

Royal Borough of Windsor and Maidenhead

Gypsy and Traveller and Travelling Showperson

Accommodation Assessment 2017/18

Royal Borough of Windsor and Maidenhead Council

Final Report

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Executive Summary

Introduction

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

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

- A review of existing (secondary) data,
- An online survey of key stakeholders yielding 27 responses and telephone interviews with site/estate managers, and
- Interviews with 48 Gypsy and Traveller households (46 living on pitches and two living in bricks and mortar accommodation) and eight Travelling Showpeople households living on yards. In addition, 6 interviews were secured with households on unauthorised encampments and 2 interviews with households living on houseboats.

This data has been analysed to provide a picture of current provision and activity across the RBWM and an assessment of future need. The findings of the study provide an up-to-date, robust and defensible evidence base for policy development.

Current provision and activity

The bi-annual DCLG Traveller caravan count indicates an average of around 94 caravans over the last five counts. Of these, around half are on private authorised sites, one-quarter on social rented authorised sites and one-quarter on unauthorised sites. The annual Travelling Showperson caravan count (undertaken each January) indicates the presence of between 10 and 13 Travelling Showperson caravans each year for the past four counts (2014-2017).

There are two authorised permanent Council-owned Gypsy and Traveller sites in RBWM. In addition, there are six authorised permanent private sites, two temporary private sites, 16 tolerated private sites and several unauthorised sites. There are three Travelling Showpersons' yards, all are tolerated on private land.

The triangulation of secondary data, Council records and fieldwork survey has identified a total of 62 occupied Gypsy and Traveller pitches and 17 occupied Travelling Showperson plots (note this is pitch/yard and not caravan data)

The 2011 census identified a total of 54 households living in bricks and mortar (house, bungalow, flat, maisonette or apartment).

Planning policy requirements for needs assessments

Planning policy for traveller sites (PPTS)(first published in March 2012 and updated in August 2015) requires an assessment of the current needs of Gypsies and Travellers and Travelling

Showpeople and a projection of future needs. The calculation of pitch/plot need in the GTAA 2017 is based on established DCLG modelling methodology, as advocated in *Gypsy and Traveller Accommodation Needs Assessment Guidance* (DCLG, 2007). Although this Guidance was formally withdrawn in December 2016, in the absence of any updated guidance on the subject it continues to provide a standard approach for needs modelling employed by most local planning authorities and also confirmed by inspectors at public inquiries.

This approach comprises an assessment of the current needs of Gypsies and Travellers and Travelling Showpeople and a projection of future needs. The Guidance advocates the use of a fieldwork survey to supplement secondary source information and derive key supply and demand information.

A major change in planning policy, introduced by PPTS 2015, was the amended definition of the group to which the policy applies. The definitions of both ‘Gypsy and Traveller’ and ‘Travelling Showperson’ have been amended to exclude, for planning purposes, anyone who has stopped travelling on a permanent basis. It continues to include those who have ceased to travel temporarily. Essentially, this created a more restricted ‘PPTS 2015’ definition which applies to those who follow a nomadic habit of life.

The Draft Revised (for consultation) National Planning Policy Framework (NPPF) (March 2018) requires local planning authorities to identify the size, type and tenure of homes required for different groups in the community, expressly including Travellers who do not fall under the PPTS 2015 definition.

As this study is based on comprehensive interviews with members of the Travelling community living within the RBWM, it is possible for arc⁴ to determine through analysis which households meet the PPTS 2015 definition (on the basis of the travelling practices) and those who do not travel but fall under the new, broader ‘NPPF’ definition of Traveller. The study includes this wider group in the needs analysis under a ‘cultural’ definition which accords with the Housing and Planning Act Section 124.

Gypsy and Traveller pitch need

The GTAA 2017 has found evidence of Gypsy and Traveller pitch need over the next five years (2017/18 to 2021/22) equating to 70 pitches under the cultural definition, or 20 pitches under the PPTS 2015 definition of Gypsy/Traveller.

For the remaining Local Plan Period (2017/18 to 2032/33) the GTAA has identified a cultural need for 90 pitches and a PPTS need for 26 pitches. However, taking into account a small level of turnover on local authority sites, a residual pitch need of 85 (cultural definition) or 21 pitches (PPTS definition) is suggested.

Travelling Showperson plot need

The GTAA 2017 has evidenced a total cultural need over the next five years (2016/17 to 2021/22) for 16 plots. As most Travelling Showpeople (87.5%) met the PPTS definition (i.e. have not ceased travelling permanently), this equates to a PPTS need for 14 plots. All of the existing provision is on private yards that are tolerated and there is no authorised supply of plots. As a

result, there is an outstanding need for between 14 (PPTS definition) and 16 (cultural definition) plots.

Transit site need

On the basis of limited evidence of unauthorised encampment activity, the GTAA 2017 recommends that the Council considers transit need with neighbouring Councils and considers the use of temporary stopping areas.

Houseboat dweller mooring need

Evidence would suggest there are relatively few residential moorings in the RBWM. It is recommended that the Council engages with the Canals and Rivers Trust to establish the feasibility of increasing the number of residential moorings in the RBWM.

1. Introduction

GTAA 2017/8 aims

- 1.1 In April 2017, arc⁴ was commissioned by Windsor and Maidenhead Council (RBWM) to undertake a Gypsy and Traveller Accommodation Assessment (GTAA) to identify the accommodation needs of Gypsies and Travellers, Travelling Showpeople and houseboat dwellers from across the RBWM.
- 1.2 The overall objective of the Gypsy and Traveller Accommodation Assessment is to form a clear evidence basis to inform the development of planning policies relating to Gypsy and Travellers, Travelling Showpeople and houseboat dwellers.
- 1.3 The aims of the GTAA 2017/8 are:
 - To identify the current accommodation provision for members of the Travelling community within the RBWM;
 - To identify current levels of need for accommodation arising from within the community, including from concealed households and those living in bricks and mortar;
 - To project future accommodation needs for pitches, plots and moorings using a clear and transparent methodology in order to create a robust evidence base for the next five years and the full Plan Period to 2032/33; and
 - To inform the development of housing and planning policies for the Council and its strategic partners.

Who the study covers

- 1.4 The GTAA 2017/8 adopts the definition of ‘Gypsies and Travellers’ set out within *Planning policy for traveller sites* (PPTS), which was published by the Government in August 2015. This sets out the following definition of ‘Gypsies and Travellers’:

‘Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family’s or dependants’ educational or health needs or old age have ceased to travel temporarily, but excluding members of an organised group of Travelling Showpeople or circus people travelling together as such.’¹
- 1.5 In addition, PPTS 2015 provides the following ‘clarification’ for determining whether someone is a Gypsy or Traveller:

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

 - a) *whether they previously led a nomadic habit of life*

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

- b) *the reasons for ceasing their nomadic habit of life*
 - c) *whether there is an intention of living a nomadic habit of life in the future, and if so, how soon and in what circumstances.*²
- 1.6 The following definition of ‘Travelling Showpeople’ is set out in PPTS 2015:
- ‘Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family’s or dependants’ more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily, but excludes Gypsies and Travellers as defined above.’*³
- 1.7 The Draft Revised (for consultation) National Planning Policy Framework (NPPF)(March 2018) expressly includes Travellers ‘*who do not fall under the definition of “traveller” in Annex 1 of the Planning Policy For Traveller Sites*’. Hence, this GTAA 2018 study includes a consideration of both PPTS-defined need (households who travel) and a wider, culturally-defined need.
- 1.8 In addition:
- ‘For the purposes of this planning policy, “pitch” means a pitch on a “gypsy and traveller” site and “plot” means a pitch on a “travelling showpeople” site (often called a “yard”). This terminology differentiates between residential pitches for “gypsies and travellers” and mixed-use pitches for “travelling showpeople”, which may/will need to incorporate space or to be split to allow for the storage of equipment.’*⁴
- 1.9 For the purposes of this study, therefore, Gypsies and Travellers live on pitches on sites, whilst Travelling Showpeople live on plots on yards.
- 1.10 As the RBWM includes watercourses that are suitable for the mooring of houseboats, the GTAA 2017 expressly includes a consideration of the existing activities and needs arising from members of the houseboat dwelling community within the study area.

Report structure

- 1.11 The GTAA 2017/8 report structure is as follows:
- **Chapter 1 Introduction:** provides an overview of the study;
 - **Chapter 2 Policy and local context:** presents a review of the policy context which guides the study, including a consideration of the specific local context of the RBWM;
 - **Chapter 3 Methodology:** provides details of the study’s research methodology;
 - **Chapter 4 Review of current Gypsy and Traveller population and provision of pitches/plots:** reviews estimates of the Gypsy and Traveller and

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

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

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

Travelling Showpeople population across RWBM and the scale of existing site provision;

- **Chapter 5** **Household survey findings:** presents relevant data obtained from the household survey research;
- **Chapter 6** **Stakeholder consultation:** summarises views of stakeholders expressed through the online survey and findings of telephone interviews with the site/estate managers of council-owned Gypsy and Traveller sites and houseboat moorings and marinas within the Borough;
- **Chapter 7** **Pitch/plot/transit need:** focuses on current and future pitch/plot need. This chapter includes a detailed assessment of drivers of demand, supply and current shortfalls across the study area; and
- **Chapter 8** **Conclusion and strategic response:** concludes the report, bringing together the different strands of the research and identifying headline issues, including recommending ways in which these could be addressed.

1.12 The report is supplemented by the following appendices:

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

Further notes on pitches and households

1.13 It should be noted that pitches may be occupied by non-PPTS compliant but culturally i.e. households recognised under the Housing and Planning Act 2016 section 124. There are also a small number of households on pitches who do not meet either definition.

1.14 The study takes account of:

- Households who are ethnically defined as Gypsies and Travellers (cultural) or identify as being Travelling Showperson through occupation;
- Households who are PPTS compliant i.e. they exhibit a nomadic lifestyle who can also include Gypsies and Travellers and Travelling Showpeople and others such as boat dwellers; and
- Households in bricks and mortar who are culturally defined as Gypsies and Travellers and may also satisfy the PPTS definition.

2. Policy and local context

- 2.1 This study is grounded in an understanding of how the national legislative and planning policy context that underpins the assessment and provision of accommodation for Gypsies and Travellers, Travelling Showpeople and houseboat dwellers.
- 2.2 Appendix A sets out the legislative background that is relevant to accommodation issues and Appendix B provides a review of Government policy and guidance that has been published in recent years, alongside other key reports and best practice advice.
- 2.3 This chapter sets out the policy context within which this GTAA has been prepared, including a consideration of the local context of the RBWM.

Government policy and guidance

Gypsy and Traveller Accommodation Needs Assessments Guidance 2007 (withdrawn)

- 2.4 The calculation of pitch/plot need in the GTAA 2018 is based on established DCLG modelling methodology, as advocated in *Gypsy and Traveller Accommodation Needs Assessment Guidance* (DCLG, 2007). Although this Guidance was formally withdrawn in December 2016, in the absence of any updated guidance on the subject it continues to provide a best practice approach for needs modelling and has been employed.
- 2.5 This approach comprises an assessment of the current needs of Gypsies and Travellers and Travelling Showpeople and a projection of future needs. The Guidance advocates the use of a fieldwork survey to supplement secondary source information and derive key supply and demand information.

Planning policy for traveller sites, PPTS 2012

- 2.6 In 2012, the Government published both the National Planning Policy Framework (NPPF)⁵ and its accompanying National Planning Practice Guidance (NPPG) documents covering a range of topics. They also published some separate planning policy documents, including *Planning policy for traveller sites*⁶ (PPTS 2012). These documents replaced all previous national planning policy in respect of Gypsies and Travellers and Travelling Showpeople.
- 2.7 Previously, local planning authorities had been required to set aside enough land for Gypsy and Traveller sites, with their targets set in regional plans. However, the Coalition Government abolished regional planning under the provisions of the Localism Act 2011. The approach set out in PPTS 2012 instead encouraged local planning authorities to form their own evidence base for accommodation needs in their area and use this to set their own pitch and plot targets for their Local Plan.

⁵ DCLG National Planning Policy Framework March 2012

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

Written Ministerial Statement, July 2015

- 2.8 Technical adjustments were made to paragraphs 49 and 159 of the NPPF by a Written Ministerial Statement (WMS) on 22nd July 2015⁷, following a High Court judgement (Wenman v Secretary of State).
- 2.9 In relation to paragraph 49, the WMS stated that those persons who fall within the definition of ‘traveller’ under the PPTS, cannot rely on the lack of a five-year supply of deliverable housing sites under the NPPF to show that relevant policies for the supply of housing are not up to date. Such persons should have the lack of a five-year supply of deliverable traveller sites considered in accordance with Planning Policy for Traveller Sites.
- 2.10 Regarding paragraph 159, the WMS clarified that the PPTS sets out how ‘travellers’ accommodation needs should be assessed. It is implied that those who do not fall under that definition should have their accommodation needs addressed under the provisions of the NPPF.

PPTS 2015

- 2.11 An updated *Planning policy for traveller sites* (PPTS 2015) was published in August 2015⁸. PPTS 2015 introduced some key changes to policy, including by changing the definitions of ‘Gypsy and Traveller’ and ‘Travelling Showperson’ by deleting the word ‘permanently’ in relation to their travelling habits, so that for planning-related purposes the definitions of Gypsies and Travellers and Travelling Showpeople have been changed to exclude those who have permanently stopped travelling. In addition, the following ‘clarification’ was added:

‘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.’⁹*

Planning policy statement, August 2015

- 2.12 Alongside the publication of the revised policy document on 31st August 2015, a letter and accompanying planning policy statement were issued by the DCLG Chief Planner (Steve Quartermain)¹⁰ to Chief Planning Officers in England. The letter and planning

⁷ <https://www.parliament.uk/business/publications/written-questions-answers-statements/written-statement/Lords/2015-07-22/HLWS167/>

⁸ DCLG *Planning policy for traveller sites* August 2015

⁹ DCLG *Planning policy for traveller sites* August 2015 Annex 1, para 2

¹⁰ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/457632/Final_Chief_Planning_Officer_letter_and_written_statement.pdf

policy statement dealt specifically with the issue of *Green Belt protection and intentional unauthorised development*. On 17th December 2015, the Minister of State for Housing and Planning (Brandon Lewis) made a Written Statement confirming the changes to national policy set out in the letter and statement.¹¹

Green Belt

- 2.13 PPTS 2015 (paragraph 10) states that local planning authorities should identify and update annually a supply of specific deliverable sites sufficient to provide five years' worth of sites against their locally-set targets. In relation to the determination of planning applications, PPTS 2015 (paragraph 27) states that if a LPA cannot demonstrate an up-to-date five-year supply of deliverable sites then this should be a significant material consideration in any subsequent planning decision when considering applications for the grant of temporary planning permission. However, it also sets out that the exception to this is where the proposal is on land designated as Green Belt, sites protected under the Birds and Habitats Directives, sites designated as Sites of Special Scientific Interest, Local Green Space, Areas of Outstanding Natural Beauty or within a National Park or the Broads.
- 2.14 PPTS 2015 (paragraph 16) and the accompanying planning policy statement on *Green Belt protection and intentional unauthorised development* clearly set out that unmet need and personal circumstances (subject to the best interests of the child) are unlikely to clearly outweigh harm to the Green Belt so as to establish 'very special circumstances' and allow development to be permitted.

Intentional unauthorised development

- 2.15 The planning policy statement issued with PPTS 2015¹² (and confirmed by Ministerial Statement¹³) makes clear that if a site is intentionally occupied without planning permission this would be a material consideration in any retrospective planning application for that site. Whilst this does not mean that retrospective applications will be automatically refused, it does mean that failure to seek permission in advance of occupation will count against the application.
- 2.16 In addition, PPTS 2015 (paragraph 12) makes clear that in exceptional cases where a local authority is burdened by a large-scale unauthorised site that has significantly increased their need, and their area is subject to strict and special planning constraints, then there is no assumption that the local authority will be required to meet their Gypsy and Traveller site needs in full. This is intended to protect local planning authorities with significant land constraints from being required to provide for additional needs arising directly from large sites such as Dale Farm (a large unauthorised site in Essex).

¹¹<http://www.parliament.uk/business/publications/written-questions-answers-statements/written-statement/Commons/2015-12-17/HCWS423/>

¹²https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/457632/Final_Chief_Planning_Officer_letter_and_written_statement.pdf

¹³<http://www.parliament.uk/business/publications/written-questions-answers-statements/written-statement/Commons/2015-12-17/HCWS423/>

Draft Guidance to local housing authorities on the periodical review of housing needs: caravans and houseboats, March 2016

- 2.17 In March 2016, the DCLG published *Draft guidance on the periodical review of housing needs: Caravans and Houseboats*. The draft Guidance related to Clause 115 of the Housing and Planning Bill, which has become Section 124 of the Housing and Planning Act 2016 (passed in May 2016).
- 2.18 The draft Guidance explains how Government wants local housing authorities to interpret changes to accommodation needs assessments (as required by Section 8 of the Housing Act 1985), specifically in relation to caravans and houseboats.
- 2.19 In the carrying out of accommodation needs assessments, the draft Guidance stresses the importance of close engagement with the community. The use of existing data along with conducting a specialist survey is recommended.
- 2.20 The draft guidance has been taken into account in the planning, preparation and undertaking of this GTAA for RBWM.

Draft Revised National Planning Policy Framework (NPPF), March 2018

- 2.21 In March 2018, the Ministry of Housing, Communities and Local Government published the Draft Revised National Planning Policy Framework (NPPF) for public consultation. Updating the original NPPF which was published in 2012, the Draft Revised NPPF sets out 17 topic-based chapters which reflect the Government's development priorities. As was anticipated, there is a particular focus on delivering solutions to the housing crisis through the plan-led system.
- 2.22 Chapter 5, '*Delivering a sufficient supply of homes*', sets out the Government's objective of significantly boosting the supply of homes including meeting the needs of groups with specific housing requirements (paragraph 60). It states that in determining the minimum number of homes needed, strategic plans should be based upon a local housing need assessment. This should be conducted using the standard method unless there are exceptional circumstances and also taking into account any needs that cannot be met within neighbouring areas (paragraph 61).
- 2.23 It is then set out in paragraph 62 that:
'Within this context, policies should identify the size, type and tenure of homes required for different groups in the community (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their own homes.'
- 2.24 An additional footnote to the word '*travellers*' provides further definition:
'Travellers who do not fall under the definition of "traveller" in Annex 1 of the Planning Policy for Traveller Sites. The latter sets out how travellers' accommodation needs should be assessed for those covered by the definition in Annex 1 of that document.'

- 2.25 In other words, the Draft Revised NPPF requires local planning authorities to consider the needs of Gypsy, Traveller and Travelling Showpeople households who do not fall under the PPTS 2015 definition by virtue of their travelling habits. It requires a broader, 'cultural' definition. This approach has been adopted in this study, as discussed further below.

Planning policy context and methodological implications

- 2.26 Further to the publication of updated PPTS in August 2015, the 2007 GTAA Guidance was withdrawn and there was considerable confusion regarding what accommodation needs should be assessed and the best methodological approach.
- 2.27 The Housing and Planning Act 2016 deleted Sections 225 and 226 of the Housing Act 2004, effectively removing some of local planning authorities' duties in relation to the accommodation needs assessments of Gypsies and Travellers. However, the Housing and Planning Act inserted some additional requirements into Section 8 of the Housing Act 1985, including the duty to consider the provision of sites for caravans and moorings for houseboats when undertaking housing needs assessments. As referred to above, draft Guidance was published in March 2016 to explain the interpretation of these legislative changes. However, this remains in draft form at the present time.
- 2.28 As discussed, the PPTS 2015 definitions of 'Gypsy and Traveller' and 'Travelling Showperson' now exclude those that have stopped travelling on a permanent basis. The 'clarification' in Annex 1 (paragraph 2) of PPTS 2015 refers to a '*nomadic habit of life*' and whether the person in question previously led a nomadic habit of life; the reasons for ceasing their nomadic habit of life; and whether there is an intention of living a nomadic habit of life in the future, and if so, how soon and in what circumstances. This suggests that persons (or households) should be assessed on an individual basis, to determine whether they meet the PPTS 2015 planning definition.
- 2.29 Some people adopted the view that the revised PPTS 2015 definitions (excluding Gypsies, Travellers and Travelling Showpeople who have ceased travelling) allow local planning authorities to manage their needs numbers downwards. This approach has always been treated with caution by arc⁴, however, and our GTAA studies have instead adopted an approach which includes a consideration of PPTS-defined need (pitch numbers to meet the needs of those who travel) and a wider 'cultural' definition of need (pitches to meet the needs of all Gypsies, Travellers and Travelling Showpeople who are identifiable within the relevant study area).
- 2.30 The publication of the Draft Revised NPPF (March 2018) gives a strong policy basis to the approach that we apply, ensuring that the accommodation needs of all of the Travelling community are considered within the GTAA process.
- 2.31 The accommodation needs of the Travelling community forms a strategic issue, which is a consideration under the Duty to Cooperate. It is therefore considered important that the RBWM GTAA 2018 provides a robust and transparent approach regarding the methodology for determining which members of the Travelling community are 'travelling' and which members should be considered 'non-travelling' as well as the subsequent assessment of current and future needs.

- 2.32 Our assessment methodology is set out in Chapter 3 and the outworking of this approach for RBWM is set out in Chapter 7.

Strategic context

- 2.33 Despite the revocation of regional spatial strategies, the need for strategic planning remains, especially to ensure coherent planning beyond local authority boundaries. To this end the Localism Act 2011 and the National Planning Policy Framework (NPPF) set out that public bodies have a duty to cooperate on planning issues that cross administrative boundaries (NPPF, paragraph 178).
- 2.34 National planning practice guidance (NPPG) includes a guidance document specific to the *Duty to cooperate* (March 2014). This states that duty to cooperate is not a duty to agree, but local planning authorities should make every effort to secure the necessary cooperation on strategic cross boundary matters before they submit their Local Plans for examination (paragraph 1). In addition, it states that the duty to cooperate seeks to ensure that local planning authorities lead strategic planning effectively through their Local Plans, addressing social, environmental and economic issues that can only be addressed effectively by working with other local planning authorities beyond their own administrative boundaries (paragraph 8).
- 2.35 PPTS 2015 sets out that the preparation of Local Plans and setting of pitch and plot targets should be undertaken by local planning authorities working collaboratively with neighbouring planning authorities (paragraphs 8 and 9). It reiterates that local planning authorities have a duty to cooperate on planning issues that cross administrative boundaries (paragraph 10).

Local context

- 2.36 The RBWM Council is preparing a new Borough Local Plan to cover the plan period 2013-2033. This was submitted for examination and the examination is in progress (May-June 2018).
- 2.37 Policy HO 4 (Gypsies and Travellers) of the Submission Local Plan sets out that the need for Gypsy and Traveller accommodation will be addressed through the proposed Gypsy and Traveller Local Plan. The GTAA 2017 will identify need for permanent and transit sites to inform the Gypsy and Traveller Local Plan.
- 2.38 In terms of local planning applications and appeals of relevance, land to the rear of Horton Road, Datchet has been the subject of a recent call-in inquiry. One appeal was called-in in November 2013, but then withdrawn by the applicant. A second application (Ref. 14/01370) was subsequently submitted for the use of the land as a Gypsy and Traveller site comprising nine pitches. The appeal on Council's refusal of planning permission was called-in by the Secretary of State in September 2014 because he considered that the proposals concerned matters that may conflict with national policies on important matters. As a result, the Inspector's considerations at inquiry in June/July 2015 were reconsidered by the Secretary of State before the Final Report of July 2016 was published setting out the Secretary of State's decision. The Secretary of

State disagreed with the Inspector's recommendation and refused planning permission, both permanent and temporary. Crucially, the Secretary of State concluded that the factors weighing in favour of the development were insufficient to clearly outweigh the harm to the Green Belt that the proposal would cause, such that no very special circumstances exist.

- 2.39 Land south of Hilarion Cottage, Shurlock Road, Waltham St Lawrence has also been the subject of recent planning enforcement, applications and appeals. In 2009 there was a material change of use of the land from agriculture to a residential caravan site. An enforcement notice was issued by the Council and upheld at appeal, who allowed an 18-month compliance period up to February 2013. Subsequently, the Council resolved to take action to clear the site, which was subject to Court challenge but failed. In the intervening period, two applications were submitted relating to different parts of the site. This site is now vacant.
- 2.40 Application Ref. 15/00118 was for change of use to include stationing of caravans for occupation by a Gypsy-Traveller family along with associated works at Land South of Hilarion Cottage. Refused by the Council, the applicant appealed and the Inspector's Report of June 2016 granted temporary planning permission until June 2021 for the appellant and her family only. Taking into consideration national policy relating to Green Belt, the Inspector took the view that the particular advantages in the case of granting a temporary permission clearly outweigh the harms, so as to amount to very special circumstances supporting the appeal. This site is now vacant.
- 2.41 The second application (Ref. 15/00168) was partly retrospective, for the siting of seven static caravans, seven touring and associated works. Taking into account the balancing of a number of considerations, the Inspector concluded that the advantages of the proposal are outweighed by its disadvantages and do not outweigh its harm to the Green Belt so as to amount to very special circumstances. The Inspector concluded that neither permanent nor temporary planning permission should be granted.
- 2.42 Planning permission was granted on appeal under planning application number 15/00522 at Brayfield Stables, Windsor Road, Water Oakley for personal occupancy of 2 gypsy and traveller pitches until 11/11/19.
- 2.43 Land rear of 4 Stratton Cottages, Fifield Road – planning permission granted on appeal for 2 gypsy caravan pitches with hardstanding and construction of 2 utility/day rooms 15/02885 Allowed for 3 years and personal to the applicants and their family.

3. Methodology

- 3.1 In order to achieve a clear and transparent evidence base and deliver the objectives of the study, the following methodology was developed based on the requirements of current Government policy¹⁴ and following an established and approved approach¹⁵.
- 3.2 Fundamental to the methodological approach adopted by arc⁴ is the priority of collecting up-to-date primary data to inform all aspects of the research base. In particular in relation to GTAA surveys, this includes meaningful engagement with members of the local Gypsy and Traveller and Travelling Showpeople community. Through our links with Traveller representatives and the sensitive approach of our experienced field-team, we have a track-record of obtaining a high degree of participation from local households living on pitches and plots within the relevant study area. In addition, we engage with local and strategic stakeholders who have an understanding and experience of Traveller issues, which assists in informing the findings of the study.
- 3.3 The methodology for this study has therefore comprised:
- Desktop analysis of existing documents, including data on pitches/sites, plots/yards and unauthorised encampments;
 - The collection of primary data, including a fieldwork survey and household interviews with Gypsies and Travellers and Travelling Showpeople on sites/yards and living in bricks and mortar accommodation;
 - An online stakeholder survey and telephone interviews with site/estate managers responsible for local authority-owned Gypsy and Traveller sites and houseboat moorings and marinas; and
 - An assessment of accommodation needs taking into account all available data and information.
- 3.4 The information gathering has been carried out in three phases, as outlined below:
- Phase 1: Literature/desktop review and steering group discussions;
 - Phase 2: Fieldwork survey (including census) and interviews with Gypsies and Travellers and Travelling Showpeople across the Borough;
 - Phase 3: Online survey of stakeholders and telephone interviews with site/estate managers; and
 - Phase 4: Needs assessment and production of the GTAA 2017 report.

¹⁴ DCLG Planning policy for traveller sites (PPTS), August 2015 and planning policy statement of 31st August 2015, as reviewed in Chapter 2.

¹⁵ DCLG Gypsy and Traveller Accommodation Needs Assessments Guidance, October 2007, cancelled in December 2016, but providing a standard and approved approach, as reviewed in Chapter 2.

Phase 1: Literature/desktop review and steering group discussions

- 3.5 This phase comprised a review of available literature, including legislative background and best practice information; and analysis of available secondary data relating to Gypsies and Travellers.
- 3.6 Relevant regional, sub-regional and local information has been collected, collated and reviewed, including information on:
- The national policy and legislative context;
 - Current policies towards Gypsies and Travellers in the Borough (drawn from Local Authority policy documents, planning documents, housing strategies and homelessness strategies); and
 - Analysis of existing data sources available from stakeholders¹⁶.
- 3.7 This information has helped to shape the development of this report, and in particular the review of the legislative and policy context set out in Chapter 2.
- 3.8 The project steering group was fully consulted regarding the most appropriate methodology for undertaking the assessment work, including site fieldwork, and provided stakeholder contact information for undertaking the stakeholder survey.

Phase 2: Fieldwork survey and interviews with Gypsies and Travellers and Travelling Showpeople

- 3.9 The primary fieldwork for this study comprised survey work with Gypsies and Travellers. The questionnaires (Appendix C) were designed by arc⁴ in consultation with the project steering group and build upon our standard questionnaire.
- 3.10 The household survey was undertaken by arc⁴. The overarching aim of the fieldwork was to maximise the number of interviews secured from Gypsy and Traveller, Travelling Showpeople and houseboat households living within the Borough. Consulting with the project steering group prior to the fieldwork survey ensured that the fieldwork team had a good understanding of the local issues facing Gypsies and Travellers and Travelling Showpeople and helped to maximise the community's participation in the study.
- 3.11 The cultural needs of Gypsies and Travellers and Travelling Showpeople differ from those of the rest of the population and consideration of culturally specific requirements such as the need for additional permanent caravan sites and/or transit sites and/or stopping places (or improvements to existing sites) are key to this study. The research has therefore explicitly sought information from Gypsies and Travellers and Travelling Showpeople from across the Borough living in different types of accommodation.
- 3.12 Interviews took place during April to June 2017. Responses achieved by tenure and type of site/yard are presented in Table 3.1.

¹⁶ This includes CLG caravan count data and information on unauthorised encampment data provided by the Council (see chapter 6 for more information on this data)

- 3.13 For Gypsies and Travellers, there is a total of 62 occupied pitches across the RBWM. It was found that 72 households were living across the 62 pitches. No household stated that they were doubling up or included concealed households, and site observation would suggest that where multiple households lived on pitches this was by choice and the pitch was sufficiently large to accommodate this. Overall, 46 households responded to the interview questionnaire. This represents a response from 65.7% of households, but overall on 74.2% of pitches at least one interview was achieved across the Borough.
- 3.14 For Travelling Showpeople, there are a total of 17 plots and 18 households (as one plot accommodated a multi-generational household comprising a family and older relative). Eight interviews were achieved, representing a response rate of 44.4% of households.
- 3.15 The 2011 Census estimates there are 54 Gypsies and Traveller households living in bricks and mortar accommodation living across the RBWM.
- 3.16 Two interviews were achieved from Gypsies and Travellers living in bricks and mortar accommodation but further evidence from the housing register established a need of 11 households living in bricks and mortar in the RBWM requiring a pitch.
- 3.17 Telephone interviews with the estate managers of moorings and marinas in RBWM have identified that only one of the 100+ moorings managed by Sarbonne Estates (over five locations) is residential. Two interviews were achieved with households living on houseboats.

Table 3.1 Responses achieved to the Household Survey 2017 by tenure and type of accommodation *

Gypsies and Travellers					
Tenure and type of site	Pitch numbers			Household numbers	
	Total pitches	Total vacant	Occupied pitches	Total households	Interviews achieved
Council (permanent) authorised	25	0	25	25	19
Private (permanent) authorised	8	0	8	9	6
Private temporary authorised	4	0	4	4	4
Private Tolerated	25	0	25	32	17
Unauthorised	0	0	0	0	0
Total Gypsy and Traveller pitches	62	0	62	70	46
Bricks and mortar accommodation	-	-	-	2	2
Total Gypsy and Traveller	62	0	62	72	48
Travelling Showpeople					
Tenure and type of yard	Plot numbers			Household numbers	
	Total plots	Total vacant	Occupied plots	Total households	Interviews achieved
Private tolerated	17	0	17	18	8
Total Travelling Showpeople	17	0	17	18	8

*Note an additional 7 interviews were achieved with households living on unauthorised encampments in RBWM during the fieldwork period

3.18 arc⁴'s methodology includes analysing the household survey findings to determine the self-defined travelling practices of each interviewed household. This includes answers to questions of travelling history (current and year preceding); reasons for travel; travel plans (current year and the next five years); annual duration of travel (recent and planned); destinations and reasons for travel; and reasons for not travelling (now and in the future). By translating this assessment of each household's 'PPTS-compliance' into a proportion of the population in question, it can be determined what percentage of households fall within the 'PPTS 2015' definition. By contrast, all households identifying as part of the Gypsy and Traveller or Travelling Showpeople community are contained within a broader 'cultural' definition, an approach which is supported by the Draft Revised NPPF (March 2018) and the 2016 Housing Act section 124.

3.19 Analysis of the household survey data established that 28.9% of respondent households on Gypsy and Traveller sites meet the 2015 PPTS definition of being a Gypsy/Traveller household. 87.5% of respondent households on Travelling Showperson yards meet the 2015 PPTS definition. These households meet the definition by either travelling in the

preceding year or within the past 5 years and/or intend to travel in the next year or in any year in the next five years.

Phase 3: Stakeholder and site/estate manager survey

- 3.20 The survey of stakeholders was conducted during June to August 2017, by means of an online questionnaire. Contact information for key stakeholders was provided by the steering group. Stakeholders were contacted and asked to participate in the online questionnaire, answering whichever questions they felt were relevant to their knowledge and experience. The questionnaire was made available for an initial period of four weeks and reminder emails were sent out to encourage as many responses as possible, followed by an extension period to maximise participation. A total of 27 responses to the stakeholder survey were obtained and these have been analysed quantitatively and qualitatively, as appropriate to the relevant data.
- 3.21 The stakeholder consultation included representatives from all of the neighbouring borough and district local authorities, who were requested to provide information regarding their local situation and provision, including issues such as unauthorised encampment activity. This approach assists the Council in meeting their requirements under the Duty to Cooperate but does not take the place of Duty to Co-operate discussions.
- 3.22 Telephone surveys have also been undertaken to inform two aspects of the study:
- The housing associations who manage the two council-owned Gypsy and Traveller sites in the Borough were interviewed to obtain information relating to site occupation, vacancy rates and waiting lists to inform projections of turnover on local authority sites; and
 - The estate managers of moorings and marinas in the Borough were interviewed to obtain an overview of houseboat provision and activity across the area.
- 3.23 The findings of the online stakeholder survey and the telephone interviews are set out in Chapter 6 of this report.

Phase 4: Needs assessment and production of report

- 3.24 The assessment of pitch need has been calculated by utilising information on current supply of pitches and the results from the survey. The overall number of pitches has been calculated using local authority and fieldwork survey information, with likely capacity through turnover assessed through the household survey and discussions with those who manage the council-owned sites.
- 3.25 A detailed explanation of the analysis of pitch need is contained in Chapter 7 but briefly comprises analysis of the following elements:
- Current pitch provision, households living in bricks and mortar accommodation; households planning to move in the next FIVE years, and emerging households to give total demand for pitches; and
 - Turnover on existing pitches and total supply.

- 3.26 The approach used then reconciles the demand and supply data to identify overall pitch need.
- 3.27 To identify any need for transit provision, findings from the household survey have been analysed alongside other contextual information including household surveys of 7 households in temporary encampments within RBWM during July 2017.

Pitches and households

- 3.28 One of the key challenges faced when assessing Gypsy and Traveller pitch need is the actual nature of pitches and how this relates to the number of households they can support.
- 3.29 PPTS 2015 refers to the need for Local Planning Authorities to *'identify and update annually, a supply of specific deliverable sites sufficient to provide 5 years' worth of sites against their locally set targets'* and *'relate the number of pitches/plots to the circumstances of the specific size and location of the site and the surrounding population's size and density'* (PPTS 2015, paragraph 10).
- 3.30 Planning decision notices usually refer the number of pitches on a site or the specifics of what can be on a pitch e.g. statics, tourers; or specific individuals and/or households.
- 3.31 As part of the GTAA, it is essential that the characteristics of sites, the number of pitches and how many households these can support is carefully considered. There are a range of issues which need to be considered when reviewing site and pitch characteristics and their potential implications for future pitch and site need which are now summarised.

Site and pitch size

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

Occupancy

- 3.36 A pitch may accommodate more than one family unit, for instance it could include a family, older children who have formed their own household and other family members. This could lead to potential overcrowding and this is considered as part of the GTAA household survey.
- 3.37 Private sites may restrict occupancy to close family/friends. This limits opportunity for others to move onto the site but this restrictive occupancy may provide for emerging needs within a household, for example as grown-up children (previously living within a parent(s) or grandparent(s) home) form independent households of their own.
- 3.38 Quality, size of pitch and proximity of caravans on pitches vary dramatically.

Response

- 3.39 For each site, a pragmatic and reasonable judgement should be made as part of the GTAA regarding the number of pitches or sub-divisions on sites. This may relate to the number of families living on sites, and could include a consideration of the potential intensification of sites (for instance through further sub-division, extension or use of vacant areas within the site). Capacity and layout of sites should be identified through site observation (directly or indirectly through Google maps or similar), planning history and local knowledge of planning, enforcement and liaison officers.
- 3.40 Pitches can become intensified or sub-divided once planning applications have been approved. These sub-divisions tend to be tolerated by councils. Often pitches become subdivided to provide space for newly-forming households, particularly from family members.

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

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

2011 Census population estimates

- 4.2 Whilst it is recognised that some families may not identify themselves as Gypsies or Travellers in research, the 2011 Census¹⁷ identifies a total of 74 households in the RBWM as having a 'White: Gypsy or Irish Traveller' (WGoIT) ethnicity. This estimate is likely to be unreliable based on the evidence from site observations, fieldwork and community engagement.

Caravan Count information

- 4.3 Snapshot counts of the number of Gypsy and Traveller caravans were requested by the Government in 1979, and have since been undertaken bi-annually by local authorities on a voluntary basis every January and July¹⁸. Their accuracy varies between local authorities and according to how information is included in the process. A major criticism is the non-involvement of Gypsies and Travellers themselves in the counts. However, the counts, conducted on a single day twice a year, are the only systematic source of information on the numbers and distribution of Gypsy and Traveller caravans and trailers. The counts include caravans (or trailers) on and off authorised sites (i.e. those with planning permission) but do not relate necessarily to the actual number of pitches on sites.
- 4.4 In addition, there is an annual snapshot count of the number of Travelling Showpeople caravans, which is undertaken alongside the January count of Gypsy and Traveller caravans (as above).
- 4.5 The latest Traveller caravan count figures available are from the January 2017 Count of Traveller Caravans (England)¹⁹, which nationally found that:
- The total number of traveller caravans in England in January 2017 was 22,004. This is 698 more than the 21,306 reported in January 2016.
 - 6,807 caravans were on authorised socially rented sites. This is a decrease of 239 since the January 2016 count of 7,046.

¹⁷ Tables 5.1a to 5.1e are taken from the Census 2011. Special tables were commissioned by ONS to cover the ethnicity and several data sets were produced and made available on the ONS website on the 21st January 2014. See Tables CT0127 and CT0128. Main article: <http://www.ons.gov.uk/ons/rel/census/2011-census-analysis/what-does-the-2011-census-tell-us-about-the-characteristics-of-gypsy-or-irish-travellers-in-england-and-wales/index.html>

¹⁸ Historically caravan counts have not included Travelling Showpeople. Since 2010 the Government has requested that January counts include Travelling Showpeople, however, the figures relating to Travelling Showpeople are reported separately and not included in the overall count figures.

¹⁹ DCLG Count of Traveller Caravans January 2017 England, Housing Statistical Release 25 May 2017

- The number of caravans on authorised privately funded sites was 12,276. This was 822 more than the 11,454 recorded in January 2016.
- The number of caravans on unauthorised encampments on land owned by travellers was 2,141. This is 11 above the January 2016 figure of 2,130.
- The number of caravans on unauthorised encampments on land not owned by travellers was 780. This was 104 caravans more than the January 2016 count of 676.
- Overall, the January 2017 count indicated that 87 per cent of traveller caravans in England were on authorised land and that 13 per cent were on unauthorised land. This is the same as the previous year.

4.6 The figures for the last five Traveller caravan counts for the RBWM are set out in Table 4.2. This shows that an average of around 94 caravans have been recorded on sites in the Royal Borough during the five-count period. Of these, just over half (50.5%) have been on private authorised sites (with planning permission) and 24.3% have been on social rented authorised sites. One-quarter (25.2%) have been on unauthorised sites (without planning permission), representing an average of around 24 caravans.

Windsor and Maidenhead Count	Authorised sites with planning permission		Unauthorised sites without planning permission	Total
	Social Rented	Total Private	Total Unauthorised	
Jan 2015	28	42	25	95
Jul 2015	0*	53	23	76
Jan 2016	29	51	24	104
Jul 2016	29	49	24	102
Jan 2017	28	42	22	92
Five-Count Average	22.8	47.4	23.6	93.8
Five-Count % Average	24.3%	50.5%	25.2%	100.0%

Source: DCLG Traveller Caravan Count, Live Table 1 (January 2017) Note this uses definitions established by the DCLG

*likely to be missing data

4.7 An annual count of Travelling Showpeople caravans is undertaken every January, alongside the January Traveller caravan count. The most recent available data is therefore January 2017. Table 4.3 sets out the data from the last five Travelling Showpeople caravan counts, 2014-2017. This shows that between 10 and 13 Travelling Showperson caravans have been recorded during the four-count period, with an average of around 11 caravans. All of the Travelling Showperson caravans recorded were on private authorised sites. No Travelling Showperson caravans have been recorded on unauthorised sites, although local information (see section below) shows that all of the sites are strictly 'tolerated' without planning permission, rather than authorised.

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

Windsor and Maidenhead Count	Authorised sites with planning permission		Unauthorised sites without planning permission	Total
	Social Rented	Total Private	Total Unauthorised	
2014	0	13	0	13
2015	0	12	0	12
2016	0	10	0	10
2017	0	10	0	10
Four-Count Average	0	11.25	0	11.25
Four-Count % Average	0.0%	100.0%	0.0%	100.0%

Source: DCLG Travelling Showpeople Caravan Count, Live Table 3 (January 2017) Note this uses definitions established by the DCLG

- 4.8 The DCLG caravan count data also records Traveller and Travelling Showpeople caravan sites provided by local authorities and private registered providers in England²⁰. The most up-to-date data from January 2017 is set out in Table 4.4. This identifies two sites in the RBWM.

Table 4.4 Traveller and Travelling Showpeople caravan sites provided by local authorities and registered providers in Windsor and Maidenhead, January 2017

Site and address	Date site opened	Date of last site changes	Total no. of pitches	of which		Caravan capacity
				residential	transit	
Pool Lane Caravan Site, Pool Lane, Waltham St, Lawrence, Maidenhead	1982	1982	9	9	0	9
Mill Place Caravan Site, Mill Place, Datchet	1974		16	16	0	16

Source: DCLG Traveller Caravan Count, Live Table 2 (January 2017)

Local information

- 4.9 Data on the provision of sites considers both authorised and unauthorised sites across Windsor and Maidenhead.

²⁰ DCLG Count of Traveller Caravans January 2017 England, Housing Statistical Release 25 May 2017, Live Table 2

- 4.10 Broadly speaking, authorised sites are those with planning permission and can be on either public or privately owned land. Unauthorised sites are made up of either longer term²¹ unauthorised encampments²², that have been in existence for some considerable time and so can be considered to be indicative of a permanent need for accommodation (in some instances local authorities class these as tolerated sites which may be immune from enforcement by virtue of the passage of time) ; and unauthorised developments, where Travellers are residing upon land that they own and that does not have planning permission (see Appendix D for more detailed definitions).
- 4.11 There are a number of tolerated sites in Windsor and Maidenhead. Whilst these sites do not benefit from planning permission, many of the tolerated sites are immune from enforcement by reason of the length of time they have existed. However, incomplete records make it difficult to obtain an adequate standard of proof upon which to base a lawful use certificate. Equally, enforcement against an unauthorised use is not expedient given a lack of satisfactory information to support that action. These sites are therefore in a difficult “half way” category, providing useful accommodation to meet a demonstrable need, but outside the planning system.
- 4.12 Table 4.5 sets out information relating to the Gypsy and Traveller sites and located within the RBWM and Maidenhead, and the locations of these sites are shown on Map 4.1. These sites include two authorised permanent Council sites, (which correlates with the information in the DCLG Caravan Count as set out in Table 4.4, above). In addition, there are 6 authorised permanent private sites, 2 temporary private sites and 16 tolerated private sites. In addition, there are 3 Travelling Showpersons’ yards, all are tolerated on private land.

²¹ Approximately three months or longer

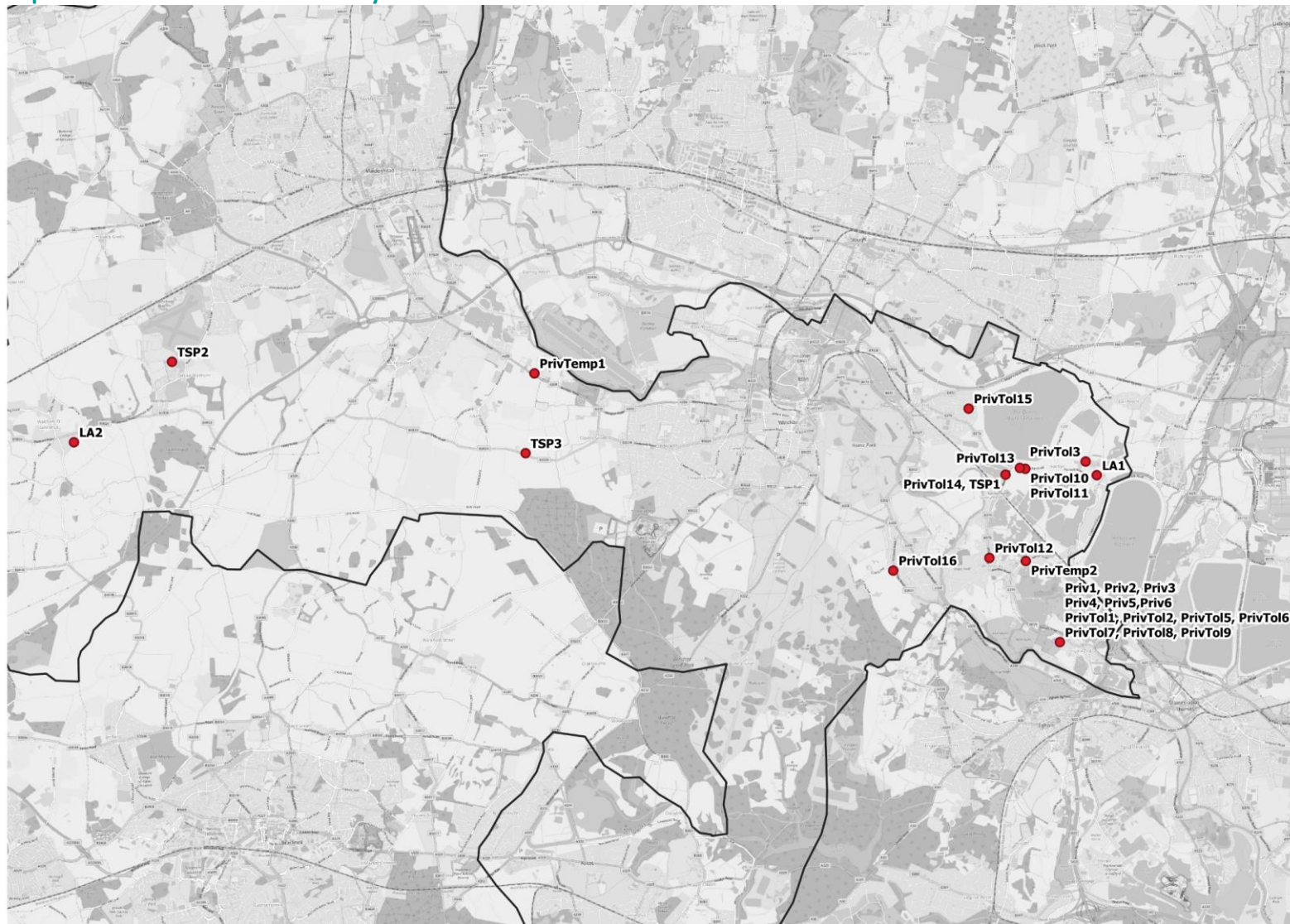
²² Please note that unauthorised encampments also encompass short-term illegal encampments, which are more indicative of transit need, see para 7.10 for more information on these encampments.

Site/Yard Code	Site/Yard Name and Address	Postcode	Type of Site/Yard	Ownership	Total Pitches/Plots	Households	Achieved Interviews
LA1	Mill Place, Datchet	SL3 9PL	Authorised	Council	16	16	13
LA2	Pool Lane, Waltham St Lawrence	RG10 0JA	Authorised	Council	9	9	6
Priv1	The Beeches, 5 and 5a Feathers Lane, Wraysbury	TW19 5AN	Authorised	Private	1	2	2
Priv2	Cedar Cottage, Feathers Lane	TW19 5AN	Authorised	Private	1	1	0
Priv3	The Paddock, 44 Feathers Lane,	TW19 5AN	Authorised	Private	1	1	0
Priv4	Woodside, 50 Feathers Lane,	TW19 5AN	Authorised	Private	2	2	2
Priv5	Land adjoining 50 Feathers Lane	TW19 5AN	Authorised	Private	2	2	2
Priv6	The Firs, 4 Feathers Lane, (Now numbered 6A)	TW19 5AN	Authorised	Private	1	1	0
PrivTemp1	Brayfields Stables, Windsor Road, Water Oakley	SL4 5UJ	Temporary authorised	Private	2	2	2
PrivTemp2	Land Rear of Straton Cottages, Fifield Road	TW19 5ND	Temporary Authorised	Private	2	2	2
PrivTol1	Pine Lodge, Feathers Lane (previously known as 3 Cedar Cottage)	TW19 5AN	Tolerated	Private	1	1	0
PrivTol2	Oakdene, Feathers Lane, Wraysbury	TW19 5AN	Tolerated	Private	1	2	0
PrivTol3	Foundry Lane, Horton	SL3 9PD	Tolerated	Private	1	2	2
PrivTol5	The Seasons, 46 Feathers Lane,	TW19 5AN	Tolerated	Private	1	1	1
PrivTol6	Dolphin (Springfield Rose), 48 Feathers Lane	TW19 5AN	Tolerated	Private	1	4	4
PrivTol7	Rose Cottage, 12 Feathers Lane	TW19 5AN	Tolerated	Private	1	1	0
PrivTol8	10a Feathers Lane also known as Westside	TW19 5AN	Tolerated	Private	1	2	2
PrivTol9	The Unicorn, 2 Feathers Lane, (Now numbered 4A)	TW19 5AN	Tolerated	Private	1	2	2
PrivTol10	Land to the West of and to the rear of 1A The Bungalow, Datchet Road, Horton	SL3 9PX	Tolerated	Private	2	2	2
PrivTol11	1 and 2 Swallows Nest, Datchet Road, Horton (now subdivided but previously known as Swallows Nest)	SL3 9PX	Tolerated	Private	2	2	2
PrivTol12	1 & 2 The Bungalow, Welley Road, Wraysbury	TW19 5DJ	Tolerated	Private	2	2	1
PrivTol13	Railway View, Datchet Road, Horton	SL9 3PY	Tolerated	Private	3	3	0

Table 4.5 List of Gypsy & Traveller sites and Travelling Showperson yards (as at May 2017)							
Site/Yard Code	Site/Yard Name and Address	Postcode	Type of Site/Yard	Ownership	Total Pitches/Plots	Households	Achieved Interviews
PrivTol14	Welley Corner, Welley Road (also known as New Stables, Welley Road)	SL9 3QA	Tolerated	Private	6	6	0
PrivTol15	Land between 62 and 66 Ditton Road, Datchet	SL3 9LS	Tolerated	Private	1	1	0
PrivTol16	Land adjacent to Newtonside Orchard, Burfield Road, Old Windsor	SL4 2RE	Tolerated	Private	1	1	1
TSP1	Punters Yard Welley Road, Horton	SL3 9QA	Tolerated	Private	1	2	2
TSP2	Carters Yard, Grove Park, White Waltham	SL6 3JF	Tolerated	Private	12	12	2
TSP3	Kimbers Lane Farm, Oakley Green Road	SL4 4QF	Tolerated	Private	4	4	4

Source: RBWM Council data 2017, site survey fieldwork 2017

Map 4.1 Location of sites and yards in the RBWM



5. Household survey findings

- 5.1 This chapter presents the findings of the household survey, which was carried out to provide primary data to inform this GTAA. The survey aimed to reach as many Gypsy, Traveller, Travelling Showpeople and houseboat dweller households living within the RBWM and Maidenhead as possible. It was conducted using the questionnaires which are set out in Appendix C.
- 5.2 The methodology is set out in Chapter 3.
- 5.3 There were a total of 56 responses to the household survey. Of these:
- 46 were living on pitches on Gypsy and Traveller sites;
 - 8 were living on plots on Travelling Showpersons' yards; and
 - 2 were living in bricks and mortar accommodation.
- 5.4 In addition 6 interviews were carried out with households living on an unauthorised encampment in July 2017
- 5.5 In order to maintain the confidentiality of respondents, the data has been analysed as follows:
- Gypsies and Travellers, including those living on Gypsy and Traveller sites and those living in bricks and mortar. The baseline is therefore 48 respondents; and
 - Travelling Showpeople living on yards. The baseline is therefore 8 respondents.

Population characteristics

- 5.6 As shown in Table 5.1, the household survey included a relatively even mix of male and female respondents. There were more female respondents than male amongst Gypsies and Travellers.

Table 5.1 Gender of respondents			
Gender	Household type		Total
	Gypsies and Travellers (on pitches or in bricks and mortar)	Travelling Showpeople on plots	
Female	63.8%	50.0%	61.8%
Male	36.2%	50.0%	38.2%
Total	100.0%	100.0%	100.0%
Base	47	8	55
Missing/no response	1	0	1
Total	48	8	56

Source: 2017 Household Survey

- 5.7 Just over a half (52.7%) of all of the respondents are aged 19-45 years; a quarter (25.5%) are aged 46-64 years and a fifth (21.8%) are aged 65 years or over (Table 5.2).

Table 5.2 Age of respondents			
Age Group	Household type		Total
	Gypsies and Travellers (on pitches or in bricks and mortar)	Travelling Showpeople on plots	
19-30	25.5%	0.0%	21.8%
31-45	27.7%	50.0%	30.9%
46-64	23.4%	37.5%	25.5%
65+	23.4%	12.5%	21.8%
Total	100.0%	100.0%	100.0%
Base	47	8	55
Missing/no response	1	0	1
Total	48	8	56

Source: 2017 Household Survey

- 5.8 Table 5.3 sets out the economic activity of respondents. Overall, 39.2% are in employment, 33.3% are looking after the home/family, 21.6% are retired and 5.9% are unemployed. However, none of the Travelling Showpeople responding to the survey are retired or unemployed.

Table 5.3 Economic activity of respondent			
Economic activity	Household type		Total
	Gypsies and Travellers (on pitches or in bricks and mortar)	Travelling Showpeople on plots	
Employed (full or part-time)	32.5%	75.0%	39.2%
Wholly retired from work	25.6%	0.0%	21.6%
Unemployed and available for work	7.0%	0.0%	5.9%
Looking after the home and family	34.9%	25.0%	33.3%
Total	100.0%	100.0%	100.0%
Base	43	8	51
Missing	5	0	5
Total	48	8	56

Source: 2017 Household Survey

- 5.9 As shown in Table 5.4, 38.2% of respondents identified as English Gypsy, 32.7% English Traveller, 7.3% Romany Gypsy, 3.6% Irish Traveller and 12.7% as Showperson. 5.5% stated 'other' ethnic group which could include mixed ethnicities. Unsurprisingly, there was a significant difference in stated ethnicity between the two household types.

Table 5.4 Ethnicity of respondents			
Ethnicity	Household type		Total
	Gypsies and Travellers (on pitches or in bricks and mortar)	Travelling Showpeople on plots	
English Gypsy	44.7%	0.0%	38.2%
English Traveller	38.3%	0.0%	32.7%
Romany Gypsy	8.5%	0.0%	7.3%
Irish Traveller	4.3%	0.0%	3.6%
Showperson	0.0%	87.5%	12.7%
Other ethnic group	4.3%	12.5%	5.5%
Total	100.0%	100.0%	100.0%
<i>Base</i>	<i>47</i>	<i>8</i>	<i>55</i>
<i>Missing</i>	<i>1</i>	<i>0</i>	<i>1</i>
<i>Total</i>	<i>48</i>	<i>8</i>	<i>56</i>

Source: 2017 Household Survey

- 5.10 Table 5.5 shows household composition by type of household. Overall, 23.6% of households identified as couples with children and a further 14.5% as lone parents. This suggests that around 38.1% of households include children, although none of the Travelling Showpeople households identified as including children. 14.5% of respondents identified as older households, the majority of whom were single person.

Table 5.5 Household composition			
Type of household	Household type		Total
	Gypsies and Travellers (on pitches or in bricks and mortar)	Travelling Showpeople on plots	
Single person (under 65)	10.6%	50.0%	16.4%
Older single person 65+	10.6%	12.5%	10.9%
Couple (no children) (under 65)	23.4%	25.5%	23.6%
Older couple 65+	4.3%	0.0%	3.6%
Couple with children	27.7%	0.0%	23.6%
Lone parent	17.0%	0.0%	14.5%
Other	6.4%	12.5%	7.3%
Total	100.0%	100.0%	100.0%
<i>Base</i>	<i>47</i>	<i>8</i>	<i>55</i>
<i>Missing</i>	<i>1</i>	<i>0</i>	<i>1</i>
<i>Total</i>	<i>48</i>	<i>8</i>	<i>56</i>

Source: 2017 Household Survey

Accommodation

- 5.11 Table 5.6 sets out the type of accommodation lived in by respondents. Of Gypsy and Traveller households surveyed, 85.1% live in a static/mobile home/chalet and 10.6% in a trailer/wagon. The remaining 4.2% represents two respondents living in bricks and mortar accommodation (bungalow and pine lodge). Of the eight Travelling Showperson households, half (50.0%) live in a trailer/wagon/tourer and half (50.0%) live in a static/mobile home/chalet.

Table 5.6 Accommodation type			
Accommodation type	Household type		Total
	Gypsies and Travellers (on pitches or in bricks and mortar)	Travelling Showpeople on plots	
Trailer/wagon	10.6%	50.0%	16.4%
Static/mobile home/chalet	85.1%	50.0%	80.0%
Bungalow	2.1%	0.0%	1.8%
Other	2.1%*	0.0%	1.8%
Total	100.0%	100.0%	100.0%
Base	47	8	55
Missing	1	0	1
Total	48	8	57

Source: 2017 Household Survey

Note: * self-defined as 'pine lodge' by the respondent

- 5.12 Information provided by respondents on the number of bedspaces available in their accommodation is set out in Table 5.7. The majority of Gypsy and Traveller households have two bedspaces available (61.7%). Travelling Showperson households tend to have two or three bedspaces available (75.0%).

Table 5.7 Number of bedspaces			
Bedspaces	Household type		Total
	Gypsies and Travellers (on pitches or in bricks and mortar)	Travelling Showpeople on plots	
One	10.6%	25.0%	12.7%
Two	61.7%	37.5%	58.2%
Three	27.7%	37.5%	29.1%
Total	100.0%	100.0%	100.0%
Base	47	8	55
Missing	1	0	1
Total	48	8	56

Source: 2017 Household Survey

- 5.13 Tables 5.8 and 5.9 set out respondents' views on whether or not their home/trailer (Table 5.8) and pitch (Table 5.9) is overcrowded. 9.1% of all responding households consider their home to be overcrowded and 9.1% consider their pitch to be

overcrowded. It is worth noting that none of the Travelling Showpeople living on plots consider their home or plot to be overcrowded.

- 5.14 Overcrowded households comprised couples with two adult children and couples with two or three children.

Table 5.8 Overcrowding of home or trailer			
Do you think your home is overcrowded?	Household type		Total
	Gypsies and Travellers (on pitches or in bricks and mortar)	Travelling Showpeople on plots	
Yes	10.6%	0.0%	9.1%
No	89.4%	100.0%	90.9%
Total	100.0%	100.0%	100.0%
Base	47	8	55
Missing	1	0	1
Total	48	8	56

Source: 2017 Household Survey

Table 5.9 Overcrowding of pitch			
Do you think your pitch/plot is overcrowded?	Household type		Total
	Gypsies and Travellers (on pitches or in bricks and mortar)	Travelling Showpeople on plots	
Yes	10.6%	0.0%	9.1%
No	89.4%	100.0%	90.9%
Total	100.0%	100.0%	100.0%
Base	47	8	55
Missing	1	0	1
Total	48	8	56

Source: 2017 Household Survey

- 5.15 The survey asked respondents how long they have lived at their current location (Table 5.10). Overall, 12.8% had lived at their current residence for less than two years, 10.9% for between two and five years and 76.4% for five years or more. Slightly more Travelling Showpeople had moved to their current residence within the past five years than Gypsies and Traveller households.

Table 5.10 Duration of residence

How long have you lived here?	Household type		Total
	Gypsies and Travellers (on pitches or in bricks and mortar)	Travelling Showpeople on plots	
Up to 1 year	8.5%	0.0%	7.3%
Over 1 and up to 2 years	4.3%	12.5%	5.5%
2 years and up to 3 years	6.4%	12.5%	7.3%
3 years and up to 4 years	0.0%	12.5%	1.8%
4 years and up to 5 years	2.1%	0.0%	1.8%
5 years or more	78.7%	62.5%	76.4%
Total	100.0%	100.0%	100.0%
Base	47	8	55
Missing	1	0	1
Total	48	8	56

Source: 2017 Household Survey

- 5.16 In terms of the location of previous residence (Table 5.11), 76.5% of all households had moved to their current residence from within the RBWM (including from the same site/yard). A higher proportion of Travelling Showperson households (50.0%) had moved from outside of the Borough, compared with 19.1% of Gypsy and Traveller households.

Table 5.11 Previous address

Where did you move from?	Household type		Total
	Gypsies and Travellers (on pitches or in bricks and mortar)	Travelling Showpeople on plots	
The same site	4.3%	12.5%	5.5%
The same district	76.6%	37.5%	70.9%
From outside the district	19.1%	50.0%	23.6%
Total	100.0%	100.0%	100.0%
Base	47	8	55
Missing	1	0	1
Total	48	8	56

Source: 2017 Household Survey

- 5.17 Respondents were asked about the nature of their pitch/plot when they moved onto it (Table 5.12). Just over a quarter (28.3%) of all respondents had moved onto a brand new pitch/plot, while the majority of households (69.8% of all respondents) had moved onto

an empty pitch/plot that had previously been occupied. None of the Gypsy and Traveller respondents live on a pitch that was the result of sub-division, whereas this was mentioned by one of the Travelling Showpeople households (12.5%).

Table 5.12 Nature of pitch/plot on initial occupation

When you moved onto this pitch, was it?	Household type		Total
	Gypsies and Travellers (on pitches or in bricks and mortar)	Travelling Showpeople on plots	
A brand new pitch which had not been occupied	28.9%	25.0%	28.3%
An empty pitch which had previously been occupied	71.1%	62.5%	69.8%
Part of an existing pitch which became available to you (sub-division)	0.0%	12.5%	1.9%
Total	100.0%	100.0%	100.0%
<i>Base</i>	45	8	53
<i>Missing</i>	3	0	3
<i>Total</i>	48	8	56

Source: 2017 Household Survey

- 5.18 When respondents were asked why they moved onto their current pitch, the most frequently-mentioned reasons were to be close to family/friends, nowhere else was suitable or simply chose this place/no particular reason.

Travelling practices

- 5.19 The household survey asked respondents whether or not they have travelled in the last year (Table 5.13) and also previous to last year (Table 5.14). The term ‘travelled’ was not defined but left open to self-interpretation by the respondents but from respondents perspectives it would accord with a notion of a ‘nomadic habit of life.’
- 5.20 In the last year, 87.5% of Travelling Showpeople households have travelled, compared with 21.3% of Gypsy and Traveller households. A slightly lower proportion of both groups stated that they had travelled previous to the last year.

Table 5.13 Travelled in the last year

Have you travelled in the last year?	Household type		Total
	Gypsies and Travellers (on pitches or in bricks and mortar)	Travelling Showpeople on plots	
Yes, in the last year	21.3%	87.5%	30.9%
No, not in the last year	78.7%	12.5%	69.1%
Total	100.0%	100.0%	100.0%
Base	47	8	55
Missing	1	0	1
Total	48	8	56

Source: 2017 Household Survey

Table 5.14 Travelled previous to the last year

Have you travelled previous to last year?	Household type		Total
	Gypsies and Travellers (on pitches or in bricks and mortar)	Travelling Showpeople on plots	
Yes, previous to last year	19.1%	75.0%	27.3%
No	80.9%	25.0%	72.7%
Total	100.0%	100.0%	100.0%
Base	47	8	55
Missing	1	0	1
Total	48	8	56

Source: 2017 Household Survey

5.21 The main reasons for travel given were cultural reasons, work-related, to attend fairs and personal preference as shown in Table 5.15.

Table 5.15 Reasons for travelling			
Reason for travelling	Household type		Total
	Gypsies and Travellers (on pitches or in bricks and mortar)	Travelling Showpeople on plots	
Cultural reasons	55.6%	42.9%	50.0%
Personal preference	11.1%	0.0%	6.3%
Work related	22.2%	28.6%	25.0%
Visit family/ friends or family events	11.1%	0.0%	6.3%
To attend fairs	0.0%	28.6%	12.5%
To attend religious meetings/ conventions	0.0%	14.3%	6.3%
Only way of life I know	11.1%		6.3%
Limited opportunity to settle down/ no pitch(plot) on which to live/ lack of pitch(yard) provision	0.0%	0.0%	0.0%
<i>Base</i>	<i>9</i>	<i>7</i>	
<i>Missing</i>	<i>0</i>	<i>0</i>	<i>1</i>
<i>Total</i>	<i>9</i>	<i>7</i>	<i>56</i>

Source: 2017 Household Survey

- 5.22 The household survey asked whether respondents plan to travel in the next year (Table 5.16) and every year for the next five years and/or beyond (Table 5.17). Overall, 32.7% of households intend to travel in the next year, but with much higher representation from Travelling Showpeople (62.5%) than Gypsies and Traveller households (27.7%). The longer-term intentions (Table 5.16) are very similar.

Table 5.16 Intention to travel in the next year			
Do you plan to travel in the next year?	Household type		Total
	Gypsies and Travellers (on pitches or in bricks and mortar)	Travelling Showpeople on plots	
Yes	27.7%	62.5%	32.7%
No	72.3%	37.5%	67.3%
Total	100.0%	100.0%	100.0%
Base	47	8	55
Missing	1	0	1
Total	48	8	56

Source: 2017 Household Survey

Table 5.17 Intention to travel for the next five years and/or beyond			
Do you think you will travel each year for the next five years and/or beyond?	Household type		Total
	Gypsies and Travellers (on pitches or in bricks and mortar)	Travelling Showpeople on plots	
Yes	29.8%	62.5%	34.5%
No	70.2%	37.5%	65.5%
Total	100.0%	100.0%	100.0%
Base	47	8	55
Missing	1	0	1
Total	48	8	56

Source: 2017 Household Survey

- 5.23 Table 5.18 sets out information provided by respondents relating to the typical duration of their travels. Overall 18 respondents provided an answer; of these there was a range of responses in terms of the typical duration of travel; 5.6% stated less than two weeks, 61.1% stated five to 12 weeks and 33.3% stated over 13 weeks per year. Travelling Showperson households typically travelled for longer periods than Gypsies and Travellers; for example, all Travelling Showpeople who travelled were away for a minimum of nine weeks.

Table 5.18 Duration of travel			
How long do you normally travel for each year?	Household type		Total
	Gypsies and Travellers (on pitches or in bricks and mortar)	Travelling Showpeople on plots	
No more than 13 days	7.7%	0.0%	5.6%
2 to 4 weeks (or one month)	0.0%	0.0%	0.0%
5 to 8 weeks (or 2 months)	30.8%	0.0%	22.2%
9 to 12 weeks (or 3 months)	30.8%	60.0%	38.9%
13 to 26 weeks (or 6 months)	23.1%	20.0%	22.2%
6 to 10 months	7.7%	20.0%	11.1%
Total	100.0%	100.0%	100.0%
<i>Base</i>	13	5	18
<i>Missing</i>	35	3	38
<i>Total</i>	38	8	56

Source: 2017 Household Survey

- 5.24 Locations of travel given by respondents include Essex, Appleby, Wales and locations in the south and south west. Routes mentioned include M25, M1, M3 and M4 along with A12. In terms of the time of travel, respondents all mentioned summer months. The main reasons given for travel were work, cultural and fairs/shows.
- 5.25 The questionnaire asked respondents for reasons why they do not travel, if relevant (Table 5.19). Reasons given include not needing to travel, long-term health reasons, work/job commitments and too many problems relating to travelling. 2.3% of respondents indicated a preference not to travel.

Table 5.19 Reason for no longer travelling

Reason for not travelling	Household type		Total
	Gypsies and Travellers (on pitches or in bricks and mortar)	Travelling Showpeople on plots	
Too many problems relating to travelling	9.5%	0.0%	9.1%
Long term health reasons	14.3%	50.0%	15.9%
Prefer not to travel	2.4%	0.0%	2.3%
Family commitments	2.4%	0.0%	2.3%
Education of children	4.8%	0.0%	4.5%
Work/ job commitments	11.9%	0.0%	11.4%
Do not need to travel	50.0%	50.0%	50.0%
Other	4.8%	0.0%	4.5%
Total	100.0%	100.0%	100.0%
<i>Base</i>	42	2	44
<i>Missing</i>	6	6	12
<i>Total</i>	48	8	56

Source: 2017 Household Survey

Provision of sites

- 5.26 The household survey asked respondents for their views on the need for sites in the RBWM.
- 5.27 In terms of transit provision, 25.5% of Gypsy and Traveller households felt that there was a need for provision of transit accommodation pitches/sites within the Borough (Table 5.20). Travelling Showpeople households were not asked this question. The 6 households interviewed on the unauthorised encampment in July 2017 were passing through and not intending on staying in the RBWM however they would have benefitted from transit site provision being available.

Table 5.20 Need for transit sites			
Is there a need for transit sites in Windsor and Maidenhead?	Household type		Total
	Gypsies and Travellers (on pitches or in bricks and mortar)	Travelling Showpeople on plots	
Yes	25.5%	-	25.5%
No	74.5%	-	74.5%
Total	100.0%	-	100.0%
Base	47	-	47
Missing	1	-	9
Total	48	-	56

Source: 2017 Household Survey

- 5.28 Management of transit sites by the Council was preferred (Table 5.21). 92.3% of those responding to the question (base of 13 responses) said that they would prefer transit sites to be managed by the Council.

Table 5.21 Preferred management of transit sites			
Who should manage transit sites?	Household type		Total
	Gypsies and Travellers (on pitches or in bricks and mortar)	Travelling Showpeople on plots	
Council	92.3%	-	92.3%
Private (Gypsies and Travellers)	7.7%	-	7.7%
Total	100.0%	-	100.0%
Base	13	-	13
Missing	35	-	43
Total	48	-	56

Source: 2017 Household Survey

- 5.29 Overall, 59.6% of respondents felt that there was a need for new permanent sites in the RBWM (Table 5.22). This view was strongest amongst Travelling Showpeople living on plots in the Borough; 83.5% of this group felt that there was a need for new permanent sites.

Table 5.22 Need for new permanent sites

Is there a need for new permanent sites in Windsor and Maidenhead?	Household type		Total
	Gypsies and Travellers (on pitches or in bricks and mortar)	Travelling Showpeople on plots	
Yes	56.5%	83.5%	59.6%
No	43.5%	16.7%	40.4%
Total	100.0%	100.0%	100.0%
<i>Base</i>	46	6	52
<i>Missing</i>	2	2	4
<i>Total</i>	48	8	56

Source: 2017 Household Survey

- 5.30 Council management of permanent sites was preferred (Table 5.23), with 82.1% of those responding (base of 28 responses) stating that they would prefer to live on sites managed by the Council.

Table 5.23 Preferred management of permanent sites

Who should manage permanent sites?	Household type		Total
	Gypsies and Travellers (on pitches or in bricks and mortar)	Travelling Showpeople on plots	
Council	87.5%	50.0%	82.1%
Private (Gypsies/Travellers)	12.5%	25.0%	14.3%
Private (non-Gypsy/Traveller)	0.0%	25.0%	3.6%
Total	100.0%	100.0%	100.0%
<i>Base</i>	24	4	28
<i>Missing</i>	24	4	28
<i>Total</i>	48	8	56

Source: 2017 Household Survey

Moving plans

- 5.31 The household survey asked about plans for the future (Table 5.24). Overall, under one-tenth (9.3%) of households stated an intention to move home within the next five years. There was not a significant difference in the proportionate response between the Gypsy and Traveller households and the Travelling Showpeople households.

Table 5.24 Intention to move in the next five years			
Are you planning to move in the next five years?	Household type		Total
	Gypsies and Travellers (on pitches or in bricks and mortar)	Travelling Showpeople on plots	
Yes	8.7%	12.5%	9.3%
No	91.3%	87.5%	90.7%
Total	100.0%	100.0%	100.0%
Base	46	8	54
Missing	2	0	2
Total	48	8	56

Source: 2017 Household Survey

- 5.32 Asked where they plan to move to, 80.0% of the households planning to move stated an intention to move to another site/yard, while 20% said that they plan to move into bricks and mortar accommodation.
- 5.33 In terms of accommodation, 25.0% of those planning to move to another site stated trailer/wagon and 75.0% stated chalet/mobile home. The household planning to move into bricks and mortar specified a house as their intended type of accommodation.
- 5.34 Respondents were asked whether they consider there to be potential for the further expansion of the sites where they live (Table 5.25). Overall, 83.6% of respondents considered that there was no potential to increase the number of pitches on the site. Of those who felt that there was expansion potential, the respondents considered there was space for between one and six additional pitches. This is presented further in Chapter 7.

Table 5.25 Potential for further expansion			
Thinking of where you live, is there potential for further expansion?	Household type		Total
	Gypsies and Travellers (on pitches or in bricks and mortar)	Travelling Showpeople on plots	
Yes	17.0%	12.5%	16.4%
No	83.0%	87.5%	83.6%
Total	100.0%	100.0%	100.0%
Base	47	8	55
Missing	1	0	1
Total	48	8	56

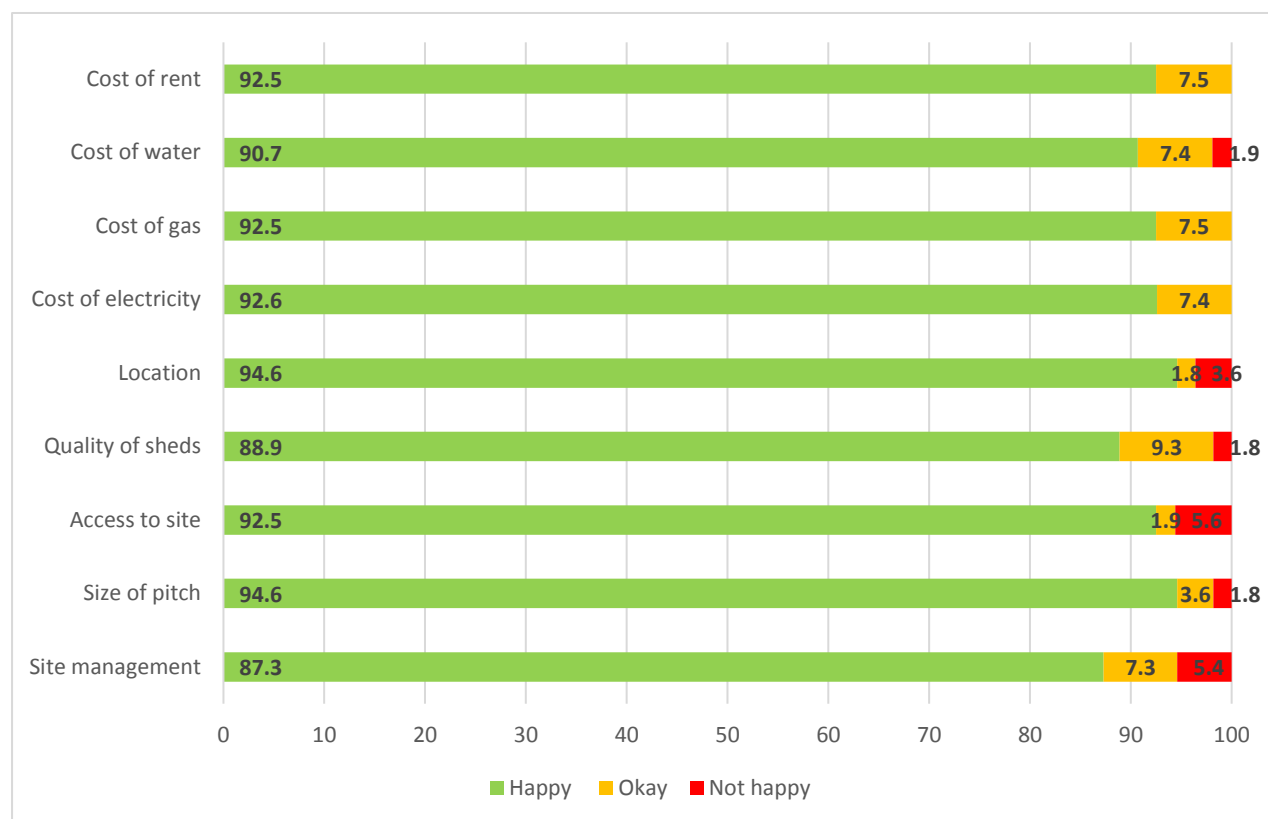
Source: 2017 Household Survey

- 5.35 In terms of potential sub-division of existing pitches (Table 5.26), 6.4% of Gypsy and Traveller household respondents considered that this was possible, but no Travelling Showperson households agreed.

Table 5.26 Potential for sub-division			
Is there potential to sub-divide existing pitches?	Household type		Total
	Gypsies and Travellers (on pitches or in bricks and mortar)	Travelling Showpeople on plots	
Yes	6.4%	0.0%	5.5%
No	93.6%	100.0%	94.5%
Total	100.0%	100.0%	100.0%
Base	47	8	55
Missing	1	0	1
Total	48	8	56

Source: 2017 Household Survey

- 5.36 The household survey asked respondents to rank a number of factors relating to the site/yard that they live on. They were asked to choose from 'happy', 'okay' or 'not happy'. The results are set out in Figure 5.1, which shows high levels of satisfaction. 'Happy' ratings were lowest for the issues of site management (87.3% of respondents stated that they were happy) and quality of sheds (88.9% stated that they were happy). 'Happy' ratings were highest for the issues of location (94.6% stated happy) and size of pitch (94.6% stated happy).

Figure 5.1 Respondents views of their site/yard

Source: 2017 Household Survey

6. Stakeholder consultation

Overview

- 6.1 Stakeholder consultation in respect of the GTAA was undertaken in partnership with RBWM Council. A list of key stakeholders operating in and around the RBWM area were contacted. Stakeholders were invited to participate in an online survey aimed at identifying a range of information, including establishing the key perceived issues facing the Gypsy and Traveller, Showpeople and houseboat dweller communities within the area and ways in which these need to be addressed.
- 6.2 A total of 27 responses were received to the stakeholder consultation, although some of these were partial. Stakeholders responding to the survey include representatives from RBWM Council and neighbouring district councils (9 respondents) and representatives from parish councils within the RBWM (12 respondents). The remaining respondents did not identify that they were representing an organisation.
- 6.3 The findings of the online stakeholder survey are set out below, followed by a section summarising the findings of telephone interviews with site/estate managers.

General support for the communities

- 6.4 Asked whether they consider that there is sufficient understanding and monitoring of the education, employment, health, accommodation and support needs of Gypsies, Travellers and Travelling Showpeople within the study area, a range of views were expressed by stakeholders. Many did not respond, or were unsure. However, two respondents stated yes while nine stated no. In terms of what more could be done to improve the current position, improved interaction, consultation and regular meetings with the travelling community were mentioned by several stakeholders.
- 6.5 Stakeholders were asked whether they think that there is adequate awareness of the cultural, support and accommodation needs of Gypsies, Travellers and Travelling Showpeople in the study area, and if not, what more could be done to raise awareness. Of those who provided a clear answer, two said yes (there is adequate awareness) while eight said no. Some were unaware of any support being available to Travellers within the area. Several stakeholders commented on the '*them and us*' atmosphere that exists, but some stressed that this is on both sides. Prejudice and suspicion were mentioned as general problems in the way the wider community perceives Gypsies, Travellers and Travelling Showpeople, although this is usually based on limited experience. However, it was also noted that some of the Travelling community have no motivation or incentive to integrate with the settled community and are determined to protect their own identity, heritage and culture. Suggestions to improve awareness included general public information via relevant media channels; setting up acceptable lines of communication to promote mutual respect; and education by example in terms of integration.
- 6.6 Few stakeholders identified actions that their organisation has taken to raise awareness of the cultural, support and accommodation s of the Travelling community. One representative from a neighbouring local authority mentioned their GTAA study and the

associated publicity which helping in raising awareness, and another referenced the discussions that take place in council meetings. A representative of Horton Parish Council explained that their parish council interacts with the local community at a personal level. There is also a wide acceptance and welcoming of the local community through St. Michael's Church, with annual church services and Christmas events specifically encompassing the local Traveller community as well as weddings, christenings and funerals hosted at the church. They reported that a large section of the church yard has become - albeit accidentally - assigned mainly for local Gypsy and Traveller family graves.

- 6.7 In terms of additional comments, several stakeholders commented on the diversity of cultures and practices within the broader Travelling community – some Gypsies and Travellers who travel, some who are settled on sites, others who are settled on yards, and Travelling Showpeople. Two individual respondents expressed the view that the Travelling community (particularly those settled) should not have special considerations above the general population, some of whom themselves are struggling.

Provision of accommodation

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

Existing provision

- 6.9 The survey questionnaire asked stakeholders whether they think that there is sufficient provision of permanent sites/pitches/plots for Gypsies, Travellers and Travelling Showpeople across the RBWM. Of those responding, two said yes (there is sufficient) and six said no. One reported that *'there are only 25 pitches in total'*, while other respondents raised concerns about illegal encampments by roaming groups, recent proposals to develop a site on flood zone land and the difficulty of balancing needs against what is available, particularly in the context of the shortage of affordable housing in the area.
- 6.10 The standard of facilities on existing sites in the borough was generally considered to be adequate; one respondent reported that *'standards are good'* and another stated that the facilities on Datchet site are *'great'*. However, several respondents suggested that better monitoring is required.
- 6.11 Regarding the management of privately-run sites, there was limited feedback. One parish council representative believed them to be well run and managed, with keen demand. By contrast, another parish council representative stated that *'they appear to be over used and cramped'*.
- 6.12 Stakeholders were asked whether they are aware of any issues/tensions between Gypsies, Travellers and Travelling Showpeople and the settled community, on existing sites within the Council area. Several of the respondents were aware of problems, but the references were often in relation to issues arising from unauthorised encampments

and illegal activities, rather than in relation to permanent sites in the borough. One respondent stated that *'there is tension in Datchet'*. Another (a parish council representative) stated that they experience *'occasional issues'* but the parish council seeks to address these wherever possible. One respondent also highlighted tensions within the Travelling community itself, for example between Irish and English Travellers who have different cultures.

- 6.13 One of the parish council representatives raised concerns regarding the extension of the static caravan site at Datchet Road without planning permission, along with signs advertising mobile homes available for rental.

New permanent sites

- 6.14 In terms of the location of any new permanent sites/pitches, stakeholders made the following comments:
- Sites should be spread across the borough – one in each parish/town was proposed by one stakeholder;
 - Sites should be on brownfield land of low landscape value;
 - Sites should have good access to roads and local amenities;
 - Datchet, Wraysbury, Horton and the surrounding area was mentioned as a specific location for new permanent provision; and
 - Sites should be for locals only.
- 6.15 Two parish council representatives queried the need for new permanent sites, expressing the belief that new sites are not required. One evidenced this, stating that existing mobile homes are being advertised outside of the area, although also suggesting that allocating sites specifically for the younger families of existing resident Travellers could be beneficial.
- 6.16 Two respondents (one a parish council representative) questioned whether a need for permanent sites indicates that the Gypsies and Travellers are permanent residents, or whether they are travelling and thus have different needs. The parish council representative stated that *'permanent sites which are not transit sites appears to contradict the primary needs of those with a travelling lifestyle and culture'*.
- 6.17 The main barriers to the provision of new permanent sites were identified as:
- NIMBYism and resistance from members of the local community, sometimes because of a lack of understanding of Travellers and/or a dislike;
 - Local residents' perceptions and/or experiences of crime, damage and anti-social behaviour (ASB) on illegal encampments;
 - Physical barriers of Green Belt, flood plain and infrastructure;
 - Pressure to use available sites to deliver permanent housing; and
 - Resources required to manage sites.

Transit sites

- 6.18 Transit provision is a pitch or site intended for short-term use whilst in transit; such provision is usually permanent and authorised, but there is a limit on the length of time that residents can stay there. Stakeholders were asked whether they consider that transit sites are needed in the RBWM area. Four respondents said no, while six respondents expressed the view that transit pitches are needed in the borough, to avoid illegal encampments and to support the needs of those with a travelling culture and lifestyle. One stakeholder stated that the location of any transit site(s) would need to be very carefully considered and subject to public consultation. Management and resourcing was also mentioned.
- 6.19 The following barriers to new transit site provision were mentioned by stakeholders:
- Several respondents re-iterated the same barriers as with permanent site provision (as above); in addition,
 - There was a feeling that the barriers to transit site provision are probably stronger than for permanent sites because of the perception and/or experience of travelling households on illegal encampments, including ASB, fly-tipping and crime; and
 - Political barriers were mentioned.
- 6.20 Stakeholders were asked whether, in general, they feel that support for Gypsy and Traveller sites is influenced by the number of caravans accommodated on the site in question. Four stated no, but five stated yes. The latter expressed the view that there would be more resistance with proposals for larger sites.
- 6.21 Asked if they had further comments one parish council representative stated that their own Gypsy and Traveller community are against transit site provision in their local area, because of the problems associated with transit behaviour. Instead they would like to see more permanent sites available for their own families.

Moorings for houseboat dwellers

- 6.22 Stakeholders were asked whether they think that there is sufficient provision of moorings for houseboat dwellers across the Council area. Most stakeholders did not respond, or stated that they did not know. However, two parish council representatives said no, there is not sufficient provision.

Bricks and mortar accommodation

- 6.23 Several stakeholders are aware of members of the Gypsy and Traveller community who live in bricks and mortar accommodation in the borough. Locations mentioned include Horton, Wraysbury and Datchet (eastern end). Three respondents were aware of households living in bricks and mortar who would like to move to a pitch. Two parish council respondents referred to problems relating to social inclusion and anti-social behaviour.
- 6.24 When asked specifically if they consider that additional provision of sites/pitches needs to be made to accommodate the needs of Gypsies, Travellers and Travelling

Showpeople currently living in settled (bricks and mortar) accommodation, four respondents said yes. One representative from a neighbouring local authority stated that their experience is that allowance needs to be made for the needs of Travellers currently living in bricks and mortar. A parish council respondent suggested that many would prefer to be re-homed into vans on sites/pitches, which would also free up affordable housing for others. Another parish council representative said that local families often make their own provisions through land acquisition, but suggested that more work is needed to ensure this complies with legal requirements and planning permission.

- 6.25 In relation to support available to help those Gypsies and Travellers living in settled accommodation to manage their housing effectively, two parish council respondents said that the same support is available as with any other residents. A further two respondents stated that groups should not be singled out for additional help or special treatment. Three stakeholders (one from a parish council) felt that further support was important, with two commenting that many Gypsies and Travellers can't read or write. They may not be aware that help is available, or may see it as interference rather than potential assistance.
- 6.26 Stakeholders were asked whether Gypsies, Travellers and Travelling Showpeople feel safe in settled accommodation, and whether their cultural needs are given consideration when conventional accommodation is offered. Three respondents (two of whom are parish council representatives) stated no (they do not feel safe) and a further respondent (parish council) also expressed this view, stating that they believe some do not feel safe, being subject to racism from neighbours. A representative from a neighbouring local authority stated their experience that Travellers have '*a cultural aversion to living in bricks and mortar*', rather than concerns about safety and security. Two respondents (parish council representatives) expressed the view that the opposite can also be the case in parts of the borough, with the neighbouring population feeling threatened by the Travelling community.
- 6.27 In making additional comments on these issues, one stakeholder stated that their needs to be more integration, whilst another said that the biggest difficulty for parish and borough council is creating good lines of communication with the Traveller community, particularly in relation to planning controls.
- 6.28 Arc4 have also been in contact with one community representative who was concerned that the need from bricks and mortar households was adequately reflected in the GTAA. Attempts were made to provide details of households requiring pitches but this was not achieved. However, the GTAA does reflect on need from bricks and mortar households has evidenced in the housing register.

Unauthorised encampments

- 6.29 Stakeholders were asked how many unauthorised encampments take place each year in their area. Five parish council respondents from within RBWM responded, typically reporting between one and three incursions within their parish.
- 6.30 A representative for RBWM reported the following unauthorised encampment statistics:

- 2012/13 – 12
 - 2013/14 – 17
 - 2014/15 – 12
 - 2015/16 – 19
 - 2016/17 – 23
- 6.31 Local authority representatives from neighbouring districts reported the following:
- Runnymede – In recent years there have been very few unauthorised encampments, either short or long term. However, there has been one large (37 caravans) incursion in 2017 and the Council is using enforcement and legal powers to seek to vacate the site.
 - Bracknell Forest – In the past three years there have been 8 (2014), 7 (2015) and 31 (2016) unauthorised encampments.
 - South Bucks – At present there are two unauthorised pitches on a site; these are the subject of enforcement action. There have also been a number of short term encampments in the area since May 2017 but people have moved on fairly quickly.
 - Spelthorne – Typically around six or seven encampments per year, but this can vary from two or three to 30-40 at a time, with the length of stay being very variable.
- 6.32 Stakeholders were asked whether unauthorised encampments are problematic for their organisation. At least nine stakeholders stated that unauthorised encampments cause problems, including anti-social behaviour, intimidation, damage to property, increased crime rates, fly-tipping and clean-up afterwards. In addition, impacts on local amenities were mentioned, including the need for the installation of deterrents. Several respondents commented on the resources required, including officer/police time and significant costs, especially when court orders/baliffs are required.
- 6.33 The overwhelming view of stakeholders was that unauthorised encampments have a very negative affect on the perceptions of the local community.
- 6.34 One parish council representative expressed the view that problems experienced were not directly related to their local Gypsy and Traveller site; instead the problems experienced more frequently related to land purchased by Gypsies and Travellers for business purposes, but planning conditions designed to limit nuisance from the business use were often ignored.

Planning policy

- 6.35 The online survey asked stakeholders if there are any areas within planning policy that they consider have restricted the provision of new sites or pitches for Gypsies, Travellers and Travelling Showpeople. Two respondents (parish council representatives) said no and two further parish council respondents stated that Green Belt and flooding restrictions impact development in the area, but that this affects all planning and not just planning for Gypsies and Travellers. One of the latter respondents noted that exceptions are being made for large commercial developers, and they proposed that

exceptions could be made for other forms of development, especially social housing and permanent mobile home sites. Another parish council representative suggested that there should be a focus on short-term stay transit provision.

- 6.36 A representative from one of the neighbouring local authorities said that the availability of reliable and up-to-date evidence of genuine need was an area of planning that is a potential restriction on new provision. Another council respondent stated that generally the PPTS and Green Belt policy present ‘severe limitations’ for local planning authorities dealing with these issues, but noted that changes to this overarching context lie at the national level.
- 6.37 When specifically asked if more could be done through planning policy and site allocation in the Local Plan to identify and bring forward new sites for the provision of pitches for Gypsies, Travellers and Travelling Showpeople, two respondents said yes and two said no. Other comments received include:
- *‘Get travelling people more involved’;*
 - *‘RBWM should meet its own needs for the travelling community identified in Local Plan evidence. RBWM should consider all options for achieving this’;*
 - *‘The Borough Plan is already at Reg. 19 stage and will not accept changes. There is no provision within the Plan for Gypsy and Traveller Accommodation; it just refers back to Government Policy’;*
 - *‘In the recent consultation on Runnymede Council’s Local Plan, many of the housing site allocations include a requirement to provide traveller accommodation of between two and ten pitches, resulting in a total provision figure of 34’; and*
 - *‘It would be helpful for the government to provide clear guidance on the subject’.*

Movements and cross-boundary issues

- 6.38 The survey asked stakeholders if they are aware of any regular movements of Gypsies, Travellers and Travelling Showpeople from neighbouring areas, in or out of the RBWM Council area. Two stakeholders answered positively, with M3 and M4 corridor routes being noted. 11 respondents said no, they were not aware of any routes.
- 6.39 In terms of sites or locations close to the boundary of RBWM where difficulties have arisen there was more awareness amongst stakeholders, with three stating yes compared with nine stating no. However, no details were provided.
- 6.40 Stakeholders were asked if there are any cross-boundary issues, in respect of Gypsies, Traveller and Travelling Showpeople that should be considered as part of this study. One parish council respondent stated that Traveller issues, by definition, are not confined within local authority boundaries and cannot be addressed without cooperation. Another parish council representative highlighted education as an important cross-boundary issue,
- 6.41 One local authority respondent suggested that, depending upon this findings of the GTAA, transit site provision may need to be considered strategically. However, another council representative stressed the need to have a consistent monitoring framework for

travelling community applications, decisions and encampments and stated that some of the neighbouring districts would be very concerned if RBWM were not proposing to meet their own needs (transit and permanent) in case there were knock-on effects in Buckinghamshire and impacts on their area. Specific Travelling communities to be considered in relation to cross-boundary issues were identified by one town council representative: Slough, South Bucks, Wokingham, Spelthorne and Hounslow.

- 6.42 Stakeholders were invited to state what they thought should be the key outcomes of the study. Responses included the following:
- *‘A robust pitch/plot need requirement (for both PPTS/Cultural), and consideration of any transit provision needs’;*
 - *‘To cover all aspects of the travelling community needs whether they comply with PPTS or not bearing in mind the Council's equality duty’;*
 - *‘Identify the accommodation needs of the traveller community, with a focus on confirming the probable shortfall of accommodation supply’;*
 - *‘Refocus on adequate transit pitch provision’;*
 - *‘Ensure existing provision is well managed and illegal use reduced’;*
 - *‘To identify the full needs for Gypsy and Travellers and Travelling Showpeople so that the Borough Council can demonstrate whether they can meet those needs in full and to establish a dialogue with adjoining authorities, under the duty to cooperate, concerning any cross-boundary issues which arise’;*
 - *‘Far reaching and all-encompassing consultation between the Borough, Parishes and Gypsy & Traveller Community to understand and try to remedy conflicts surrounding cultural differences and to establish where and how accommodation for the existing Traveller Community can be provided’;*
 - *‘Better understanding of the issues to overcome, and addressing those’;*
 - *‘Adequate provision is already made in this area’;*
 - *‘Identification and acceptance of the truth followed by travellers complying with the rules and being treated like ordinary people’;*
 - *‘Equal opportunities for all - to make things better for everybody traveller or non traveller’.*
- 6.43 Asked if they had any additional comments, one parish council respondent expressed concern that stakeholder consultation has not been extended to the people who live and work in the local communities who are affected by Gypsy and Traveller issues, such as the east end of Datchet. Another respondent highlighted a local circumstance involving an unauthorised development which has involved protracted and expensive legal proceedings and has resulted in ongoing impacts for neighbours and a nervous and negative baseline attitude towards new Traveller developments and encampments.
- 6.44 The survey explained to stakeholders that the questionnaire is considered to contribute to the local planning authority's requirement on the Duty to Cooperate with neighbouring authorities, as set out in Section 33A of the Planning and Compulsory Purchase Act (as amended by Section 110 of the Localism Act 2011) and described in

the National Planning Policy Framework (NPPF) as an integral part of the Local Plan-making process and its assessment at Examination. They were asked for any views on this. One local authority representative stated that *‘this questionnaire should only be a starting point of evidence gathering to enable a proper discussion of the issues under the duty to cooperate, so that the possible strategic cross-boundary issues, if any, can be addressed’*. Another council respondent commented that the questionnaire does not fulfil *all* of the Duty to Cooperate requirements and stated that on-going liaison between the councils and effective outcomes of this will be essential as the Local Plan policy develops, in particular how RBWM deals with its own Traveller needs. Another local authority respondent acknowledged that the provision of Traveller accommodation is a matter to appropriately be considered in the context of the Duty to Cooperate. However, they considered that, in practical terms, the outcome of the co-operation between local planning authorities is *‘likely to be negligible’*, stating: *‘it is difficult enough for a LPA to secure support for meeting the needs of travellers residing in, or resorting to, its own area; the problems in trying to do so in respect of another LPA’s needs are considerably heightened’*.

- 6.45 One of the parish council respondents expressed concerns regarding consultation with Slough Borough Council regarding social housing and Gypsy and Traveller accommodation.
- 6.46 In terms of any additional comments, two representatives from neighbouring local authorities mentioned the consideration that may need to be given to any unmet need that pre-dates the GTAA study but is within the Local Plan Period.

Site manager consultation

- 6.47 The two local authority-owned Gypsy and Traveller sites in the RBWM are managed by housing associations.
- 6.48 As turnover and the potential supply of vacant sites arising is factored into the pitch needs analysis, telephone discussions were undertaken with representatives of the site managers of Mill Place Site, Datchet (Radian Group) and Pool Lane Site, Waltham St Lawrence (Housing Solutions).
- 6.49 Mill Place Site, Datchet, accommodates 16 pitches on the site, all of which are occupied. The residents are long-term tenants and there has only been one vacancy in the past five years. In April 2018 there were 18 households on the waiting list (of which 4 are currently living on Mill Place (but wish to move pitch), 1 lives in a caravan elsewhere in the Borough, 8 live in bricks and mortar, and 5 not specified). This implies a net need for 14 pitches.²³
- 6.50 With respect to Pool Lane, Waltham St Lawrence, of the nine pitches available there are currently nine households on-site and no vacancies. The occupiers are long-term tenants living in static caravans on a permanent basis. In the past five years, three pitches have become vacant. One was through a death and the pitch vacancy was

²³ Modelling in Table 7.1 includes an allowance for households forming and needing their own pitch so there may be double counting if the needs from the register are also added to the overall need.

quickly filled. The other two pitches became vacant through households leaving without notice so a legal process had to be followed in order to gain re-possession before they could be re-allocated. Housing Solutions holds a waiting list. In April 2018 there were 17 households on the waiting list (of which 1 lives on another pitch on Pool Lane Site, 1 lives on another LA site in the Borough, 4 lived on unauthorised sites in the Borough, 3 lived in bricks and mortar within the Borough, 6 lived in Bricks and Mortar outside the Borough but had connections with the area and 2 live on sites outside the Borough). This implies a net need from a total of 15 households comprising: 3 bricks and mortar households from within the Borough, 4 on unauthorised sites within the area, 8 from households wanting to move into the Borough (from either sites or bricks and mortar).

Houseboat moorings provider consultation

- 6.51 As part of the GTAA 2017, arc4 carried out a review of residential moorings for people living on houseboats.
- 6.52 To identify these individuals, moorings and marinas in the Borough were identified and contact was made with the estate managers to establish:
- Residential houseboat dwellers (how many and where?),
 - If there are other locations in RBWM where there are houseboat dwellers,
 - Some background to the moorings/marinas and available facilities,
 - Whether additional residential moorings are needed in RBWM,
 - What is demand like (types of household, where are they coming from, reasons for moving onto houseboats), and
 - Do they have a waiting list (and how many are on it).
- 6.53 Contact was made with Sarbonne Estates, Bray Marina, Racecourse Marina and Floating Homes.

Sarbonne Estates

- 6.54 The discussions revealed that although there is an appetite for residential mooring, Sarbonne estates have over 100 moorings in 5 locations across the RBWM (Saxon Estates, Bourne End, Henley, Platts Eyot and Thameside Moorings) but only one of the 100 moorings is residential. Typically, sites offer facilities for picnicking and barbeque; CCTV; parking; water; electricity and toilets.
- 6.55 No waiting list is kept but there is significant demand for residential moorings as reported by this stakeholder.

Bray Marina

- 6.56 Despite their website advertising base moorings, Bray Marina stated that they do not have residential moorings in RBWM. The marina has 400 berths and offers a repairs service, winter storage/hard standing, car park, toilets, water and fuel.

The Racecourse Marina

- 6.57 The Racecourse Marina was redeveloped 18 months ago and no longer has any moorings. The race track manager is unaware of any replacement moorings nearby.

Floating Homes

- 6.58 Floating Homes make houseboats. They indicate they have constructed four residential houseboats at the Willows and probably 50 in total along the Thames. They get a lot of enquiries for residential houseboats and but the problem is there isn't anywhere to put them. The existing marinas don't want to lose paying visitor moorings sites for obvious reasons. Floating Homes suggested that the gravel pits along the Thames might be a solution to the lack of space.
- 6.59 The requests for permanent come from people who are looking for a change of life-style – for example, children grown up, mortgage paid off or looking for a change of scene.

Interviews with houseboat occupants

- 6.60 Two interviews were secured with households living on houseboats:
- Both were older person households;
 - They travelled locally and were happy where they lived as it is quiet;
 - Neither had intentions of moving anywhere else.
- 6.61 Overall, evidence would suggest there are relatively few residential moorings in the RBWM. One respondent suggested that up to 12 moorings would be appropriate for the Borough and managed by the Canals and Rivers Trust however there is no credible evidence of unsatisfied need. It is recommended that the Council engages with the Canals and Rivers Trust to establish the feasibility of increasing the number of residential moorings in the RBWM and also confirm the potential number of moorings that can be delivered.

7. Gypsy and Traveller pitch, Travelling Showperson plot and transit site need

Introduction

7.1 This section reviews the overall pitch need of Gypsies and Travellers and Travelling Showpeople across RBWM. It takes into account current supply and need, as well as future need, based on modelling of data, as advocated by the DCLG. This chapter also considers transit pitch need for Gypsies and Travellers. Finally, it presents planning policy recommendations.

7.2 The National Planning Policy Framework states that local planning authorities should have a clear understanding of housing needs in their area including the needs of Gypsies and Travellers. The Planning Policy for Traveller Sites August 2015 require an assessment of the current needs of Gypsies and Travellers and a projection of future needs. The policy advocates the use of a survey to supplement secondary source information and derive key supply and demand information. The calculation of pitch need is based on DCLG modelling as advocated in *Gypsy and Traveller Accommodation Assessment Guidance* (DCLG, 2007 now withdrawn). The PPTS states at Policy B (para 9)

“Local planning authorities should set pitch targets for gypsies and travellers as defined in Annex 1 and plot targets for travelling showpeople as defined in Annex 1 which address the likely permanent and transit site accommodation needs of travellers in their area, working collaboratively with neighbouring local planning authorities.”

7.3 This GTAA for RBWM has modelled current and future demand and current and future supply separately for Gypsies and Travellers and Travelling Showpeople. For this study, the model has considered a cultural definition of Gypsies and Travellers and Travelling Showpeople, as indicated by the proposed revision to the NPPF but also takes account of the planning definition (PPTS 2015) as an element of modelling output.

Pitch need model overview

7.4 Pitch needs are assessed over an initial five-year period (2017/18 to 2021/22) (the 5-year model) and then longer-term need is based on the expected number of households likely to form over the remainder of the plan period (2022/23 to 2032/33) based on the age profile of children under 13 living in Gypsy and Traveller households on pitches (the longer-term model). The modelling considers the overall cultural need for pitches and establishes the PPTS need as an element of this need.

7.5 In terms of **cultural need**, the 5-year model considers:

- The baseline number of households on all types of site (authorised, unauthorised and temporary authorised sites) as at April 2017;
- Existing households living on caravan sites that are not specifically Gypsy and Traveller sites;

- Existing households planning to move in the next five years (currently on sites and also from bricks and mortar and caravan sites (non- Gypsy Traveller) and where they are planning to move to²⁴; and
- Emerging households currently on sites and planning to emerge in the next five years and stay within the study area on a pitch; to derive a figure for
- Total pitch need.

7.6 In terms of **PPTS defined** need

- The cultural need is factored by the percentage of households surveyed who indicated that they were still intending to travel and maintain a nomadic habit of life.

7.7 In terms of **supply**, the model considers:

- Total supply of current pitches on authorised sites;
- Vacant pitches on authorised sites.

7.8 The model then reconciles total need and existing authorised supply over the next 5 years by summarising:

- Total need for pitches; and
- Total supply of authorised pitches.

7.9 The longer-term element of the model then considers the cultural and PPTS need over the remainder of the plan period (to 2033).

Description of factors in the 5-year need model

7.10 Table 7.1 provides a summary of the 5-year pitch need calculation. Each component in the model is now discussed to ensure that the process is transparent and any assumptions clearly stated.

Need

7.11 **Current households living on pitches (1a to 1e)**

These figures are derived from local authority data, site observation and household survey information. Note that no household stated they were doubled up or included concealed households. However, site observation suggests there are more households than pitches, with 70 households living on 62 pitches. The need from these 8 additional households is factored into modelling.

7.12 **Current households in bricks and mortar accommodation (2a)**

The 2011 census estimates there are 74 Gypsy and Traveller households living in bricks and mortar accommodation. Information from the housing waiting lists maintained by Radian and Housing Solutions identifies that a minimum of 11 households currently

²⁴ The net impact of households planning to move is considered in modeling

living in bricks and mortar housing in RBWM want to move to a pitch and this figure is used in the needs assessment model.

7.13 Existing Households needing a pitch in the next five years (3)

This was derived from information from the household survey for respondents currently on authorised pitches. To account for non-response, the data in the model has been weighted by a factor of 1.5217²⁵ based on the number of responses received compared with the total number of households. This helps to ensure that the needs evidence reflects the total number of households living on sites.

Overall, there is a need from 5 households planning to move to another pitch within RBWM (which results in no net change in overall need), 2 from a pitch to bricks and mortar and 1 plans to move outside RBWM. The Overall housing register held by RBWM does not hold information regarding the cultural background or ethnicity of applicants. It has not therefore been able to draw on this potential data source to identify numbers of Gypsy and Traveller households wishing to move into bricks and mortar accommodation.

Housing register information

7.14 The housing waiting lists maintained by Radian and Housing Solutions currently include a total of 35 households. Analysis indicates this comprises the following range of needs:

- 6 from households currently on Council sites;
- 5 from sites elsewhere in the Borough;
- 11 from bricks and mortar households in the Borough;
- 6 from bricks and mortar households from outside the Borough but with connections to families in the area;
- 2 from sites outside the Borough; and
- 5 where the location of the household is not specified

7.15 Of these, 6 currently live on pitches in the Borough already, so these are discounted from overall additional need²⁶. 11 are currently in bricks and mortar accommodation (included in the modelling at row 3e). This leaves 18 outstanding households from the housing register who require a pitch; these are included at rows 3f and 3g.

7.16 This results in an overall net need of +26 pitches from existing households planning to move in the next 5 years (row 3h).

In and Out Migration

7.17 The household survey identifies 10 households who had moved to their pitches in the preceding 5 years. 5 gave their place of origin, with one originating from elsewhere in

²⁵ 46 responses from 70 G&T households on pitches results in a weighting factor of $70/46 = 1.5217$

²⁶ Note that the Modelling in Table 7.1 includes an allowance for households planning to move from existing pitches and there may be some double counting if we add in the households from the housing register

the South East and 4 from outside the UK. The household survey identified 1 household that is planning to move out of the Borough in the next 5 years. Most of the households moving into RBWM moved onto a vacant pitch that had been previously occupied and one moved onto a brand new pitch which had not been previously occupied.

The housing register identifies 8 households who are require a pitch and currently live outside RBWM and this is included as an indication of need from in-migrant households.

7.18 **Emerging households (4)**

This is the number of households expected to emerge in the next 5 years based on responses to the household survey which asked whether there was anyone in your household planning to form a new household and if so where and the type of accommodation required. The total number is 8 (weighted)²⁷.

If children old enough to form their own household were living with family and have not specified that they want to form a new household, this is assumed to be through choice and the model does not assume they want to form a new household.

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

This is a total of current households on authorised pitches, households on pitches planning to move in the next five years and demand from emerging households currently living on pitches. This indicates a total need for 104 pitches according to cultural need.

Supply

7.20 **Current supply of authorised pitches (6)**

This is a summary of the total number of authorised pitches and the number of vacant authorised pitches. This shows a total supply of 34 authorised pitches plus zero vacant pitches resulting in a total supply of 34 authorised pitches. There are also four pitches on two authorised temporary pitches, although the permission for both of these will expire within 5 years and so are not included in the total of authorised sites.

Reconciling supply and demand

- 7.21 There is a total need over the next five years (2017/18 to 2021/22) for 102 pitches in RBWM (Table 7.1) compared with a supply of 34 authorised pitches (including vacant pitches). The result is an overall cultural shortfall of 68 pitches. PPTS need is considered later in the section.

²⁷ See Para 7.13 for an explanation

Table 7.1 Summary of demand and supply factors: Gypsies and Travellers – 2017/18 to 2021/22

CULTURAL NEED			RBWM
1	Total households living on pitches	1a. On LA Site	25
		1b. On Private Site – Authorised	9
		1c. On Private Site - Temporary Authorised	4
		1d. On Private Site – Tolerated	32
		1e. Unauthorised	0
		1f. Total (1a to 1e)	70
2A	Estimate of households in bricks and mortar accommodation	2a. TOTAL (2011 Census)	54
		Weighting applied to stages 3 and 4 = 1.52 to account for G&T household no-response	
3	Existing households needing a pitch in next 5 years	Currently on sites	
		3a. To another pitch/same site (no net need)	0
		3b. To another site in District (no net need)	5
		3c. From site to Bricks and Mortar	2
		3d. To a site/bricks and mortar outside District	1
		Currently in Bricks and Mortar	
		3e. Planning to move to a site in LA	11
		Currently on housing register	
		3f. Other households currently on housing register (from within Borough)	10
		3g. Other households currently on housing register (from outside Borough)	8
3h. TOTAL Net impact (-3c-3d+3e+3f+3g)		26	
4	Emerging households (5 years)	4a. Currently on site and planning to live on current site	5
		4b. Currently on sites and planning to live on another site in LA	3
		4c. Currently on site and planning to live on site outside the study area	0
		4d. Currently in B&M planning to move to a site in LA	0
		4e. Currently in B&M and moving to B&M (no net impact)	1
		4f. Currently on Site and moving to B&M (no net impact)	0
		4g. TOTAL Net impact (4a+4b-4c+4d)	8
5	Total Need	1f+3h+4g	104
SUPPLY			
6	Current supply of authorised pitches	6a Current occupied authorised / lawful pitches	34
		6b Current vacancies on authorised / lawful pitches	0
		6c. Total current authorised supply (6a+6b)	34
RECONCILING NEED AND SUPPLY			
7	Total need for pitches	5 years (from 5)	104
8	Total supply of authorised pitches	5 years (from 6c)	34
5 YEAR AUTHORISED PITCH SHORTFALL 2017/18 TO 2021/22 (Cultural definition)			70

Longer-term pitch need modelling

- 7.22 Longer-term pitch need modelling has been carried out using known household structure information from the household survey of households living on pitches. On the basis of the age of children in households, it is possible to determine the extent of 'likely emergence', which assumes that a child is likely to form a new household at the age of 18.
- 7.23 The year when a child reaches 18 has been calculated and it is possible to assess how many newly forming households may emerge over the period 2022/3-2032/33. A reasonable assumption is that half of these children will form new households, bearing in mind culturally women tend to move away on marriage and men tend to stay in close proximity to their families on marriage. The model therefore assumes that 50% of children will form households when they reach 18 and that these households remain in RBWM²⁸. Analysis would suggest a total cultural need for 20 additional pitches over the period 2022/23-2032/33 (Table 7.2).

Table 7.2 Future pitch need based on the assumption that 50% of children form households on reaching 18

Time period	No. children	Expected household formation
2022/23 – 2026/27	18	9
2027/28 – 2031/32	12	6
2032/33	9	5
Total (2022/23 to 2032/33)	39	20

Planning Policy for Traveller Site definition

- 7.24 arc⁴'s methodology includes analysing the household survey findings to determine the self-defined travelling practices of each interviewed household, as detailed in paragraph 3.17. Respondents' answers to questions relating to travelling history (current and year preceding); reasons for travel; travel plans (current year and the next five years); annual duration of travel (recent and planned); destinations and reasons for travel; and reasons for not travelling (now and in the future) are all considered.
- 7.25 By translating this assessment of each household's 'PPTS-compliance' into a proportion of the population in question, it can be determined what percentage of households fall within the 'PPTS 2015' definition. By contrast, all households identifying as part of the Gypsy and Traveller or Travelling Showpeople community are contained within a

²⁸ This approach has been tested at inquiry including Worcestershire and Shropshire and reasonably assumes a broad gender split indicating that half of children will form households.

broader ‘cultural’ definition, an approach which is supported by the Draft Revised NPPF (March 2018) and the Housing and Planning Act 2016 section 124.

- 7.26 Analysis of household survey data establishes that 28.9% of Gypsies and Travellers living on pitches across RBWM satisfy the PPTS definition of Gypsies and Travellers (this is based on the 46 responses from households living on Gypsy and Traveller pitches) and discussed at paragraph 3.17. This proportion is applied to the cultural need evidenced in the 5-year and longer-term modelling of pitch need to establish a PPTS need for pitches.

Overall plan period pitch need

- 7.27 Table 7.3 summarises the overall need for pitches across RBWM over the plan period to 2033. It presents the overall cultural need based on households identifying as Gypsy and Traveller and a PPTS need which is a subset of the cultural need and is based on those households who meet the PPTS definition of need.
- 7.28 Assuming a 16 year period (2017/18 to 2032/33), this result in an annualised cultural need for 5.6 pitches and an annualised PPTS need for 1.6 pitches. It is assumed that any need arising during the first four years of the local plan (2013/14 to 2016/17) will have either been addressed or factored into the 2017 GTAA analysis.

Table 7.3 Overall plan period Gypsy and Traveller pitch need		
	Cultural need	Of which: PPTS need
5yr pitch need (2017/18 to 2021/22)	70	20
Longer-term need to 2022/23 to 2032/33	20	6
TOTAL pitch need 2017/18 to 2032/33 (Borough Local Plan Period)	90	26

- 7.29 In accordance with the PPTS, It is recommended that the Borough Local Plan recognises the need (under Policy B para 9) to set pitch targets for Gypsies and Travellers as defined in Annex 1 of that document to ensure that a supply of specific deliverable sites sufficient to meet the need for a need for 26 pitches over the whole plan period. This is within the context of an overall cultural need for 90 pitches (which includes the PPTS need) to be provided in order to meet that part of the overall housing need to provide suitable housing to meet the needs of different groups in the community.

Turnover on sites

- 7.30 Turnover relates to the number of pitches that are expected to become available for occupancy. Analysis only includes expected turnover on public sites as this is referenced in (former) CLG guidance and more accurate data on changes in pitch occupancy is likely

to be available. Although there is likely to be turnover on private sites, the ability of households to move onto private sites may be more restrictive (for instance the site may be restricted to a particular family) and less likely to be recorded.

- 7.31 Household survey data indicates that 15.8% of respondents living in Local Authority sites have lived there for less than 5 years, implying a 3.2% annual turnover rate. An analysis of households planning to move would suggest that 5.2% are planning to move in the next 5 years, resulting in a 1% annual turnover of pitches.
- 7.32 This analysis would suggest annual capacity of between 0.26 (households intending to move) and 0.79 (households who have moved) pitches from turnover. This translates to a turnover of 5 pitches over the full 20-year plan period based on households intending to move. Site management data indicates very low levels of turnover on local authority sites. Therefore, it is expected that turnover is likely to generate only a small amount of pitch capacity over the plan period.
- 7.33 Table 7.4 illustrates the impact of a 5 pitch turnover over the plan period on overall pitch need. The result of including expected turnover is a reduction in cultural need to 85 pitches and a reduction in PPTS need to 21 pitches over the plan period.

Table 7.4 Addressing Gypsy and Traveller pitch need		
	Cultural need	Of which: PPTS need
TOTAL pitch need 2013/14 to 2032/2033 (Plan Period)	90	26
Pitches expected to become available through turnover on pitches on Council sites 2013/14 to 2032/33	5	5
Residual pitch need after factoring in expected turnover	85	21

Potential capacity for Gypsy and Traveller pitches

- 7.34 There is further potential capacity to help address pitch need over the plan period.
- 7.35 The household survey asked respondents if there was opportunity to expand existing sites to accommodate more pitches. Responses suggested that there was potential for around 14 to 16 additional pitches across the following sites:
- Local authority 4 to 6 pitches (Mill Place, Datchet);
 - Private authorised 1 pitch (The Beeches 1);
 - Private tolerated 2 pitches (The Unicorn, Feathers Lane);
 - Private temporary 6 pitches (Land Rear of Straton Cottages Fifield Road);
 - Bricks and Mortar 2 pitches (The Bungalow 1A Swallows Nest, Datchett Road, Horton)
- 7.36 Note that the potential expansion of sites was based on the views of respondents and not a technical appraisal of sites. Further work would be necessary to confirm the

potential for expansion and additional work on the SHLAA will be carried out in assessing potential sites in the future.

- 7.37 There may also be additional capacity on pitches through household dissolution over the plan period. Analysis of the demographics of households would suggest that an estimated 23 pitches may experience the death of their occupants over the plan period. However, the availability of pitches may be limited if there are other occupants on the pitch or there are conditions on pitch occupancy. However, this does point to an element of supply through the death of the occupant over the plan period.

Travelling Showperson plot need

- 7.38 There are three Showperson's yards in RBWM. The analysis of plot need is calculated using a similar method for Gypsies and Traveller pitches. To clarify, a showperson's plot is an area on a yard for a caravan, vehicles and equipment. A plot is usually occupied by one household. It is also important to note that when determining need for Travelling Showperson plots, there is a strong economic case for supporting provision given that the Showpeople provide services to communities throughout the year.

Description of factors in the 5-year need model

- 7.39 Table 7.5 provides a summary of the 5-year plot need calculation. Each component in the model is now discussed to ensure that the process is transparent and any assumptions clearly stated.

Need

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

These figures are derived from local authority data, site observation and household survey information. Note that no household stated they were doubled up or included concealed households. However, there was evidence of an extended family living on one of the plots.

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

None assumed. No Travelling Showpeople were identified through the survey and the Census does not have a separate category for Travelling Showpeople.

7.42 **Existing Households planning to move in the next five years (3)**

This was derived from information from the household survey for respondents currently on authorised pitches. To account for non-response, the data in the model has been weighted by a factor of 2.25²⁹

Overall, 2 households intend to move in the next 5 years from a yard to bricks and mortar housing.

²⁹ 8 responses from 18 Travelling Showperson households on plots results in a weighting factor of $18/8 = 2.25$.

7.43 Emerging households (4)

There were no emerging households identified over the next 5 years. Modelling identifies emerging households through survey responses. If children old enough to form their own household were living with family and have not specified that they want to form a new household, this is assumed to be through choice and the model does not assume they want to form a new household.

7.44 Total need for plots (5)

This indicates a total need for 16 plots.

Supply

7.45 Current supply of plots (6)

There are currently no authorised plots as they are all tolerated so this is zero.

Reconciling supply and demand

7.46 There is a total cultural need over the next five years (2016/17 to 2020/21) for 16 plots across RBWM (Table 7.4) compared with a supply of zero authorised plots (as all plots are on private tolerated yards). The result is an overall cultural shortfall of 16 plots. Most (87.5%) met the PPTS definition and therefore the PPTS need is 14 plots.

7.47 Note there were no children identified on the household survey living on Showperson plots so there is no additional long-term need identified in the GTAA.

Table 7.5 Summary of demand and supply factors: Travelling Showpeople – 2017/18 to 2021/22

NEED			RBWM
1	Total households living on plots	1a. On Private Yard – Tolerated	18
		1b. Total (1a)	18
2	Estimate of households in bricks and mortar accommodation	2a. TOTAL (2011 Census)	N/A
		Weighting applied to stages 3 and 4 = 2.25 to account for household non-response	
3	Existing households planning to move in next 5 years	Currently on sites	
		3a. To another plot/same yard	0
		3b. To another yard in District	0
		3c. From yard to Bricks and Mortar	2
		3d. To a yard outside District	0
		3e. From yard to Bricks and Mortar outside District	0
		Currently in Bricks and Mortar	
		3i. Planning to move to a yard in LA	0
		3j. Planning to move to another B&M property	0
		3k. TOTAL Net impact (-3c-3d-3e+3f+3i)	-2
4	Emerging households (5 years)	4a. Currently on yard and planning to live on current yard	0
		4b. Currently on yards and planning to live on another yard in LA	0
		4c. Currently on yard and planning to live on yard outside the study area	0
		4d. Currently in B&M planning to move to a yard in LA	0
		4e. Currently in B&M and moving to B&M (no net impact)	0
		4f. Currently on yard and moving to B&M (no net impact)	0
		4g. TOTAL (4a+4b+4d)	0
5	Total Need	1b+3k+4g	16
SUPPLY			
6	Current supply of authorised plots	6a Current occupied authorised / lawful plots	0
		6b Current vacancies on authorised / lawful plots	0
		6c. Total current authorised supply (6a+6b)	0
RECONCILING NEED AND SUPPLY			
7	Total need for plots	5 years (from 5)	16
8	Total supply of authorised plots	5 years (from 6c)	0
5 YEAR AUTHORISED PLOT SHORTFALL 2017/18 TO 2021/22			16

Transit site need

- 7.48 The household survey found that 25.5% of Gypsies and Travellers living on pitches felt that transit provision should be made in RBWM and virtually all (92.3%) felt this should be managed by the Council. A transit pitch normally has a hard standing, electric hook up and amenity shed. A good indicator of transit need is unauthorised encampment activity.
- 7.49 The Council reports limited incidences of unauthorised encampment activity. When compared to information supplied by adjoining local authorities through the Stakeholder survey, it appears that unauthorised encampments are usually fewer and smaller than in neighbouring areas. However the stakeholder survey nonetheless indicated that such encampments tended to foster poorer relationships with settled communities.
- 7.50 During July 2017, unauthorised encampment activity was reported to the field team and a total of 6 interviews were secured with households living on unauthorised encampments. Of these households:
- There were a mix of household types including singles, couples, couples with children and single parents;
 - Most (5 out of 6) were Irish Travellers and one was an English Traveller;
 - Four had no permanent base, and two had originated from outside the South East;
 - Work and family were mentioned as reasons for travelling;
 - All met the PPTS definition of Gypsy Traveller;
 - None were intending on staying in the RBWM.
- 7.51 Given the low level of unauthorised encampment activity, there may be a need for a transit site but it is recommended that the Council explores options for provision with other Councils. The Council may also wish to consider temporary stop over provision and options for this could be presented in an issues and options document.

Moorings

- 7.52 No specific need has been established for additional moorings in RBWM but it is recommended that the Council engages with the Canals and Rivers Trust to establish the feasibility of increasing the number of residential moorings in the RBWM.

8. Conclusion and strategic response

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

Meeting permanent Gypsy and Traveller pitch need

- 8.2 There are currently 70 Gypsy and Traveller households living on 62 pitches across the RBWM.
- 8.3 The 2017 GTAA has evidenced a cultural need for 90 pitches, and as a subset of this number a PPTS-defined need for 26 pitches, within the RBWM over the remainder of the Local Plan Period 2017/18 to 2032/33. This is driven by: the number of sites that are tolerated and not permanently authorised; the waiting list for pitches; need from households wanting to move from bricks and mortar; and emerging household need. It is recommended that the Local Plan acknowledges this range of need.
- 8.4 The GTAA modelling anticipates a small degree of turnover on the local authority sites during the plan period and it is expected that at least five pitches will become available based on the expectations of households planning to move extrapolated over the plan period. Taking account of turnover, this would reduce the need to 85 pitches based on the cultural definition, or 21 pitches based on the PPTS household definition.

Meeting permanent Travelling Showperson need

- 8.5 There are currently 18 Travelling Showperson households living on 17 plots in the Royal Borough of Windsor and Maidenhead. However, these are all on sites that are unauthorised but tolerated. The 2017 GTAA has evidenced a total cultural need for 16 plots taking into account the survey evidence of 2 households intending to move into bricks and mortar housing, compared with a supply of zero plots. The result is an overall shortfall of 16 plots under the cultural definition, or 14 plots under the PPTS definition. This shortfall only exists because the current yard is unauthorised but tolerated.

Meeting transit site/stop over need

- 8.6 Given the comparably limited level of unauthorised encampment, limited need expressed by the Gypsy and Traveller community, but evidence of unauthorised encampments being a source of concern for other stakeholders, it is recommended that the Council consider temporary stop over provision. This issue is considered to reflect a particular cross boundary issue as travellers move through the wider area, therefore options for such provision should be considered in collaboration with neighbouring authorities as part of duty to co-operate discussions.

Good practice in planning for Gypsy and Traveller provision

- 8.7 Work undertaken by PAS³⁰ identified ways in which the planning process can increase the supply of authorised Gypsy and Traveller pitches. The RTPI has developed a series of Good Practice Notes for local planning authorities. Both are summarised at Appendix B.

Concluding comments

- 8.8 The overarching purpose of this study has been to identify the accommodation needs of Gypsies, Travellers and Travelling Showpeople across RBWM.
- 8.9 As set out in Table 8.1, it is recommended that the Local Plan recognises a residual cultural need for 90 pitches, or a PPTS need of 26 pitches, over the remainder of the plan period (2017/18 to 2032/33).

Table 8.1 Overall plan period Gypsy and Traveller pitch need		
	Cultural need	PPTS need
5yr Pitch need (2017/18 to 2021/22)	70	20
Longer-term Pitch need (2022/23 to 2032/33)	20	6
TOTAL Pitch need for Local Plan Period (2013/14 to 2032/33)	90	26
Expected turnover on LA sites over the Plan Period	5	5
RESIDUAL PITCH NEED DURING PLAN PERIOD if turnover is taken into account	85	21

- 8.10 There are currently 18 Travelling Showperson households in the RBWM living across 17 plots, all of which are private tolerated. The GTAA has evidenced a cultural need for 16 plots, or a PPTS need for 14 plots over the next five years (2017/18 to 2021/22) compared to an authorised supply of zero plots.
- 8.11 The study would suggest that there may be a need for a transit site but it is recommended that the Council explores options for provision with other Councils. The Council may also wish to consider temporary stop over provision and options for this could be presented in an issues and options document.
- 8.12 It is recommended that this evidence base is refreshed on a five-yearly basis to ensure that the level of pitch and pitch provision remains appropriate for the Gypsy, Traveller and Travelling Showpeople population across RBWM.

³⁰ PAS spaces and places for gypsies and travellers how planning can help

Appendix A: Legislative background

- A.1 The **1960 Caravan Sites and Control of Development Act** enabled councils to ban the siting of caravans for human occupation on common land, and led to the closure of many sites.
- A.2 The **Caravan Sites Act 1968 (Part II)** required local authorities '*so far as may be necessary to provide adequate accommodation for Gypsies residing in or resorting to their area*'. It empowered the Secretary of State to make designation orders for areas where he was satisfied that there was adequate accommodation, or on grounds of expediency. Following the recommendations of the Cripps Commission in 1980, provision began to grow rapidly only after the allocation of 100% grants from central government. By 1994 a third of local authorities had achieved designation, which meant that they were not required to make further provision and were given additional powers to act against unauthorised encampments. The repeal of most of the Caravan Sites Act under the Criminal Justice and Public Order Act in 1994 led to a reduction in provision, with some sites being closed over a period in which the Gypsy and Traveller population was increasing.
- A.3 The **1994 Criminal Justice and Public Order Act (CJ&POA)**:
- Repealed most of the 1968 Caravan Sites Act;
 - Abolished all statutory obligation to provide accommodation;
 - Discontinued government grants for sites; and
 - Under Section 61 made it a criminal offence to camp on land without the owner's consent.
- A.4 Since the CJ&POA the only places where Gypsies and Travellers can legally park their trailers and vehicles are:
- Council Gypsy caravan sites; by 2000 nearly half of Gypsy caravans were accommodated on council sites, despite the fact that new council site provision stopped following the end of the statutory duty;
 - Privately owned land with appropriate planning permission; usually owned by Gypsies or Travellers. Such provision now accommodates approximately a third of Gypsy caravans in England; and
 - Land with established rights of use, other caravan sites or mobile home parks by agreement or licence, and land required for seasonal farm workers (under site licensing exemptions).
- A.5 By the late 1990s the impact of the 1994 Act was generating pressure for change on both local and national government. There was a major review of law and policy, which included:
- A Parliamentary Committee report (House of Commons 2004).
 - The replacement of Circular 1/94 by Circular 1/2006 (which has since been cancelled and replaced by the *Planning policy for traveller sites* 2012 and updated in 2015).
 - Guidance on accommodation assessments (ODPM 2006).

- The Housing Act 2004 which placed a requirement (s.225) on local authorities to assess Gypsy and Traveller accommodation needs.

A.6 **Section 225: Housing Act 2004** imposed duties on local authorities in relation to the accommodation needs of Gypsies and Travellers:

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

A.7 The **Planning and Compulsory Purchase Act 2004** set out to introduce a simpler and more flexible planning system at regional and local levels. It also introduced new provisions which change the duration of planning permissions and consents, and allow local planning authorities to introduce local permitted development rights using 'local development orders'. It made the compulsory purchase regime simpler, fairer and quicker, to support major infrastructure and regeneration initiatives.

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

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

A.8 **The Localism Act 2011** introduced a number of reforms, including changes to planning enforcement rules, which strengthen the power of local planning authorities to tackle abuses of the planning system. The changes give local planning authorities the ability to take actions against people who deliberately conceal unauthorised development, and

tackle abuses of retrospective planning applications. The Act also introduced the Duty to Co-operate (see Section 3) on all local planning authorities planning sustainable development. The Duty requires *'neighbouring local authorities, or groups of authorities, to work together on planning issues in the interests of all their local residents. ... the Government thinks that local authorities and other public bodies should work together on planning issues in ways that reflect genuine shared interests and opportunities to make common cause. The duty requires local authorities and other public bodies to work together on planning issues.'*³¹ The provision of Gypsy and Traveller sites falls within the Duty to Co-operate; which aims to ensure that neighbouring authorities work together to address issues such as provision of sites for Gypsies and Travellers in a planned and strategic way.

A.9 **Statutory Instrument 2013 No 830 Town and Country planning Act, England (Temporary Stop Notice) (England) (Revocation) Regulations 2013** came into force on 4th May 2013. This Instrument revoked the regulations governing Temporary Stop Notices, which were in place to mitigate against the disproportionate impact of Temporary Stop Notices on Gypsies and Travellers in areas where there was a lack of sufficient pitches to meet the needs of the Travelling community.

A.10 **Section 124: Housing and Planning Act 2016** has two parts:

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

³¹ DCLG A plain English guide to the Localism Act Nov 2011

Appendix B: Review of policy, guidance and best practice

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

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

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

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

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

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

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

The Guide (now cancelled) was the Government's response to unauthorised encampments which cause local disruption and conflict.

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

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

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

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

Strategic recommendations affecting local authorities include:

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

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

- include Gypsies and Irish Travellers in mainstream neighbourhood policing strategies, to promote race equality and good race relations;
- target individual Gypsies and Irish Travellers suspected of anti-social behaviour and crime on public, private and unauthorised sites, and not whole communities;
- treat Gypsies and Irish Travellers as members of the local community, and in ways that strengthen their trust and confidence in the police;
- provide training for all relevant officers on Gypsies' and Irish Travellers' service needs, so that officers are able to do their jobs more effectively;
- review formal and informal procedures for policing unauthorised encampments, to identify and eliminate potentially discriminatory practices, and ensure that the procedures promote race equality and good race relations; and

- review the way policy is put into practice, to make sure organisations and individuals take a consistent approach, resources are used effectively and strategically, all procedures are formalised, and training needs are identified.

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

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

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

- **Involve Gypsy and Traveller communities:** this needs to happen at an early stage, innovative methods of consultation need to be adopted due to low levels of literacy and high levels of social exclusion within Gypsy and Traveller communities and members of the Gypsy and Traveller community should be trained as interviewers on Accommodation Assessments (Cambridgeshire, Surrey, Dorset and Leicestershire). Other good practice examples include distribution of material via CD, so that information can be 'listened to' as opposed to read. The development of a dedicated Gypsy and Traveller Strategy is also seen to be good practice, helping agencies develop a co-ordinated approach and so prioritise the issue. The report also recommends the use of existing Gypsy and Traveller resources such as the planning guide published in Traveller's Times, which aims to explain the planning process in an accessible way to members of the Gypsy and Traveller community. As well as consulting early, PAS also flags the need to consult often with communities;
- **Work collaboratively** with neighbouring authorities to address the issues and avoid just 'moving it on' to a neighbouring local authority area. With the new Duty to Co-operate established within the NPPF, working collaboratively with neighbouring local authorities has never been more important. Adopting a collaborative approach recognises that local authorities cannot work in isolation to tackle this issue;
- **Be transparent:** trust is highly valued within Gypsy and Traveller communities, and can take a long time to develop. The planning system needs to be transparent, so that members of the Gypsy and Traveller community can understand the decisions that have been taken and the reasoning behind them. PAS states that *'ideally council work in this area should be led by an officer who is respected both within the Council and also within Gypsy and Traveller communities: trust is vital and can be broken easily.'*³² Local planning authorities also need to revisit their approach to development management criteria for applications for Gypsy and Traveller sites *'to ensure that criteria make it clear what applications are likely to be accepted by the council. Authorities need to ensure that these are reasonable and realistic. Transparent and criteria-based policies help everyone to understand what decisions have been made and why.'*³³ Kent and Hertsmere councils are listed as examples of good practice in this regard.

³² PAS *Spaces and places for gypsies and travellers how planning can help*, page 8

³³ PAS *spaces and places for gypsies and travellers how planning can help* page 8 & 14

- **Integration:** accommodation needs assessments need to be integrated into the Local Plan evidence base, with site locations and requirements set out within specific Development Plan Documents (DPDs); dedicated Gypsy and Traveller DPDs are advocated as a means of ensuring that the accommodation needs of Gypsies and Travellers are fully considered and addressed within the local planning process; and
- **Educate and work with councillors:** members need to be aware of their responsibilities in terms of equality and diversity and *‘understand that there must be sound planning reasons for rejecting applications for Gypsy and Traveller sites’*³⁴. It is helpful for members to understand the wider benefits of providing suitable accommodation to meet the requirements of the Gypsy and Traveller community, such as:
 - An increase in site provision;
 - Reduced costs of enforcement; and
 - Greater community engagement and understanding of community need.

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

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

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

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

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

- **Define potentially confusing terminology** used by professionals working in the area;
- **Use appropriate methods of consultation:** oral exchanges and face-to-face dealings are essential to effectively engage with Gypsy and Traveller communities, whilst service providers tend to use written exchanges;
- **Consultees and participants need to be involved in the entire plan making process;** this includes in-house participants, external organisations, Gypsy and Traveller communities, and settled communities. The RTPI concludes that:
 - *‘Local authorities should encourage Gypsy and Traveller communities to engage with the planning system at an early stage. However, they may request other agencies that have well-established relationships with members of Gypsy and Traveller communities to undertake this role.’* and

³⁴ PAS spaces and places for gypsies and travellers how planning can help page 10

- *'In the past, settled communities have often only become aware of the intention to develop Gypsy and Traveller accommodation when the local authority issues a notice or consultation. ... cultivating the support of the settled community for the development of sites should start as soon as possible. ... There is a sound case for front-loading and sharing information with small groups in the [settled] community, rather than trying to manage large public gatherings at the start of the process. Again, it may be beneficial for the local authority to work in partnership with organisations with established links in the community. The settled community is not a homogeneous whole. There will be separate groups with different perceptions and concerns, which the local authority must take account of.'*³⁵
- **Dialogue methods:** the RTPI correctly identify that the experience of many Gypsies and Travellers of liaising with both public sector agencies and the settled community is both frightening and negative. As a result *'there should be no expectation that Gypsies and Travellers will participate in open meetings. Stakeholders should investigate suitable methods of bringing together individuals from the respective communities in an environment that will facilitate a constructive exchange of information and smooth the process of breaking down animosity and hostility.'*³⁶ The use of public meetings is discouraged, and the use of organisations with experience of working within both Gypsy and Traveller, and settled communities encouraged – advice and support groups, assisted by the latter, holding regular local meetings can be an effective means of engaging constructively with both communities. Representatives from these groups can also be included on appropriate forums and advisory groups. The location and timing of meetings needs to be carefully considered to maximise participation, with a neutral venue being preferable.
- **The media** has an important role to play in facilitating the delivery of sites locally, with past reporting being extremely damaging. Positive media liaison is important and requires:
 - A single point of contact with the local authority;
 - A liaison officer responsible for compilation and release of briefings, and for building positive relationships with editors, journalists, radio and television presenters;
 - All stakeholders to provide accurate and timely briefings for the liaison officer;
 - Provision of media briefings on future activities;
 - Officers to anticipate when and where the most sensitive and contentious issues will arise and use of a risk assessment to mitigate any negative impact;
 - Use of the media to facilitate engagement with both settled and Gypsy and Traveller communities; and
 - Stakeholders to provide politicians with clear, accurate and comprehensive briefings.

³⁵ RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part A page 8

³⁶ RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part A page 13

- **On-going communication, participation and consultation** are important. The continued use of the most effective methods of engagement once an initiative is completed ensures the maximum use of resources:
 - *‘The delivery of some services, such as the identification of sites in development plan documents, is the end of one process and the start of another. The various committees and advisory groups established to participate in the process of site identification and the accommodation needs assessment will have considerable background information and expertise embedded in their membership. This will prove useful in the management and monitoring of subsequent work. ... Whilst on-going engagement with all service users is important, it is especially important with regard to Gypsies and Travellers, given their long history of marginalisation.’³⁷*

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

However, the RTPI point out that, due to the contentious nature of Gypsy and Traveller provision, the use of a criteria based approach to the selection of development sites is unlikely to be *successful ‘in instances where considerable public opposition to the development might be anticipated.’* The paper concludes that it is not appropriate to rely solely on criteria as an alternative to site allocations where there is an identified need for the development.³⁸

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

‘The local authority and Gypsy and Traveller communities are both able to bring forward their suggested sites during this process, and the distribution and location of transit as well as permanent sites can be covered. The practicable options would then go forward for discussion with the local community, interest groups, and other stakeholders before the selection of preferred sites is finalised. The advantages of this approach are its transparency and the certainty it provides both for Gypsies and Travellers and for settled communities.’³⁹

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

- Needs assessment evidence base;

³⁷ RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part A page 18

³⁸ RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part C page 11

³⁹ RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part C page 11

- Design principles; and
- A design brief for the layout of sites.

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

This Guidance (formally cancelled in December 2016) sets out a detailed framework for designing, planning and carrying out Gypsy and Traveller accommodation needs assessments. It includes the needs of Showpeople. It acknowledges that the housing needs of Gypsies and Travellers are likely to differ from those of the settled community, and that they have hitherto been excluded from accommodation needs assessments.

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

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

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

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

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

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

B.9 The National Planning Policy Framework, March 2012

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

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

In March 2012 the Government also published *Planning policy for traveller sites*, which together with the NPPF replaced all previous planning policy guidance in respect of Gypsies and Travellers. The policy approach encouraged provision of sites for Gypsies and Travellers where there is an identified need, to help maintain an appropriate level

of supply. The policy also encouraged the use of plan making and decision taking to reduce unauthorised developments and encampments. This policy document was replaced by updated PPTS in August 2015 (see below).

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

In April 2012 the Government published a Progress Report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers, which summarised progress in terms of meeting 'Government commitments to tackle inequalities and promote fairness for Gypsy and Traveller communities.'⁴⁰ The report covers 28 measures from across Government aimed at tackling inequalities, these cover:

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

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

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

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

B.14 Ministerial Statement 1st July 2013 by Brandon Lewis⁴¹ highlighted the issue of inappropriate development in the Green Belt and revised the appeals recovery criteria issued on 30th June 2008 to enable an initial six-month period of scrutiny of Traveller site appeals in the Green Belt. This was so that the Secretary of State could assess the

⁴⁰ www.communities.gov.uk/news/corporate/2124322

⁴¹ <https://www.gov.uk/government/speeches/planning-and-travellers>

extent to which the national policy, *Planning policy for traveller sites*, was meeting the Government's stated policy intentions. A number of appeals have subsequently been recovered. The Statement also revoked the practice guidance on 'Diversity and equality in planning'⁴², deeming it to be outdated; the Government does not intend to replace this guidance.

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

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

- Amend the Planning policy for Traveller sites' definition of Travellers and Travelling Showpeople to exclude those who have ceased to travel permanently;
- Amend secondary legislation to bring the definition of Gypsies and Travellers, set out in the Housing (Assessment of Accommodation Needs)(Meaning of Gypsies and Travellers)(England) Regulations 2006 in line with the proposed changed definition set out above for the Planning policy for Traveller sites;
- Make the intentional unauthorised occupation of land be regarded by decision takers as a material consideration that weighs against the granting of planning permission. In other words, failure to seek permission in advance of occupation of land would count against the grant of planning permission;
- Protect 'sensitive areas' including the Green Belt;
- Update guidance on how local authorities should assess future Traveller accommodation requirements, including sources of information that authorities should use. In terms of future needs assessments the consultation suggests that authorities should look at:
 - The change in the number of Traveller households that have or are likely to have accommodation needs to be addressed over the Plan period;
 - Broad locations where there is a demand for additional pitches;
 - The level, quality and types of accommodation and facilities needed (e.g. sites and housing);
 - The demographic profile of the Traveller community obtained from working directly with them;
 - Caravan count data at a local level; and
 - Whether there are needs at different times of the year.
- The consultation closed on 23rd November 2014.

B.17 **Dealing with illegal and unauthorised encampments: a summary of available powers, March 2015.** This Guidance sets out the robust powers councils, the police and

⁴² ODPM Diversity and Equality in Planning: A good practice guide 2005

landowners have to deal quickly with illegal and unauthorised encampments. The Guidance lists a series of questions that local authorities will want to consider including:

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

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

- Identifying vulnerable sites;
- Working with landowners to physically secure vulnerable sites where possible;
- Preparing any necessary paperwork, such as applications for possession orders or injunctions, in advance;
- Working with private landowners to inform them of their powers in relation to unauthorised encampments, including advance preparation of any necessary paperwork;
- Developing a clear notification and decision-making process to respond to instances of unauthorised encampments;
- The prudence of applying for injunctions where intelligence suggests there may be a planned encampment and the site of the encampment might cause disruption to others;
- Working to ensure that local wardens, park officers or enforcement officers are aware of who they should notify in the event of unauthorised encampments;
- Working to ensure that local wardens or park officers are aware of the locations of authorised campsites or other alternatives; and
- Identifying sites where protests could be directed / permitted.

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

To be read alongside the NPPF (March 2012), this national planning policy document replaces the original document of the same name (published in March 2012). *Planning*

policy for traveller sites sets out that, “the Government’s overarching aim is to ensure fair and equal treatment for travellers, in a way that facilitates the traditional and nomadic way of life of travellers while respecting the interests of the settled community.”⁴³

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

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

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

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

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

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

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

⁴³ DCLG *Planning policy for traveller sites*, August 2015, paragraph 3

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

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

Appendix C(a): Gypsy and Traveller Fieldwork Questionnaire

Windsor and Maidenhead Council

Gypsy and Traveller Accommodation Assessment 2017

QUESTIONNAIRE

[April] 2017

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Windsor and Maidenhead Gypsy, Traveller and Travelling Showpeople Survey

Introduction

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

We want to find out:

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

Interviewed before?

Have you been interviewed for this survey before?

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

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

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

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

Interview details

Date and time _____

Location (site name and address) _____

Pitch/property type (circle most appropriate)

- 1.Council
- 2.HA
- 3.Private_Authorised
- 4.Private_TempAuthorised
- 5.Private_Unauthorised
- 6.Private_Unauthorised Tolerated
- 7.Bricks and Mortar
- 8.Unauthorised encampment
9. Roadside

Background data

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

Household Characteristics

Q1 Who lives in your household?

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

[Notes for interview coding:]

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

Q2 How would you best describe your household?

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

Home base

Q3 Is this your main home base?

1	2
Yes	No

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

Q4 Where is your other home base?

[State settlement/district]

Current accommodation

Q5 What type of accommodation do you live in?

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

Q6 How many bedspaces are there?

1	2	3	4	5	6	7	8

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

1	2
Yes	No

Q8 Do you think your pitch is overcrowded?

1	2
Yes	No

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

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

Q10 Where did you move from?

1	2	3	4	
The same pitch	The same site	The same district	From outside the district	If outside district, from where outside

Q11 Why did you move onto this pitch?

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

Other: _____

Q12 When you moved onto this pitch, was it?

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

Travelling questions**Q13** In the last year have or someone in your household you travelled?

1	2
Yes	No

Q14 Previous to the last year, did you or someone in your household travel?

1	2
Yes	No

Q15 Why do you travel?

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

Q16 Do you or a member of your household plan to travel next year?

1	2
Yes	No

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

1	2
Yes	No

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

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

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

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

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

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

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

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

Other: _____

Transit site questions

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

1	2
Yes	No

Q23 *If yes, where?*

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

How many pitches? _____

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

Q25 Who should manage transit sites?

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

Other: _____

Permanent site questions

Q26 Is there a need for new permanent site(s) in Windsor and Maidenhead?

1	2
Yes	No

Q27 If yes, where?

Q28 Please state how many pitches? _____

Q29 Who should manage permanent sites?

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

Other: _____

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

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

Q31 *Where are you planning to move to?*

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

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

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

Q33 Which of the following would you consider?

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

Other: _____

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

Q35 *If you are considering moving to bricks and mortar accommodation would you use (or have you used) the Windsor and Maidenhead Housing Needs Register?*

1	2
Yes	No

Emerging households

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

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

If none go to Q41

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

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

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

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

Other: _____

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

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

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

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

Current site

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

1	2
Yes	No

If so, for how many pitches? _____

Q42 *Is there potential to sub-divide existing pitches?*

1	2
Yes	No

If so, for how many pitches? _____

Q43 *How many vacant pitches are there?* _____

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

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

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

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

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

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

Appendix C(b): Travelling Showperson Questionnaire

Windsor and Maidenhead Council

Travelling Showperson Accommodation Assessment 2017

QUESTIONNAIRE

[April] 2017

Main Contact: Dr Michael Bullock
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Website: www.arc4.co.uk

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Windsor and Maidenhead Gypsy, Traveller and Travelling Showpeople Survey

Introduction

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

We want to find out:

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

Interviewed before?

Have you been interviewed for this survey before?

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

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

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

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

Interview details

Date and time _____

Location (yard name and address) _____

Yard/property type (circle most appropriate)	<ul style="list-style-type: none">1.Council2.HA3.Private_Authorised4.Private_TempAuthorised5.Private_Unauthorised6.Private_Unauthorised Tolerated7.Bricks and Mortar8.Unauthorised encampment9. Roadside
--	--

Background data

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

Household Characteristics

Q1 Who lives in your household?

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

[Notes for interview coding:]

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

Q2 How would you best describe your household?

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

Home base**Q3** Is this your main home base?

1	2
Yes	No

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

Q4 Where is your other home base?

[State settlement/district]

Current accommodation**Q5** What type of accommodation do you live in?

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

Q6 How many bedspaces are there?

1	2	3	4	5	6	7	8

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

1	2
Yes	No

Q8 Do you think your plot is overcrowded?

1	2
Yes	No

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

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

Q10 Where did you move from?

1	2	3	4	
The same plot	The same yard	The same district	From outside the district	If outside district, from where outside

Q11 Why did you move onto this plot?

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

Other: _____

Q12 When you moved onto this plot, was it?

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

Travelling questions

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

1	2
Yes	No

Q14 Previous to the last year, did you or someone in your household travel?

1	2
Yes	No

Q15 Why do you travel?

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

Q16 Do you or a member of your household plan to travel next year?

1	2
Yes	No

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

1	2
Yes	No

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

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

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

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

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

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

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

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

Other: _____

Transit site questions (FOR TRAVELLING SHOWPEOPLE DO NOT ASK Q22 to Q26)

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

1	2
Yes	No

~~Q23 If yes, where?~~

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

How many sites? _____

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

Q25 Who should manage transit sites?

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

Other: _____

Permanent yard questions

Q26 *Is there a need for new permanent yards(s) in Windsor and Maidenhead?*

1	2
Yes	No

Q27 *If yes, where?*

Q28 *Please state how many plots?* _____

Q29 *Who should manage permanent yards?*

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

Other: _____

The future

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

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

Q31 Where are you planning to move to?

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

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

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

Q33 Which of the following would you consider?

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

Other: _____

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

Q35 If you are considering moving to bricks and mortar accommodation would you use (or have you used) the Windsor and Maidenhead Housing Needs Register?

1	2
Yes	No

Emerging households

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

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

If none go to Q41

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

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

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

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

Other: _____

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

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

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

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

Current site

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

1	2
Yes	No

If so, for how many plots? _____

Q42 *Is there potential to sub-divide existing plots?*

1	2
Yes	No

If so, for how many plots? _____

Q43 *How many vacant plots are there?* _____

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

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

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

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

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

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

Appendix C(c): Houseboat Questionnaire

The Windsor and Maidenhead Council Houseboat Survey

QUESTIONNAIRE

April 2017

Main Contact: Dr Michael Bullock
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Website: www.arc4.co.uk

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Windsor and Maidenhead Houseboat Survey

Introduction

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

We want to find out :

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

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

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

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

Interview details

Attach label with interviewer details and URN

Date and time _____

Location (mooring location) _____

Background data

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

Household characteristics

Q1 Who lives in your household?

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

[Notes for interview coding:]

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

Q2 How would you best describe your household?

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

Home Base

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

--

Q4 Do you have other home bases?

1	2
Yes	No
Go to Q5	Go to Q6

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

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

Q6 Why do you live on a houseboat?

[Select all that apply]

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

Other: _____

Q7 *How long have you lived on this current boat?*

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

Q8 *How long have you travelled in this area?*

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

Q9 *Are you happy with your main home base/house or would you prefer to live in a different type of home?***[Select only one]**

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

Other: _____

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

[Select all that apply]

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

Other: _____

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

1	2
Yes	No

Q12 *Why do you say this?*

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

1	2
Yes	No

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

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

Other:

Q15 Do you rent or own the **boat** where you normally live?**[Select only one]**

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

Other: _____

Q16 Do you rent or own the **land** you are moored at?**[Select only one]**

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

Other: _____

*Q17 What are your sources of electric power?***[Select all that apply]**

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

*Q18 What are your sources of heating?***[Select all that apply]**

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

All respondents*Q19 Do you think your home is overcrowded?***[Select only one]**

1	2
Yes	No

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

*Q21 What repairs or improvements, if any, are needed to your home?***[Select all that apply]**

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

Other: _____

*Q22 How would you best describe the state of repair of your home?***[Select only one]**

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

Housing History

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

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

Q24 Why did you leave that place?

Travelling

Q25 In the last year, have you moved moorings?

[Select only one]

1	2
Yes	No
Go to Q26	Go to Q27

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

[Select only one]

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

Q27 Why do you travel?

[Select all that apply]

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

Other: _____

*Q28 What problems, if any, do you have while travelling?***[Select all that apply]**

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

Other: _____

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

1	2
Yes	No
Go to Q30	Go to Q31

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

The Future

Q31 In the next five years, is your household:

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

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

[Select one]

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

Other _____

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

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

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

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

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

Other: _____

Q36 If planning to move to bricks and mortar accommodation, would you use (or have you used) the RBWM and Maidenhead Housing Needs Register?

1	2	3
Yes, could use or have used	No	Don't know/not sure
Go to Q38	Go to 0	Go to 0

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

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

1	2
Yes	No

*Q39 If yes, in which of the following locations?***[Tick all that apply]**

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

*Q40 How do you think the moorings should be managed?***[Select only one]**

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

Other: _____

Emerging Families

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

[Select only one]

1	2	3	4
One	Two	Three	Four

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

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

Other: _____

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

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

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

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

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

[Select only one]

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

Other: _____

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

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

Appendix D: Glossary of terms

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

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

CRE: Commission for Racial Equality.

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

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

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

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

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

Plot: see pitch

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

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

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

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

Showpeople: Defined by DCLG *Planning policy for traveller sites* (August 2015) as “Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family’s or dependants’ more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily, but excludes Gypsies and Travellers as defined above”.

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

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

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

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

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

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

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

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

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

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