Gypsies were recognised as an ethnic group in 1988.

**Gypsy and Traveller**

As defined by DCLG Planning Policy for Traveller Sites (August 2015):

*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 DCLG guidance also states that in determining whether persons are “gypsies and travellers” for the purposes of 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.

### **Houseboat**

As confirmed by the DCLG, there is no planning definition of the term ‘houseboat’. Instead, it is common to use VAT Notice 701/20 which defines a houseboat as a “floating decked structure which is designed or adapted for use solely as a place of permanent habitation, and which does not have the means of, and which is not capable of being readily adapted for, self-propulsion”. However, this excludes many residents who may permanently reside on differing types of boats. As such, as well as using the VAT definition of ‘houseboat’, for the purposes of this assessment, we also adopt the Broads Authority definition of “residential moorings” as:

“one where someone lives aboard a vessel (which is capable of navigation), that the vessel is used as the main residence and where that vessel is moored in one location for more than 28 days in a year. The vessel may occasionally/periodically go cruising and return to base”.

### **Household**

The definition of ‘household’ is used flexibly. The survey assumes that a pitch is occupied by a single household or family unit although it acknowledges that this may also include e.g. extended family members or hidden households.

### **Irish Traveller**

Member of one of the main groups of Gypsies and Travellers in Britain. Distinct from Gypsies but sharing a nomadic tradition, Irish Travellers were recognised as an ethnic group in England in 2000.

**Local Authority Sites**

The majority of local authority sites are designed for permanent residential use. The latest published Traveller Caravan Count undertaken in July 2016 suggests that there are a total of 5,262 permanent local authority and private registered provider pitches capable of housing 8,589 caravans.

**Mobile home**

For legal purposes it is a caravan. Section 29 (1) of the Caravan Sites and Control of Development Act 1960 defines a caravan as:

"... any structure designed or adapted for human habitation which is capable of being moved from one place to another (whether by being towed, or by being transported on a motor vehicle or trailer) and any motor vehicle so designed or adapted..."

**Negotiated Stopping**

The term 'negotiated stopping' is used to describe agreed short term provision for Gypsy and Traveller caravans. It does not describe permanent 'built' transit sites but negotiated arrangements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets. The arrangement is between the local authority and the (temporary) residents.

**Net need**

The difference between need and the expected supply of available pitches (e.g. from the re-letting of existing socially rented pitches or from new sites being built).

**New Traveller** (formerly 'New Age Traveller')

Members of the settled community who have chosen a nomadic or semi-nomadic lifestyle. The first wave of New Travellers began in the 1970s and were associated with youth culture and 'new age' ideals. They now comprise a diverse range of people who seek an alternative lifestyle for differing reasons including personal or political convictions. Economic activities include making hand-made goods that are sold at fairs.

**Newly forming families**

Families living as part of another family unit of which they are neither the head nor the partner of the head and who need to live in their own separate accommodation, and/or are intending to move to separate accommodation, rather than continuing to live with their 'host' family unit.

### **Overcrowding**

An overcrowded dwelling is one which is below the bedroom standard. (See 'Bedroom Standard' above).

### **Permanent residential site**

A site intended for long-stay use by residents. They have no maximum length of stay but often constraints on travelling away from the site.

### **Pitch**

Area on a site developed for a family unit to live. On socially rented sites, the area let to a tenant for stationing caravans and other vehicles.

### **Plot**

Area on a yard for Travelling Showpeople to live. As well as dwelling units, Travelling Showpeople often keep their commercial equipment on a plot.

### **Primary data**

Information that is collected from a bespoke data collection exercise (e.g. surveys, focus groups or interviews) and analysed to produce a new set of findings.

### **Private rented pitches**

Pitches on sites which are rented on a commercial basis to other Gypsies and Travellers. The actual pitches tend to be less clearly defined than on socially rented sites. The July 2016 Traveller Caravan Count suggests that there are 11,646 caravans occupying private caravan sites in England.

### **Psychological aversion**

An aversion to living in bricks and mortar accommodation. Symptoms can include: feelings of depression, stress, sensory deprivation, feeling trapped, feeling cut off from social contact, a sense of dislocation with the past, feelings of claustrophobia. Proven psychological aversion to living in bricks and mortar accommodation is one factor used to determine accommodation need.

### **Registered Provider**

A provider of social housing, registered with the Homes and Communities Agency (HCA) under powers in the 2008 Housing and Regeneration Act. This term replaced 'Registered Social Landlord' (RSL) and encompasses housing associations, trusts, cooperatives and companies.

**Secondary data**

Existing information that someone else has collected. Data from administrative systems and some research projects are made available for others to summarise and analyse for their own purposes (e.g. Traveller Caravan Count).

**Settled community**

Used to refer to non-Gypsies and Travellers who live in housing.

**Site**

An area of land laid out and/or used for Gypsy and Traveller caravans for residential occupation, which can be authorised (have planning permission) or unauthorised. Sites can be self-owned by a Gypsy and Traveller resident, or rented from a private or social landlord. Sites vary in type and size and can range from one-caravan private family sites on Gypsies' and Travellers' own land, through to large local authority sites. Authorised private sites (those with planning permission) can be small, family-run, or larger, privately-owned rented sites.

**Socially rented site**

A Gypsy and Traveller site owned by a council or private Registered Provider. Similar to social rented houses, rents are subsidised and offered at below private market levels. According to the latest published DCLG Traveller Count (July 2016), there were 6,292 caravans occupying social rented sites.

**Tolerated**

An unauthorised development or encampment may be tolerated by the local authority meaning that no enforcement action is currently being taken.

**Trailer**

Term commonly used by Gypsies and Travellers for a moveable caravan.

**Transit site/pitch**

This is the authorised encampment option for Gypsies and Travellers travelling in their caravans and in need of temporary accommodation while away from 'home'. Transit sites are sometimes used on a more long-term basis by families unable to find suitable permanent accommodation. As stated above, there are only 445 authorised transit pitches (not all used for short-term purposes) in England. At present unauthorised encampments 'accommodate' the great majority of 'transit' mobility in an almost totally unplanned manner. No national record is kept of the number of actual

'sites' affected, but extrapolation from local records in different areas suggests that it must be thousands each year.

### **Travelling Showpeople**

People who organise circuses and fairgrounds and who live on yards when not travelling between locations. Most Travelling Showpeople are members of the Showmen's Guild of Great Britain.

### **Unauthorised development**

Unauthorised developments include situations where the land is owned by the occupier, or the occupier has the consent of the owner (e.g. is tolerated /no trespass has occurred), but where relevant planning permission has not been granted. In July 2016, 3,481 caravans were recorded as being on unauthorised sites on Gypsy-owned land consisting of 1,336 'tolerated' and 2,145 'not tolerated' by local authorities in England.

### **Unauthorised encampment**

Unauthorised encampments include situations where the land is not owned by the occupier, the land is being occupied without the owner's consent, and as such a trespass has occurred. An encampment can include one or more vehicles, caravans or trailers.

### **Unauthorised site**

Land occupied by Gypsies and Travellers without the appropriate planning or other permissions. The term includes both unauthorised development and unauthorised encampment.

### **Winter quarters**

A site occupied by Travelling Showpeople, traditionally used when not travelling to provide fairs or circuses. Many now involve year-round occupation.

### **Yard**

A term used for a site occupied by Travelling Showpeople. They are often rented by different families with clearly defined plots.