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Gypsy and Traveller Accommodation Assessment

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North Surrey Gypsy and Traveller Accommodation Assessment

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ABBREVIATIONS

ACERT	Advisory Council for the Education of Romanies and Other Travellers
BME	Black and Minority Ethnic
CRE	Commission for Racial equality
DCLG	Department for Communities and Local Government'
DfES	Department for Education & Skills
DH	Department of Health
GTAA	Gypsy and Traveller Accommodation Assessment
ODPM	Office of the Deputy Prime Minister
RSL	Registered Social Landlord
RSS	Regional Spatial Strategy
TES	Traveller Education Service

INTRODUCTION AND BACKGROUND

1.1 The brief

- 1.1.1 The Housing Act 2004 (sec.225) imposes a new statutory requirement upon local authorities to produce a Gypsy and Traveller Accommodation Strategy, with a needs assessment (GTAA), for their areas. Such local needs assessments should provide a robust evidence base for future policy work, Local Development Frameworks, Regional Spatial Strategies and planning appeals. This study was commissioned for the four districts comprising North Surrey, viz. the four districts of Elmbridge, Runnymede, Spelthorne and Woking. The assessment includes a new survey and is supported by material from relevant public agencies and other sources.
- 1.1.2 We have followed the recommended methodology in the ODPM guidance issued in February 2006. That guidance recognises that Gypsy/Traveller accommodation needs may differ from those of the rest of the population, and cites five specific factors: patterns of extended family living, nomadism or semi-nomadism, a preference for caravan-dwelling, movement between housing and caravans, and presence on unauthorised caravans or developments. It proposes that GTAAs should address potential accommodation types, including standard housing, group homes, permanent residential sites, transit sites and stopping places.
- 1.1.3 The survey for this GTAA comprised face-to-face interviews with Gypsies/Travellers on sites of all types and in housing, within the study area, undertaken between March and July 2006. A total of 147 interviews were completed, and provided data on 533 individuals. This represents some 60% of the estimated Gypsy/Traveller population in the study area (for further detail see the discussion of population below).

1.2 National and legislative background

- 1.2.1 Three Acts of Parliament since 1960 have had a major impact upon the Gypsy/Traveller way of life.
 - a) The Caravan Sites and Control of Development Act of 1960 empowered local authorities to stop the unlicensed development of caravan sites and prohibit encampment on commons, and resulted in the closure of many sites traditionally used by Gypsies/Travellers.
 - b) The Caravan Sites Act 1968 (Part II) then required local authorities 'so far as may be necessary to provide adequate accommodation for Gypsies residing in or resorting to their area'. It also 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; designation gave local authorities additional powers to remove unlawful encampments. By 1994 a third of local authorities had achieved designation.

- c) The 1994 Criminal Justice and Public Order Act repealed most of the 1968 Act, abolished any statutory obligation to provide accommodation, discontinued government grants for such sites, and made it a criminal offence, with heavy sanctions, to camp on land without the owner's consent.
- 1.2.3 By the late 1990s, pressure was being exerted upon government over the effects of the 1994 Act. Councils spend substantial funds monitoring and securing the removal of unauthorised illegal encampments; amenity, countryside and the settled community are adversely affected; the costs, in financial, health and other respects, to the Gypsies/Travellers themselves are high.
 - 1.2.4 The shortage of suitable accommodation has been recognised as the most pressing issue (IPPR 2003). The University of Birmingham study for ODPM, *The Provision and Condition of Local Authority Gypsy/Traveller Sites in England* (Niner 2002), estimated the need for more caravan pitches in England at 1,000-2,000 residential, and 2000-2500 transit or stopping places, over a five-year period. An even distribution of those figures across the country would equate to about thirty additional residential pitches and forty transit pitches in each county (although the target population is unevenly distributed, both in relation to land area and the general population).
 - 1.2.5 A major review of law and policy is now reaching completion. The Housing Act 2004 placed a new requirement upon local housing authorities, when undertaking a review of housing needs in their area, to make a separate GTAA for those 'residing in or resorting to their district', although the statutory duty on local authorities to provide sites was not restored. New guidance was issued in February 2006, and further consultations and studies have been issued in 2007, particularly:
 - a) A benchmarking exercise on GTAAs for RSS purposes, by the three universities of Birmingham, Salford and Sheffield Hallam.
 - b) Consultation for review of Circular on Planning for Travelling Showmen.
 - c) The DCLG Summary of Responses and Final Regulatory Impact Assessment on the definition of the term 'gypsies and travellers' for the purposes of the Housing Act 2004 (January 2007).

Further guidance on design and management of sites is expected during 2007.

1.3 Sources

- 1.3.1 Apart from the survey, other sources for this study include:
 - a) **Official counts of caravans.** Central government has since 1979 required 'gypsy caravans' (distinguished from other types of caravan or mobile home) to be counted six-monthly by local authorities under three categories (council authorised, private authorised, and unauthorised). The count has been criticised and the results need to be used with caution, but offers the only time-series record of the distribution of Gypsy/Traveller caravans in England. The count does not record Travelling Showmen, New Travellers or those with a caravan stationed in a residential curtilage.

- b) **Local data.** These datasets include the 2004 Strategic Assessment of Travellers' Needs in Surrey by WS Planning, data provided by study area authorities, and TES school roll summary data on Gypsy/Traveller children.
- c) **Other research.** This includes the Birmingham University study of council sites (2002), the Sheffield University health study (2004), the Leeds University baseline study of Leeds (2005), the benchmark study for the preparation of RSS reviews by three universities (January 2007), .

2. CHARACTERISTICS OF NORTH SURREY GYPSY/TRAVELLER POPULATION

2.1 Definitions

2.1.1 The statutory definition of 'gypsy' (in the 1968 Caravan Sites Act, much amended in case law) refers to 'persons of nomadic habit of life, whatever their race or origin'. It did not include ethnicity: ethnic 'Gypsies' could lose their legal status if they ceased to travel, and individuals with no ethnic connection adopting a nomadic way of life could become 'gypsies'. However this definition has been amended by Circular 01/2006 and then further for the purposes of the Housing Act by Statutory Instrument 3190 of 2006. The current statutory definition of 'gypsy' is:

- (a) persons with a cultural tradition of nomadism or living in a caravan; and
- (b) all other persons of a nomadic habit of life whatever their race or origin, including (i) such persons who, on grounds only of their own or their family's or dependents' educational or health needs or old age, have ceased to travel temporarily or permanently; and (ii) members of an organised group of traveling showpeople or circus people (whether or not traveling together as such).'

This definition is more inclusive, and includes showmen, those leaving the settled community for a travelling lifestyle ('New Travellers'), and gypsies in settled accommodation due to the cessation of nomadism for the prescribed reasons.

2.1.2 The former definition specifically excluded 'members of an organised group of travelling show people or circus people travelling together as such', and it must be acknowledged that the specific accommodation needs of this traveling community differ from other gypsies and travelers. For this reason for the purposes of this study the accommodation needs of Travelling Showmen have been treated separately. Planning advice relating to Travelling Showmen is given in DoE Circular 22/91, which is currently being reviewed through the draft circular in respect of Travelling Showmen.

2.1.3 Our survey asked respondents to self-identify under the following six categories: English Gypsies/Romanies, Irish Travellers, Showmen, new Traveller, Scottish Traveller-Gypsy and Other. Clear responses were only obtained for the first three categories, giving a distribution of 88% English Gypsy, 1% Travelling Showmen, 9% Irish Traveller and 4% self identifying as being of 'other' ethnicity (which we believe to be broadly representative of their respective distribution in the study area).

2.2 Numbers

2.2.1 The decennial population census does not identify Gypsies/Travellers as a separate racial group. The official caravan counts (recognised as an under-count) currently record some 14,000 gypsy caravans in England, estimated to represent about 10,000 families, or about 35,000 individuals. Estimates of the total Gypsy

population (including those in conventional housing) range between 120,000 and 300,000, with Schools Census data suggesting a figure at the higher end of that range, and therefore at least three times as many Gypsies and Travellers living in housing as in caravans.

- 2.2.2** In the absence of Gypsy/Traveller data on births, marriages and deaths, it is difficult to apply normal population and household forecasting methods (eg components of change, household formation rates). Furthermore, the study population is small, mobile and shifting, creating further methodological difficulties.
- 2.2.3** Local school roll data can help to estimate population. The Annual Schools Census for England 2004 records 10,500 children in statutory schooling (aged 5-16) who declared as 'Travellers of Irish heritage' and 'Gypsy/Roma' in ethnic monitoring returns (two thirds of them Gypsy, the rest Irish), and these represent 0.15% of the total school population of 6.8 million. Gypsies/Travellers have more children than the settled population, which would be reflected in a higher proportion of school age children to their respective total population. (The 2005 Leeds study, for example, found 28.3% of Gypsy/Travellers of school age, compared with 14.2% of the general Leeds population in the 2001 census.)
- 2.2.4** The 2006 *Change Up* report by the Gypsy Media Company estimated the Gypsy/Traveller population of Surrey (on sites and housed) at 10,000, but our analysis suggests a somewhat lower figure. Surrey TES supports 1446 Gypsy/Traveller children, with an estimated further 500 either being home-educated or not receiving an education. If these children comprised about a quarter of the total Gypsy/Traveller population (as the Leeds and other research suggests), the total Surrey population would be about 8,000 (in both caravans and in housing for less than two years). North Surrey districts record some 36% of Surrey gypsy caravans (official counts, which exclude showmen).
- 2.2.5** We estimate the Gypsy/Traveller population (excluding travelling showpeople) in the study area to be about 650 in caravans. This is based upon average household sizes and caravan occupancy rates established from our survey (average household size of 3.6 persons, 2.4 persons per caravan, and 1.5 caravans per household). The average household size is lower than found in other Gypsy/Traveller surveys (apparently because of the large proportion of council caravan pitches), but higher than that of 2.3 for the majority white British population of England (which has an older age structure and higher proportion of one-person households). The larger household sizes for Gypsies and Travellers represent more children (because of higher birth rates), an extended family structure, the effects of accommodation shortage, and fewer older people (because of lower life expectancy).

2.3 Travelling Showmen

- 2.3.1** The 2004 WS Planning study treated this group separately, as does this study in accordance with current guidance. Separate circulars (including Circular 22/91 and the current draft circular) addressed their specific needs for winter quarters, which

combine residential use with areas for maintenance of rides and other showground equipment. Official statistics are lacking on them, and they are not included in the official counts, or in the former statutory duty upon local authorities to provide gypsy sites. Circular 22/91 recognises that specific local proposals may be appropriate where there is a tradition and local need can be demonstrated. The Environment, Transport and Regional Affairs Committee Ninth Report (2000) addressed the issue of 'Travelling Fairs', and recommended the involvement of the Showmen's Guild in assessing need.

- 2.3.2** The Showmen's Guild has identified about 117 pitches and 150 paid-up members within Surrey, of which 37% were located in North Surrey, on sites either long-established or with planning permission usually won on appeal. Local authority returns examined in the 2004 WS Planning study identified nine private authorised sites in North Surrey, mostly single-family sites. The WS Planning study (2004) addressed the issue in detail, however its findings appear to be incomplete. Our survey found that showmen tend to have smaller household sizes (2.4) than the general Gypsy/Traveller population, and fewer children.

Table 1: Travelling showmen sites in North Surrey known to Showmen's Guild (2004) as reported by 2004 WS Planning study

District	Address	Pitches
Runnymede	Woburn Hill, Addlestone	1
Runnymede	Stevens Yard, Chertsey	1
Runnymede	Free Prae Road, Chertsey	31
Runnymede	Wickham Lane, Egham	4
Runnymede	Chertsey Bridge Road, Chertsey	3
Runnymede	Fox Lane South, Chertsey	1
Runnymede	Halleys Walk, Addlestone	1
Elmbridge	Haycroft Road, Surbiton	1
Elmbridge	Sunbury Lane, Walton-on-Thames	1
Total		44

- 2.3.3** From data gathered during the completion of this report it is considered that the WS Planning Study underestimated the existing supply of 'Winter Quarters' in North Surrey. Mindful of the advice of SEERA it is considered that there is insufficient time to revisit an adequate proportion of the Travelling Showman community to achieve a robust and credible assessment. Notwithstanding this a discussion of the needs of Showpeople is considered below based upon the evidence available to this author.

2.4 Travel patterns

- 2.4.1 Seasonal travel** Our survey investigated the extent of travelling in the summer months. Analysis of the official count variations between January and July each year (see Table 2 and Figures 1-2) revealed over 25 years less than one caravan average difference between the January and July total figures. This disguises some marked fluctuations, mainly related to numbers of unauthorised caravans. In some years caravans resorting in the summer exceed the winter figures, and other years

the opposite is the case, but the range of variations has reduced since 1995, probably reflecting the effect of 1994 Act in discouraging travelling. The overall pattern is much more stable than has been found in our other GTAAs: by comparison, Dorset averaged over the same period 35% more caravans in July than January, the Cambridge sub-region 9%. Numbers on council sites fall in July, as their occupiers are likely to travel in the summer months, while retaining their empty pitches, and unauthorised caravan numbers rise.

Table 2: Change in caravan numbers in North Surrey districts between January and July, 1979-2004.

Changes of 10 or more caravans are shown in bold (increase) or italic (decrease).

	79	80	81	82	83	84	85	86	87	88	89	90	91	92	93	94	95	96	97	98	99	00	01	02	03	04
Elmbridge	-29	1	-2	15	8	-7	3	5	4	-7	30	24	-18	1	3	-7	-9	-9	4	0	-14	0	1	-10	-8	0
Runnymede	0	-2	-3	-17	-21	-24	-19	-12	-2	-9	10	13	-1	-24	4	-24	-15	20	-16	23	-4	5	9	20	13	-9
Spelthorne	6	-5	-2	-3	-1	2	-1	-3	23	2	40	52	-1	-2	1	-16	-32	-4	2	10	37	-17	-7	-20	-7	36
Woking	2	3	-57	15	1	0	-1	-5	3	2	4	-2	1	-4	7	-1	1	3	4	5	1	11	-1	7	-2	2
Average	-5	-1	-16	3	-3	-7	-5	-4	7	-3	21	22	-5	-7	4	-12	-14	3	-2	10	5	0	1	-1	-1	7

Figure 1: Variation in number of caravans January/July by type of site, North Surrey districts, 1979-2005.

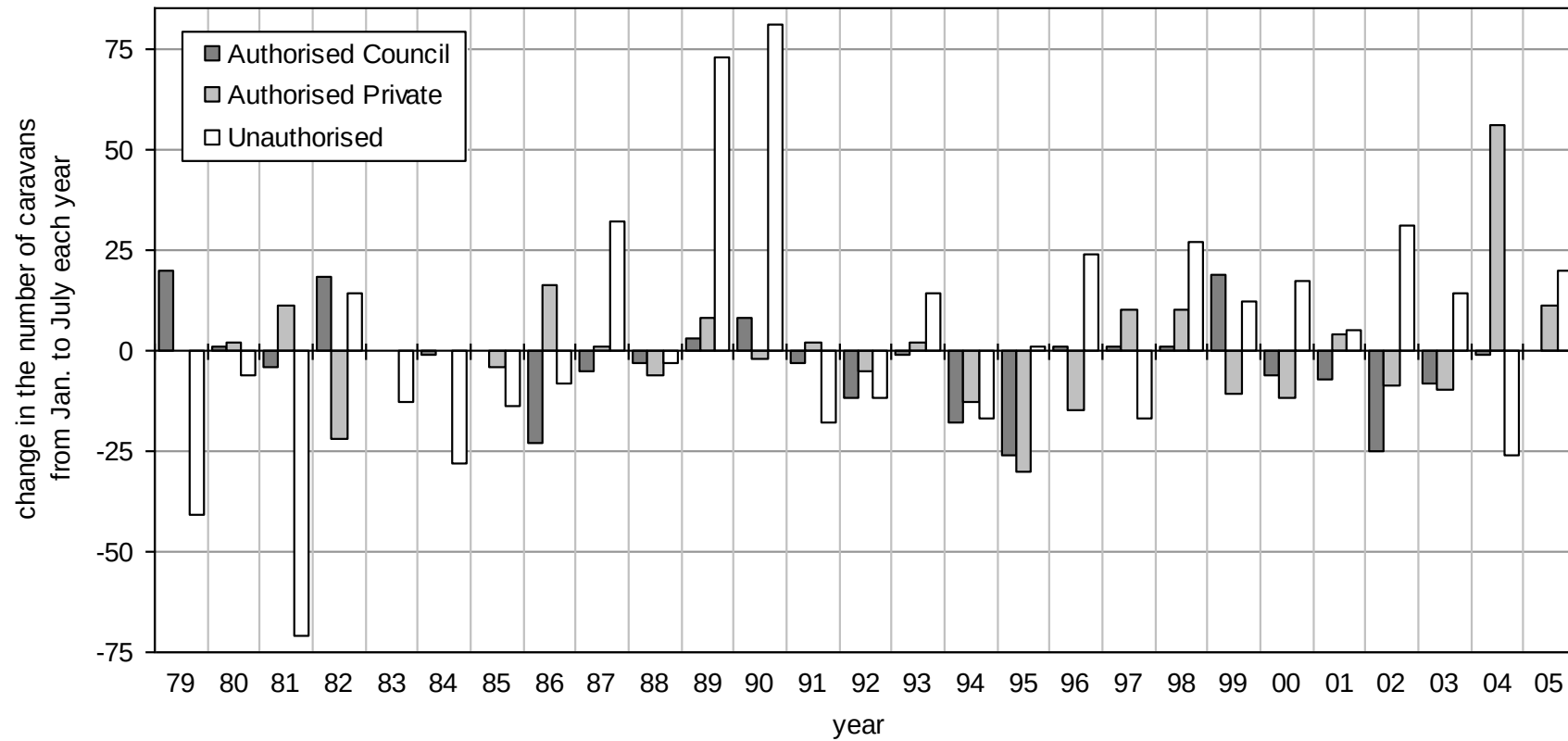
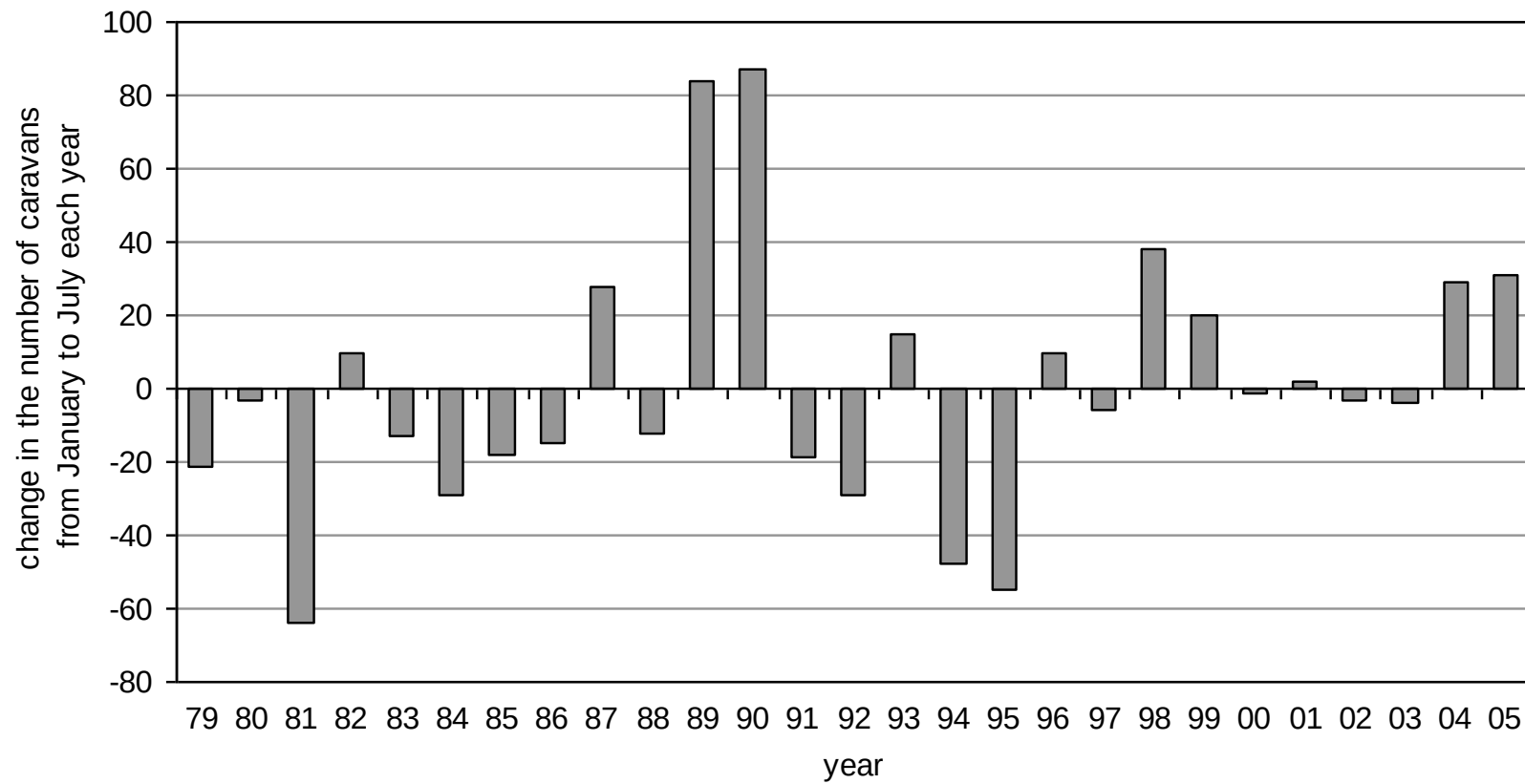


Figure 2: January/July variation in total number of caravans, North Surrey districts, 1979-2005.



2.4.2 Geographical travel patterns Our survey found it difficult to distinguish those Gypsies/Travellers 'residing in' (ie 'local') from those 'resorting to' an area. Reasons for being in the area varied among respondents: nowhere else to go (39%), near family (36%), born or in area since a child (4%), forced to leave previous site (6%). Of those responding, 74% had not been outside Surrey for more than one month in the past year; compared with findings from other GTAAs, this suggests a relatively stable, locally-based population. Travel patterns outside Surrey were varied, but tended to be more within the South-East region than further away. Many (especially on council sites) said that travelling had become more difficult since the 1994 Act.

2.5 Employment

2.5.1 Most Gypsies/Travellers prefer self-employment, in such occupations as farm and land work, tree-logging, vehicle trading, tarmac, carpet-dealing and external building work. Our survey found evidence that:

- a) Types of work had changed over the years, with a decline in traditional work, contributing to severe economic disadvantage and social exclusion.
- b) Commonest types of work were landscaping/gardening, cleaning, and roofing
- c) Several respondents reported that being on a site made it harder to find work (because of the address).
- d) Family networks and informal reciprocal arrangements are important for encouraging and sustaining economic activity.
- e) Seasonal social security benefits are important income sources, especially for those on council sites.
- f) Difficulties with the theory part of the driving test (because of low literacy levels) is affecting work prospects for younger Gypsies/Travellers.
- g) Retired/disabled people comprised 15% of our respondents, unemployed a further 16%, and 'home-makers' a further 15%.

2.6 Health issues

2.6.1 Travellers have poorer health than that found in the lowest socio-economic group in the UK population. They have worse mortality rates than the housed population, maternal mortality higher than for any other one ethnic group, high infant mortality and perinatal death rates, and higher child accident rates (associated with insecure sites and lack of access to health care).

2.6.2 Our survey, however, found a relatively good health profile, compared with other GTAAs that we have undertaken. This probably reflects the benefits of long-term stable accommodation, a more settled lifestyle, and better knowledge of (and access to) health care. Few reported problems in registering with a doctor or dentist, except when moving around. Those on sites were less likely than those in housing to be registered with a doctor or dentist (12% against 2% not registered), and two of those in housing reported broken treatment when travelling being a reason to move into housing: 'wife pregnant, needed care, lost first baby on road', 'elderly, disabled, need family to look after me'. Roadside respondents had more problems: 'local doctors would never see us', 'we were told: take your children to a vet', 'no fixed address can't get doctor', 'not in one place long enough'. Reported health problems were similar to those found in other studies: back problems (7%, associated with manual workers), diabetes (6%, associated with poor diet), and arthritis (6%).

Asthma and 'nerves' (or depression) were less than might be expected, which may reflect a higher level of security and stability than elsewhere; it may also explain why relatively few survey respondents reported poor health affecting their work and travelling. Three respondents reported that disabled or chronically ill children limited travelling, and others were too old or ill to work or travel.

- 2.6.3 Grants for disabled access have recently been extended to those on caravan sites, and the survey explored the issue: five on sites or in housing needed physical adaptations for disability, and would welcome help with that.

2.7 Education issues

- 2.7.1 Research shows that Gypsy/Traveller children are seriously disadvantaged in the education system, with DES data showing their poor attendance in schools (at secondary level 20% or less). Gypsies/Travellers often feel excluded from mainstream job opportunities that require formal education, and may lack awareness of mainstream life and work opportunities. Given that many are dissatisfied with their increasingly disadvantaged lifestyles, they could become more interested in training opportunities if they were more aware of them.
- 2.7.2 Seven of our survey respondents reported problems getting their children into schools (3 housed, 4 on sites). The reasons included: 'they didn't want to take my kids', 'they wouldn't recognise and acknowledge our culture', 'I was told that the schools were all full'; 'they does not blend in at that school'. Respondents also reported problems at school, including racist bullying: 'children get backlash from (anti-gypsy) TV programmes', 'my daughter had to come out of school', 'bullying and name calling'.
- 2.5.1 Literacy levels of respondents were poor: 62% claimed to have difficulty completing forms, 55% with writing letters, 53% with reading newspapers. The reasons include lack of schooling because of moving around (and evictions) (70% of reasons stated); bullying or unable to settle at school (24%); dyslexia ('couldn't learn' - 6%).
- 2.5.2 Few had undertaken any post-school training, but were slightly more likely to do so if housed rather than on site. Popular courses included: hairdressing, beauty therapy, boxing, plumbing, literacy, teaching assistant, care work, and business/computing. There seems to be an unmet need for training, with poor knowledge of what is available, linked to low literacy skills and a reluctance to read newspapers (often because of negative reporting on gypsies).

3. ACCOMMODATION TYPES, CONDITIONS AND PREFERENCES

3.1 Evidence from official caravan counts

- 3.1.1 The official six-monthly counts distinguish three site categories (council or public authorised, private authorised, and unauthorised). Table 3 shows, from the same source, averaged survey figures for the past three years; these figures are not, however, consistently accurate, and have been cross-checked for the purposes of the accommodation assessment. Figures 3 and 4 present six-monthly caravan count data for the period 1979-2006, giving evidence on long-term trends.
- 3.1.2 These figures show that, while total numbers have risen, the general picture is stable, certainly when compared with other parts of the country (Cambridge sub-region, for example, doubled its numbers in the same period). Surrey in the period of statutory council site provision had a good record, contributing relatively more authorised pitches than most other counties or unitary authorities in the South-East region. Numbers of unauthorised caravans have fallen since the late 1980s, reflecting the growth of council site provision, as well as increased sanctions introduced by the 1994 Act. There has been a slight increase in numbers of private authorised caravans (from a low base). Total caravan numbers have been about 150 in July counts for most years since 1991. Runnymede has consistently had the highest figures, and Spelthorne the greatest fluctuation. For further detail see district data in Appendix A.
- 3.1.3 The data shown here provides useful information on changes and trends in population numbers and movements. However it is not considered to be accurately definitive in respect of total population accommodated in caravans or in respect of the number of pitches in North Surrey. This data reflects the trends of sites, mostly local authority managed, annually inspected in the caravan count but excludes details of the additional sites identified through this study and identified by the individual districts. Subsequently the actual current population and supply is likely to be notably higher than suggested by the caravan count. The effectiveness and comprehensive accuracy of the caravan count is often criticised, most recently by the recent GTAA benchmarking study by Birmingham University and most notably by the ODPM Review of the Gypsy Caravan Count System published in February 2004.

Table 3: Average number of caravans over the period 2002-2005, by district and site type (rounded)

District	Site	Average 2002-05		
		January	July	Jan/July
Elmbridge	Authorised: Council	31	28	29
	Authorised: Private	7	5	6
	Unauthorised	0	0	0
	Total	37	32	35
Runnymede	Authorised: Council	44	39	41
	Authorised: Private	36	52	44
	Unauthorised	23	28	25
	Total	103	118	111
Spelthorne	Authorised: Council	18	18	18
	Authorised: Private	26	24	25
	Unauthorised	0	3	2
	Total	43	45	44
Woking	Authorised: Council	20	19	20
	Authorised: Private	1	2	2
	Unauthorised	7	10	8
	Total	28	31	29
All Districts total	Authorised: Council	112	104	108
	Authorised: Private	70	82	76
	Unauthorised	30	40	35
	Total	212	225	218

Figure 3: Average number of caravans by site type, North Surrey 1979-2006

Source: CLG official statistics

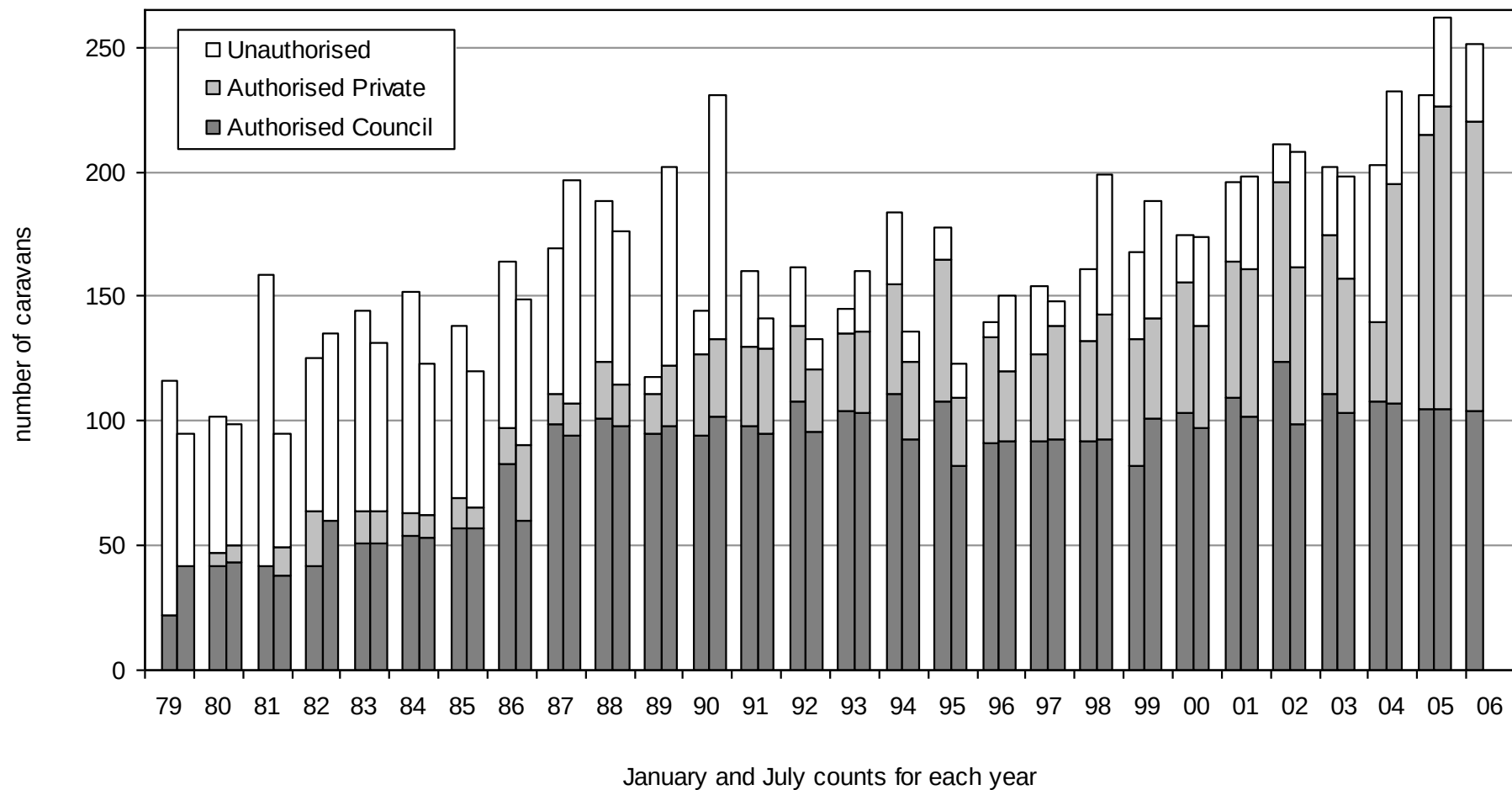
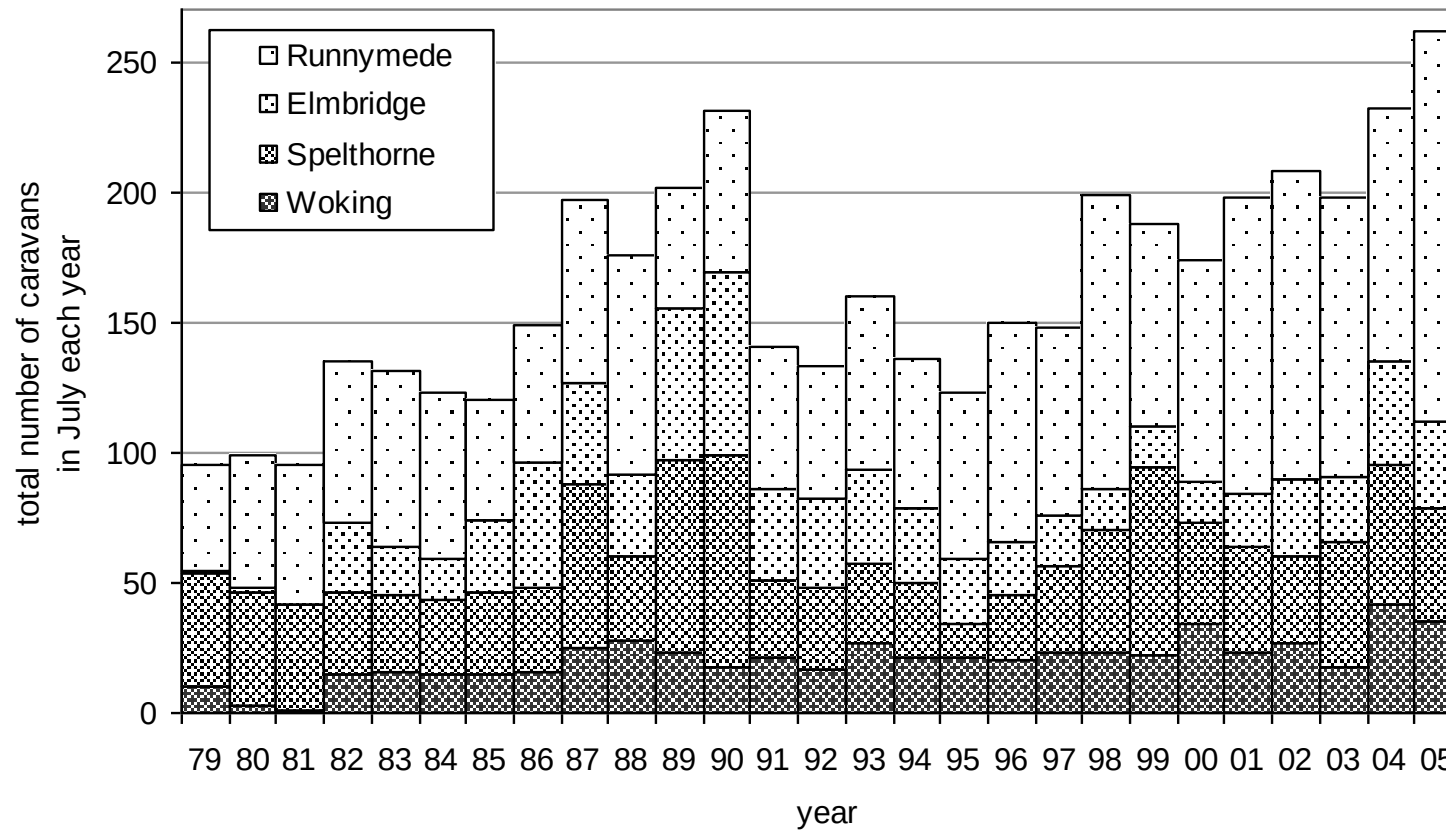


Figure 4: Total number of caravans in July by district, North Surrey 1979-2005

Source: CLG official statistics



3.2 Public sites

Table 4: Public Gypsy sites in North Surrey (2005)

Source: CLG official statistics

District	Site location	Pitches	Caravan Capacity	Date opened (date upgraded)
Elmbridge	Woodstock Lane, Claygate	16	32	1985
Runnymede	Elm Farm, Lyne (formerly transit)	15	30	1976
Runnymede	Lyne Road	15	30	1986
Spelthorne	Littleton Lane, Shepperton	10	20	1978
Woking	Burdenshott Road, Worplesdon	16	32	1982
Total		72	144	

- 3.2.1 Surrey County records a total of 230 pitches (five classed as ‘transit’, all in Waverley) on 19 sites; no new sites have been opened since 1995, although some sites have been upgraded with central government grant. The official figures assume two caravans per pitch (hence the ‘capacity’ column). The County records do not appear to have included the 15 transit pitches at Stanwell Moor in Spelthorne.
- 3.2.2 The quality of council sites varies. The best sites (often occupied by related families and older residents) function well; others are in poor condition. Our survey showed that occupiers tend to be long-stay: a third (33%) more than ten years, nearly another third (30%) between 3 and 10 years, and 83% intend to stay as long as possible. Pitches rarely fall vacant, and we consider that waiting lists are fairly meaningless as an indicator of need/demand due to the fact that families may be on waiting lists for a number of different sites or have other available accommodation. Of respondents who had left council sites, commonest reasons were doubling up or overcrowding (42%).
- 3.2.3 Of those who responded, 31% reported no problems with their site. Commonest reported problems were vermin (88%), poor fire precautions (50%, with 33% reporting that there were no fire prevention facilities at all), and fly-tipping by outsiders (21%). Asked for more detail on fire precautions, 31 respondents identified inadequate fire hoses/hydrants, 11 insufficient extinguishers. This is significant, as British Standard studies recognise the particular vulnerability of caravans and mobile homes to fire. Basic services (water, electricity, gas) were generally satisfactory (over 90%), but 25% cited unreliable postal services, figures consistent with other studies. About two-thirds (64%) complained about high rents.
- 3.2.4 Council gypsy sites lack the security of tenure enjoyed by tenants on mobile home parks, the occupiers being by law only licensees subject to (usually) 28 days’ notice. The Connors case in the European Court of Justice (2004) found unlawful the discrepancy between rights of housing tenants and site licensees. Few of our survey

respondents, however, understood the difference between tenancies and licences. Of those who said they did, few got it right, most believing that a licence referred to having your own site and being thus 'able to do what you want'. This poor response seems to reflect a general ignorance on legal and official matters, linked to low literacy levels and exclusion.

3.3 Private authorised sites

- 3.3.1 The number of such sites (mostly owner-occupied) has grown nationally, from 14% to 25% of total counted caravan numbers in 25 years. Private sites generally appear to work well; some accommodate only small groups (a single or extended family), others large numbers of families.
- 3.3.2 All local plans in North Surrey have specific criterion-based planning policies for Gypsies/Travellers, but the predominance of Green Belt in Surrey is a major constraint on provision. North Surrey has the following private authorised sites: seven in Elmbridge (11 Pitches), two in Spelthorne (9 Pitches), three in Runnymede (21 pitches), and two in Woking (12 pitches). Of survey respondents, 21 (20% of those responding, 11 of them in the Runnymede area) had owned land, and 15 had been refused planning permission (not necessarily in the area); this reflects, we believe, the particular history of Runnymede (which had several private site proposals in the 1980s, some successful, some not).
- 3.3.3 Travelling showmen are overwhelmingly found on private sites (classed as winter quarters), with space for their show equipment.

3.4 Unauthorised sites

- 3.4.1 Unauthorised caravans in England now number about 2500 (about a quarter of the six-monthly count totals), and the figures have been accepted in case law as an approximate measure of need for accommodation. In the study area the average number of unauthorised caravans recorded in the official counts in recent years was 35. Such numbers, while unwelcome to the settled population, are tiny when compared, for example, with numbers of homelessness applications, or with housing supply forecasts for the general population.
- 3.4.2 Housing legislation defines the occupier of a caravan (or 'moveable structure') as legally homeless if there is nowhere that he or she can legally place it and reside in it, yet local authorities are not obliged to make equivalent accommodation available. According to the ODPM homelessness code of guidance Gypsies/Travellers are to be considered on the same basis as any other applicant, and can be offered 'some other suitable form of housing', although it recognises that they may not wish to settle in conventional housing. Statistics of homelessness applications do not differentiate Gypsy/Traveller applicants from others, and few Gypsies/Travellers seem to apply; indeed there was no mention of Gypsy/Traveller applicants in any of the Homelessness Strategy documents seen.
- 3.4.3 DCLG now recommends that a distinction is made between:

- ❑ 'Unauthorised developments' of caravans on gypsy-owned land without planning permission, and often subject to local authority enforcement action (although some sites are 'tolerated'), and
- ❑ 'Unauthorised encampments' of caravans on other land, on highway or other land. These may be subject to both police action under the 1994 Act and council action through highway powers or civil action.

The six-monthly counts record both such sites, but are recognised to undercount roadside caravans (which have marked seasonal peaks). In Surrey police and TES data on roadside encampments is poor, and, even with a team of mainly Gypsy/Traveller interviewers, our survey found few of them, and they were usually short-term, because of police powers to move them on.

- 3.4.4 Of those on sites 71% said they had stopped on the roadside, and 31% on an unauthorised site, in the last five years. The most common reason given was nowhere else to go ('we were desperate'). Reasons for being in the area were overwhelmingly 'needed somewhere to stop' (47%), 'pitch became vacant' (5%), with educational needs, care of relatives, and local connections cited once each. One, doubled up on his mother's pitch, said his wife was pregnant and needed medical care ('we lost the first one on the road'). One on a private unauthorised site replied that living conditions on the council site were unsuitable. One on a private authorised site said: 'I pulled on one day and was allowed to stop'.

3.5 Transit sites

- 3.5.1 Even if every Gypsy/Traveller family in the country had their own long-stay or 'settled' base, there would still be a need for transit sites for those who are travelling, particularly in the summer months from April to October. If sites existed police would be able to refer unauthorised encampments to them, and the count statistics show that authorities with transit provision have a lower incidence of unauthorised encampment. There is, however, little consensus on how they should be provided and what facilities offered, and they can be particularly difficult to manage. There are in England only about 300 council transit pitches (and perhaps 200 private). In 1979 official returns for Surrey officially recorded 60 'temporary' pitches on council-provided sites, none of which were in North Surrey, and Surrey in the 1980s provided thirty transit pitches on various sites (in Runnymede, Spelthorne, Tandridge and Waverley), but during the 1990s these were reclassified as residential. Within North Surrey there is a single site offering lawful transit pitches (15 in number) in Spelthorne, though this site is in private ownership and management.
- 3.5.2 As an alternative to transit sites, emergency stopping places have been promoted by government with temporary facilities, suitable for overnight or short stay (up to 28 days, transit sites being officially intended for stays of up to 3 months). Such sites as exist have an even worse record of management problems than transit sites.
- 3.5.3 In our survey, asked if they would use a network of transit sites, 72% of respondents said yes, but expressed little preference for location. Survey respondents were generally opposed (71%) to combining residential and transit pitches, citing various reasons: 'not safe for children', 'too disruptive', 'too noisy', 'not fair on residential

pitch-holders', 'wouldn't know who is coming and going', 'it would cause murders'. Survey response demonstrated that those on private authorised sites would be willing to provide transit accommodation if they had space or planning permission, however preference was noted for family and friends and few private pitch owner-occupiers are likely to be willing to accommodate unknown gypsies or travellers within their site for the above reasons and would not therefore make a significant effect on any identified need for public transit site provision.

3.6 Gypsies in housing

- 3.6.1 Official statistics are lacking on this group. RSLs do not generally identify the proportion of their tenants who are members of the Gypsy or Traveller community, whether such tenants would prefer to reside on a caravan site if such an option were available to them, and whether (and what) specific support is required for newly housed Gypsies and Travellers. Housing Strategies in North Surrey do not mention them. There is little information on movement into (and out of) housing, although, if someone is accommodated in public housing who would prefer to be in a caravan, there is a potential saving of public funds: a council caravan pitch has been estimated to cost half (or less) that of a council house.
- 3.6.2 Surrey TES has estimated some 60 households in housed accommodation, but that figure only relates to families with school-age children, and settled for less than two years. Our surveys of North and East Surrey (comprising 8 of the 11 Surrey districts) was able to locate 77 such households (not all with school-age children). We have attempted to include this potential demand as part of our accommodation needs assessment, and also to record those in caravans wanting housing.
- 3.6.3 Our survey located and interviewed 40 housed Gypsies/Travellers, using a modified survey questionnaire. They were mostly (95%) English Gypsies, and were distributed in 'bricks-and-mortar' accommodation as follows: local authority house/flat ((55%), owner-occupied (32.5%) and the rest in social housing (RSL).
- 3.6.4 Of the housed respondents, 41% had been in their accommodation more than 10 years, and the same percentage 3-10 years, while 58% said they intended to stay permanently. Asked where they lived before, 12 (31%) had come off a council site, 19 (49%) off the roadside (presumably rehoused as homeless), one off his own land after failing to get planning permission, one off his mother's land because he had no planning permission, the rest transferred from other housing. 78% of those surveyed had lived in housing in the past, and 32% said they wanted housing rather than caravan accommodation.
- 3.6.5 The continuing commitment to the Gypsy/Traveller way of life was a particular feature: 'Travellers want to live their own lives'. Of respondents 64% still travelled, and two respondents (5%) said they wanted a pitch on a site, a further 5% intended to resume travelling at some stage. Asked if they would use a network of transit sites, 59% said yes. 89% responding of those in caravans had never lived in a house. Of those who had, reasons for leaving were mainly cultural: 'couldn't settle', 'had to go travelling', 'felt couldn't breathe', 'felt like a bird in a cage', 'it gave me bad nerves'. Length of stay varied, but in 50% of cases they left housing within a year.

- 3.6.6 Asked what was good about their situation, the commonest cited were health facilities (25%), school facilities (22%), quiet location (22%), and near facilities (20%). Common complaints were lack of space for their own or visitors' trailers (45%, with 65% not allowed to keep a caravan) and planning restrictions, mostly on operating a business (23%). Elmbridge and Woking social housing appeared to have a more accommodating approach to keeping caravans. Of respondents 20% wanted larger (or more suitable) housing. Survey respondents in housing were slightly more likely to report health problems than those on sites (26% against 21% on sites), which may reflect the reasons for moving into housing, or difficulty in adjusting.
- 3.6.7 The survey asked whether respondents would be interested in small group housing schemes for Gypsies (which have had some success in Ireland and Northern Ireland), but, of respondents, 73% did not know about it, and a similar proportion were not interested. Indeed, several said that they kept quiet about being Gypsies/Travellers to avoid racism, and would not want to draw attention to themselves in such a way.

3.7 **Accommodation preferences**

- 3.7.1 GTAAs usually attempt to differentiate need (defined as specific to a given area) and demand (defined as actively seeking sites). District or bottom-up assessments will tend to focus more on those residing in rather than resorting to an area. In the case of Surrey (as with the Home Counties in general) restrictive Green Belt policies have for decades constrained the numbers actually resorting to the area, and displaced them elsewhere (e.g. to Cambridgeshire and eastern Kent to our knowledge).
- 3.7.2 Of 31 respondents looking for accommodation in the area, 21 wanted a caravan pitch, seven housing, and three no preference. The preferred site solution was small, self-owned long-stay sites for family groups, and no specific geographical location was proposed. Of 66 responding to the question, 73% had never owned land (84% of those in housing), and 10 (15%) had tried but failed to get planning permission on their own land.
- 3.7.3 The need for more sites was raised by our survey more than any other topic. Of 78 answering what accommodation would be best for the family, 42% wanted their own site, 31% their own house/bungalow, 19% a Gypsy-owned site, 6% a council site and 1% a council house. Of those responding 63% would not live in a house if they had the chance. The preferred site solution was small, self-owned long-stay sites for family groups, but the biggest problems in getting their own site were planning permission (reported by 43%) and purchase price (42%). No specific geographical location was proposed, just 'more sites anywhere'. An overwhelming response was that: 'settling is the only choice now', 'there is nowhere else to go', 'there's no other option now'.

3.8 Overcrowding

- 3.8.1 While we are not aware of an official applicable definition of over-crowding where the unit of accommodation is a caravan, the 1965 census study equated a caravan to a room, and estimated that 65% of Gypsies were living in over-crowded conditions, ie more than 2 people per caravan (compared with less than 3% of the settled population in the 1961 census). Caravans may vary in size (and legally since SI 2374 of 2006 can be up to 136 square metres for a twin-unit mobile home), and have more than one room, which would reduce overcrowding. Overcrowding appears to be almost as bad as it was forty years ago, over a period when overcrowding in the settled population has fallen (but may now be rising again), and Gypsies/Travellers appear to tolerate levels of overcrowding above the official standards.
- 3.8.2 Our survey questions relating to overcrowding generated data capable of supporting a variety of conclusions. It was not practical for our survey to measure physical dimensions of individual caravans, but it did record the numbers of mobile homes, finding a ratio to touring caravans of 1:2. Many survey respondents wanted more space on the plots they had (whether council or private), to allow separate sleeping arrangements for boys and girls. 39% wanted more caravans on their plot, and 63% said they were overcrowded.
- 3.8.3 Asked whether they were overcrowded in their current accommodation, of 107 responses from those on sites, 45% reported overcrowding; the percentage was higher on council sites (50%) than private authorised (20%), as might be expected. Of those in housing 31% reported overcrowding. The districts with the highest reported overcrowding were Spelthorne (57%) and Woking (44%). These findings were reinforced when the survey asked about the main problems in their accommodation. Of those on sites, 37 responded not enough bedrooms for family, 34 not enough living space, and 33 not enough external room (some repeated). Of housed respondents, 10 reported not enough bedrooms, 8 not enough living space, and 9 not enough external room.
- 3.8.4 The survey asked whether children would need their own pitch in the next 5 years, and 'how many pitches does your family need in the area?' (see Table 5). If taken at face value, these would represent a substantial increase over total existing authorised provision in the study area. The district distribution of responses does not correlate closely with their respective distribution of authorised pitches, making estimating need more difficult.

Table 5: Survey responses on need for pitches in North Surrey

District	Children pitches	%	Family pitches	%
Elmbridge	17	14	30	15
Runnymede	24	20	54	27
Spelthorne	33	28	82	41
Woking	44	38	33	17
Total	118	100	199	100

4. ACCOMMODATION ASSESSMENT

4.1 Methodology

- 4.1.1** We have applied the recommended methodology in the ODPM/DCLG draft guidance issued in February 2006 (para.80, which has a total of 15 variables), with our comments, in Table 6 below.
- 4.1.2** Current supply Variables 1-4 comprise occupied local authority residential site and authorised private pitches, and pitches vacant or expected to become vacant in the near future. We have derived these from schedules of sites provided by councils, and from the Surrey Strategic Assessment (2004), checked against the six-monthly official counts and survey returns. For variable 5 ('households expressing a desire to live in housing') we enter a zero; four survey respondents 'expressed a desire', but we have not included the figure, since it was only a preference, and there is no commitment from the local authorities to effect any such transfer. The zero figure for variables 6 and 7 (new pitches planned or likely to get planning permission) was as informed by the local authorities.
- 4.1.3** The zero figure for Variable 8 ('households seeking permanent site accommodation in the area, based on waiting lists and results of survey') reflects the lack of data. We consider the inclusion of a figure in respect of this variable as problematic for various reasons. We place little reliance upon waiting lists (they may not accurately reflect a specific need to live in any given area); survey respondents generally did not identify specific areas where they were seeking accommodation; and there may be some double-counting. In addition to this vigorous policing minimises roadside encampments in the study area (see, however, 3.5.3 above).
- 4.1.4** Variable 9 ('unauthorised encampments') and Variable 10 ('unauthorised developments') are based upon local authority schedules of residential developments on Gypsy-owned land without planning permission and encampments on land not owned by Gypsies, and cross-checked against recent count figures and survey data.
- 4.1.5** Variable 11 is households 'currently overcrowded'. ODPM/DCLG defines this as '...where family numbers have grown to the extent that there is now insufficient space for the family within its caravan accommodation and insufficient space on the pitch for a further caravan'. However this variable would appear to overlap with others within the Draft Practice Guidance, such as 'new family formation expected to arise from within existing households', especially given the Gypsy/Traveller cultural preference for extended family living. WS Planning (2004) considered 'doubling-up' on pitches and numbers of children over 18 as evidence of concealed demand. Survey respondents considering their current accommodation 'overcrowded' we did not take to reflect an accurate assessment under the ODPM/DCLG definition outlined above; it is also noted that this level of overcrowding is less than that found in other GTAA's. The survey responses are considered too variable to be a basis for estimation, and in light of the risk of double counting, we have chosen to apply a standard estimation of need generated by overcrowding. Based on data gathered and our experience and judgment within the resources of this study it is considered that a 10% overcrowding adjustment should be applied to the current pitch supply, resulting in a pitch need of 13.

- 4.1.6 For Variable 12 ('new households expected to arrive from elsewhere') we had no reliable data to estimate this demand, nor could any robust methodology for doing so be identified.
- 4.1.7 In respect of Variable 13 ('new family formation within existing households') we note that the survey results from Table 6 produced an apparently high demand, which would greatly exceed both the current site provision and any realistic estimation of population growth. This variable is considered to double-count in part the need separately identified by 'overcrowding' and that generated by population growth. Accordingly no reliable disaggregated data can be identified in respect of this variable and a zero figure has been recorded.
- 4.1.8 For variable 14 ('in housing but with a need for site accommodation') we applied a zero figure. Only 2 of the 40 housed travelers interviewed indicated that they would wish to have a pitch on a site (para' 3.6.5), and we consider that any demand from housed travelers cannot be expected to materialise until suitable sites are available. This issue should however be reviewed in the light of future progress with site provision.
- 4.1.9 Variable 15 estimates the anticipated family formation generated from within existing households. We have followed the Birmingham/Salford/Sheffield Hallam benchmarking study (2007), which advises applying a 3% per annum household growth rate to households on authorised pitches. Such rates are significantly higher than that for the general population, and reflect the known demographic profile of the Gypsy/Traveller population. Official estimates for the general population of England show an increase of 0.7% in 2001-2002, but Gypsy caravan numbers have grown much faster (17.2% in the 7 years 1996-2004), and our survey findings support a high natural growth rate.
- 4.1.10 Within Variable 15 (i) the estimated population growth for the first five years of the plan life in North Surrey, i.e. 2007-2012, is based on the 3% year on year population growth of the existing population. This percentage increase has been applied to the known and estimated population of Gypsies and Travellers within caravan accommodation based on current (2007) data. Where the specific population is not known for any given site within North Surrey a standard household size and caravan occupancy rate, based on the survey data, is utilised to accurately estimate this population. The current population, as detailed in the District site information schedules contained in the appendix to this study, is 540 individuals. Subsequently, and applying the 3% adjustment, the total population growth in the next five years (until 2012) is estimated to be 86 individuals. Based on the identified caravan occupancy rate and household size this would equate to a pitch need in this period of 18.
- 4.1.11 In Variable 15 (ii) the population growth through family formation in the latter five year period of the plan life is considered. This figure would need to be adjusted to take into account the likelihood of further pitch provision in the preceding five years, and thus the greater number of Gypsy households resident in Surrey. While this resultant population is based both on the ability of local authorities to identify land suitable for Gypsy and Traveller pitches, and the abilities of Registered Social Landlords, private individuals, whether Gypsies or otherwise and the local

authorities themselves, to provide such pitches, it is considered appropriate to base need assumption on the full attainment of this provision in order to accommodate the maximum potential demand for pitches.

Table 6: Gypsy/Traveller future accommodation need 2007-2016 in North Surrey
(pitches rounded, excluding Travelling Showmen)
DCLG variable number in brackets

	Total
Part A Current residential supply	
Current supply of occupied local authority residential site pitches (1)	72
Current supply of occupied authorised privately owned site pitches (2)	54
Total Households	126
Number of unused local authority pitches, and vacancies on privately owned sites available in North Surrey (3)	3
Number of existing pitches expected to become vacant in near future (LA and privately owned) (4)	0
Number of households in site accommodation expressing a desire to live in housing (5)	0
New local authority pitches planned in year 1 (6)	0
Private sites likely to gain planning permission during year 1 (7)	0
Total pitch provision available (2006)	129
- seeking permanent site accommodation in the area (8)	0
- on unauthorised encampments (9)	0
- on unauthorised developments for which planning permission is not expected (10)	18
- currently overcrowded (11)	13
- new households expecting to arrive from elsewhere (12)	0
New family formations expected to arise from within existing households (13)	0
In housing but with a need for site accommodation (14)	0
Current shortfall	31
family formation 2007 – 2012 (15(i))	18
Extra pitch need 2007 – 2012	49
family formation 2012-2016 (15(ii))	21

- 4.1.12 To provide an indicative needs forecast for the period 2012-2016 (15(ii)) we have applied a 3% annual growth to the combined supply and need figures, but recognise that this will be affected by change in the period 2007-2012, and should be reviewed at the appropriate time, particularly in the light of reallocation of need between authorities and progress with pitch provision up to 2012.
- 4.1.13 Table 7 shows the pitch needs for North Surrey by district, apportioned according to the districts' respective share of average total caravan numbers in recent counts (taken from Table 4) in the period 2007-2012. There are other ways of calculating the apportionments (eg by proportion of unauthorised caravans only, the amount of available unrestricted land, past provision of public/private sites etc).
- 4.1.14 It is considered that such allocation is a political decision to be made by the constituent authorities and SEERA. Any allocation may seek to meet identified needs where they arise. This may reinforce existing patterns of provision and population or may be based on a more strategic assessment to protect or enhance other considerations including social inclusion. This decision is to be made by an appropriate steering group as advised by the current brief from SEERA

Table 7: Pitch needs by district 2007-2012, North Surrey

District	% total caravans	Pitch need 2007-2011
Elmbridge	22	11
Runnymede	41	20
Spelthorne	15	7
Woking	22	11
Total	100	49

4.2 Travelling Showmen

- 4.2.1 To the above assessment should be added a separate assessment of Travelling Showmen (as was undertaken by the 2004 Strategic Assessment and required by the clients).
- 4.2.2 WS Planning estimated need by applying similar variables to the ODPM/DCLG guidance: unauthorised pitches (none in North Surrey), overcrowding (5 'doubled-up' caravans on North Surrey sites), and family formation. The Environment Committee Report suggested a possible shortfall of 139 plots in London and the South-East, while the WS Planning study estimated total demand in Surrey as 66 pitches (or plots), of which North Surrey, assuming that need would be met where it arises, would require 37% of that amount, or 24 pitches. This report would reiterate this figure, however our application of a 2.5% annual natural growth rate (lower than for other Gypsies/Travellers to reflect smaller proportions of children) to the estimated showman population of North Surrey produces a requirement slightly lower than the WS Planning figure. Subsequently we arrive at a pitch need of five in addition to the 24 identified above to the end of the period until 2012 allowing for such growth since the 2004 study was completed. While this results in an estimated total need of 29 pitches for Showmen in North Surrey we recommend

that these figures are discussed with the Showman's Guild and the site occupiers. Because of these small figures, the difficulty of allocating them across districts and the additional site information identified in this study it is recommended that further research is necessary, as recommended by SEERA, and this matter is discussed further with the client group.

4.3 Policy implications

4.3.1 Further authorised accommodation for Gypsies and Travellers can potentially come from the following sources:

- a) Public sites (new sites, or expansion or intensification of existing).
- b) Private sites with planning permission.
- c) Movement into conventional housing.

Restrictive policies apply to over two-thirds of North Surrey, particularly Green Belt, imposing severe constraints upon additional pitch provision. The Surrey Structure Plan (2000) Housing Policy is to provide additional permanent or transit sites for gypsies 'where there is an identified need'.

4.3.2 Our need assessments do not distinguish between private and public provision. According to the January 2005 counts, the ratio of council:private authorised caravans in England was 54:46, in the South-East region 52:48, and in North Surrey 72:28. While national and regional proportions should not be taken as a target, there seems to be further opportunity for private sites

4.3.3 The assessment in Table 6 is for residential pitches. We are unable to quantify demand for transit pitches, which we consider should be negotiated county-wide, but consider that transit pitches should be provided, perhaps by flexible use of existing pitch provision on both public and private sites.

4.3.4 Some Gypsies/Travellers currently in public housing would prefer to be in caravans; others in caravans would prefer to be in housing. While we are unable to quantify the relative demand, we recommend that local authorities and social landlords should plan for a mix of provision to meet the needs of Gypsies and Travellers, recognising the 'best value' benefits, caravan pitches being cheaper to provide than social housing units.

4.3.5 Larger pitch sizes on long-stay sites would be consistent with the community's preferences for extended family living (to accommodate three caravans, including one mobile home, rather than the two recommended in official guidance), and allow some transit accommodation.

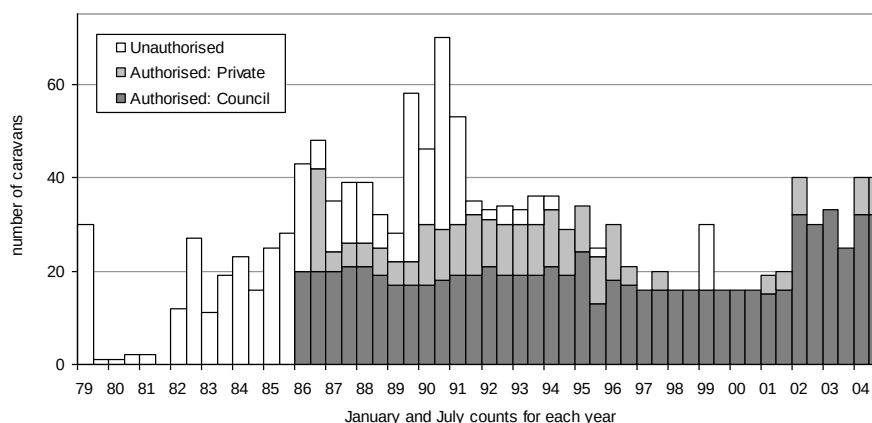
APPENDIX A

DISTRICT ASSESSMENTS

ELMBRIDGE: GYPSY/TRAVELLER ACCOMMODATION ASSESSMENT 2007-2012

This district has one council site at Woodstock Lane (Claygate), with private authorised sites adjacent to it and a small number of private sites elsewhere within the Borough. In addition to this there are two single Showman sites within the Borough. It has very few unauthorised encampments, and some Gypsies/Travellers in housing (15 identified by the survey). There is a criterion-based policy in respect of Gypsies/Travellers in the Local Plan. The count statistics show a decline in caravan numbers from a peak of over 50 in 1991. The majority of the Borough is designated as Green Belt with corresponding restrictions on development.

Number of caravans by type of site, Elmbridge, 1979-2004.
(Source ODPM Caravan Count)



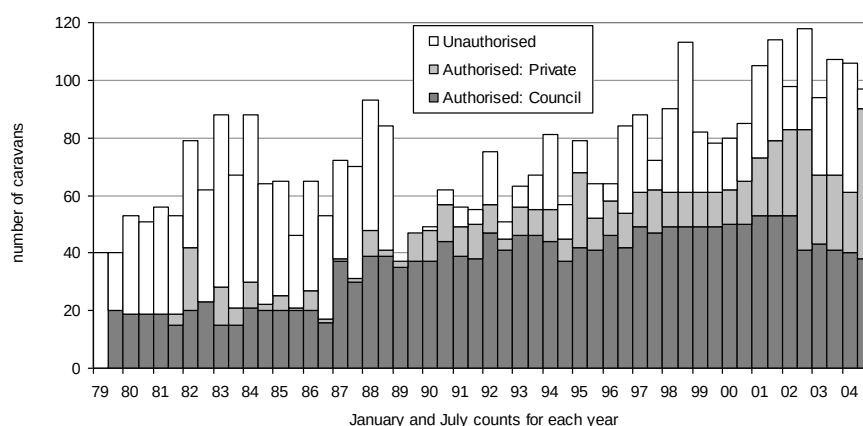
***Number of caravans and estimated/known population by type of site, Elmbridge, 2007.
(Source district identification and survey results 2006)***

Pitches	Site	Current Population
		Known/Estimated
<u>Current Authorised Gypsy and Traveller sites</u>		
2 + 1 dwelling	Plot 1 Woodstock Lane	11.1
3	The Stables (plot 2) Woodstock Lane	14.4
2	Plot 3 Woodstock Lane	9.6
2	New Farm (plot 4) Woodstock Lane	9.6
2	Sunset 83 Homefield Road	Currently unoccupied
<u>Current Unauthorised Gypsy and Traveller sites</u>		
6	Caravan Site, 41 Pleasant Place	19
<u>Current Authorised Gypsy and Traveller sites with Personal Permission</u>		
1	Willow Trees 74 Hurtwood Road	4.8
2	Land Adjacent The Oaks Woodstock Lane	8
<u>Socially Rented/Council Gypsy and Traveller sites</u>		
16	The Oaks Woodstock Lane	57
<u>Socially Rented/Council Gypsy and Traveller Transit sites</u>		
0		0
<u>Current Unauthorised Gypsy and Traveller Transit sites</u>		
0		0
<u>Current Authorised Gypsy and Traveller Transit sites</u>		
0		0
<u>Total Current Gypsies and Travellers on Caravan Sites</u>		
36		134
 <u>Current Showmen Sites – Authorised</u>		
1	16 Sandy Lane	
1	20 Sandy Lane	
<u>Total Current Showmen Caravan Sites</u>		
2		

RUNNYMEDE: GYPSY/TRAVELLER ACCOMMODATION ASSESSMENT 2007-2012

This district has the largest numbers in the study area, and the highest proportion of Gypsies/Travellers to the general population (although still comprising less than 1%). The numbers of caravans have fluctuated widely (between about 40 and 110 1979-2004 as shown by the caravan count). It has two council sites (15 pitches each), and several private authorised sites (including one 20-pitch site), and four authorised sites for Travelling Showmen. The district has a criterion-based policy in the Local Plan, and one on travelling showmen. Our survey discovered a small number of Gypsies/Travellers in housing. A large part of the Borough is covered by Green Belt and flood plain.

***Number of caravans by type of site, Runnymede 1979-2004.
(Source ODPM caravan count)***



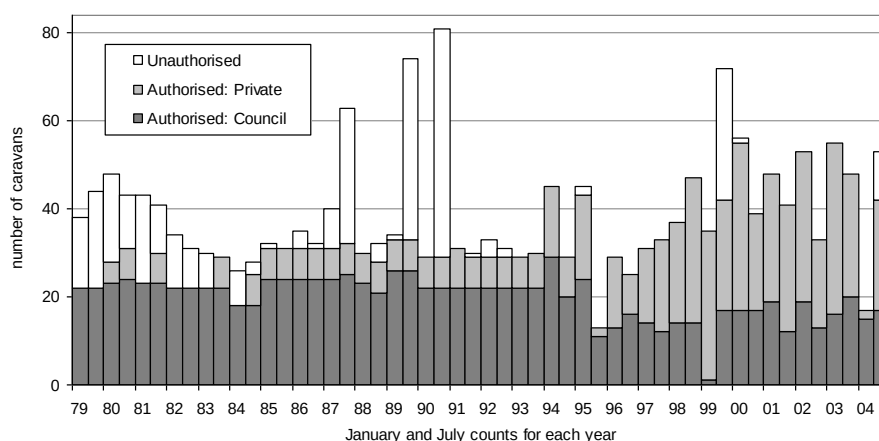
***Number of caravans and estimated/known population by type of site, Runnymede, 2007.
(Source district identification and survey results)***

Pitches	Site	Population
		Known/Estimated
<u>Current Authorised Gypsy and Traveller sites</u>		
1	New Oak Farm Hardwick Lane, Lyne Chertsey	5
10	Little Almners Almners Lane Lyne Chertsey	48
10	Walnut tree Farm Almners Lane Lyne Chertsey	48
<u>Current Unauthorised Gypsy and Traveller sites</u>		
1	New Oak Farm Hardwick Lane Lyne	5
3	Willow Farm Choban Road Ottershaw	14
1	The conifers 111a Almners Road -	5
5	Walnut tree Farm Almners Lane Lyne Chertsey	24
<u>Current Authorised Gypsy and Traveller sites with Personal Permission</u>		
0		
<u>Socially Rented/Council Gypsy and Traveller sites</u>		
15	Elm Farm, Lyn crossing, Lyne, Chertsey	48
15	The Paddocks, Lyne Road, Lyne, Chertsey	48
<u>Socially Rented/Council Gypsy and Traveller Transit sites</u>		
0		0
<u>Current Unauthorised Gypsy and Traveller Transit sites</u>		
0		0
<u>Current Authorised Gypsy and Traveller Transit sites</u>		
0		0
<u>Total Current Gypsies and Travellers on Caravan Sites</u>		
61		250
<u>Current Showmen Sites</u>		
3	Woburn Hill/Park Farm	Unknown
4	Stevens Yard	10
24	The Fairground Free Prae Road	170
15	Thorpe Lea Cottage	31
<u>Total Current Showmen Caravan Sites</u>		
46		211

SPELTHORNE: GYPSY/TRAVELLER ACCOMMODATION ASSESSMENT 2007-2012

The district has below 50 caravans, after a rise in about 1990 which reflected short-term unauthorised stays at the time of the count. It has one council site, at Littleton Lane (Shepperton), two private sites and four showmen sites. A permanent public site at Horton Road, Poyle (10 pitches) was transferred to Slough following boundary changes, however a privately owned site within the Borough has provision for transit pitches. Our survey identified 10 Gypsies/Travellers in housing. The Spelthorne Borough Local Plan (2001) has a criterion-based policy for Gypsy Caravan Sites (but considered existing provision adequate), and a similar policy on showmen sites. There are Green Belt constraints on potential development land, with over half of the district covered by Green Belt policy.

Number of caravans by type of site, Spelthorne 1979-2004.
(Source ODPM caravan count)



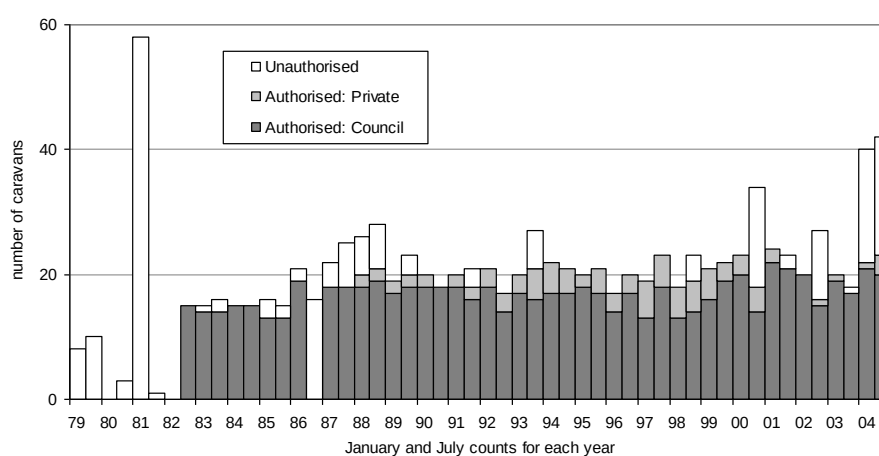
***Number of caravans and estimated/known population by type of site, Spelthorne, 2007.
(Source district identification and survey results)***

Pitches	Site	Population
		Known/Estimated
<u>Current Authorised Gypsy and Traveller sites</u>		
1	Watersplash Road, Shepperton	4.8
8	Ponderossa, Horton Road, Stanwell Moor	38.4
<u>Current Unauthorised Gypsy and Traveller sites</u>		
0		0
<u>Current Authorised Gypsy and Traveller sites with Personal Permission</u>		
0		0
<u>Socially Rented/Council Gypsy and Traveller sites</u>		
10	Littleton Lane, Shepperton	48
<u>Socially Rented/Council Gypsy and Traveller Transit sites</u>		
0		0
<u>Current Unauthorised Gypsy and Traveller Transit sites</u>		
0		0
<u>Current Authorised Gypsy and Traveller Transit sites</u>		
15	Ponderossa, Horton Road, Stanwell Moor	N/A
<u>Total Current Gypsies and Travellers on Caravan Sites</u>		
34		91
<u>Current Showmen Sites</u>		
3	The Beaches, Grays Lane, Ashford	7.2
4	201 Feltham Hill Road/11-15 Poplar Road, Ashford	9.6
1	The Orchard, Napier Road, Ashford	2.4
2	29, Chattern Hill Road, Ashford	4.8
<u>Total Current Showmen Caravan Sites</u>		
10		24

WOKING: GYPSY/TRAVELLER ACCOMMODATION ASSESSMENT 2007-2012

The district has recorded consistent numbers since the 1980s, but with a recent rise in unauthorised caravans. The district has one public site (Hatchington, Worplesdon, owned and managed by the county council), two private sites, and no showmen site (as known to the Showmen's Guild). Our survey identified 9 Gypsies/Travellers in housing. The Woking Borough Plan (1999) has a criterion-based policy (HSG17) on Gypsy sites with the usual prohibition on a Green Belt location (which covers the majority of the district).

Number of caravans by type of site, Woking, 1979-2004.
(Source ODPM caravan count)



***Number of caravans and estimated/known population by type of site, Woking, 2007.
(Source district identification and survey results)***

Pitches	Site	Population Known/Estimated
<u>Current Authorised Gypsy and Traveller sites</u>		
6	5 Acres, 1-3 Brookwood Lye Road, Brookwood	12
6	10 Acre Farm, Smarts Heath Road, Mayford	8
<u>Current Unauthorised Gypsy and Traveller sites</u>		
2	Land South of Gabriel Cottage, Blanchards Hill, Sutton Green	4
<u>Current Authorised Gypsy and Traveller sites with Personal Permission</u>		
0		0
<u>Socially Rented/Council Gypsy and Traveller sites</u>		
16	The Hatchington, Burdenshott Road, Worplesden	48
<u>Socially Rented/Council Gypsy and Traveller Transit sites</u>		
0		0
<u>Current Unauthorised Gypsy and Traveller Transit sites</u>		
0		0
<u>Current Authorised Gypsy and Traveller Transit sites</u>		
0		
<u>Total Current Gypsies and Travellers on Caravan Sites</u>		
30		72
<u>Total Current Showmen Sites</u>		
0		0

APPENDIX B - SELECTED REFERENCES

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APPENDIX C - SURVEY QUESTIONNAIRE**CARAVANS, TOURERS, AND MOBILE HOMES:**

Council site/Self-owned/Private Owned Site (With/Without planning permission)/Authorised non-Gypsy site(e.g. caravan, mobile home park, etc)/Unauthorised: roadside/Other (please specify)

PERMANENT HOUSING:

Local authority house/flat; Housing Association House/Flat; Private Rented House/Flat

TEMPORARY HOUSING

1. How would you describe yourself?
English Gypsy/Romany
Irish Traveller
New Traveller
Showman
Other (please specify)
2. How many people live with you? Spouse/Partner; Father; Mother; Other (specify)
3. How many children will need their own pitch/accommodation in the next five years?
4. How many pitches does your family need in this area?
5. How many brothers and sisters do you have?
6. How many of them travel?
7. How many trailers do you have? (mobile homes/static; tourers; other (please specify)
8. Do you think your accommodation is overcrowded?
9. Do you have problems with your accommodation? Please specify

What facilities do you have?

Water	inside?	outside?	shared?	
electricity	mains?	generator?	battery?	solar?
drainage	mains?	cesspit?	other?	
Gas	mains?	bottled?		
Structures	amenity	utility block?	toilet block?	

	block?			
refuse disposal	Skip?	bins?	council collection?	private?
fire prevention	hydrant? hose?	extinguisher?	sand buckets?	fire blankets? other ☐

11. If you live on a permanent site, are there any problems about the way the site is managed/maintained?
If yes, can you provide details?

Vermin ☐ Fire prevention ☐ Electrical equipment ☐
Site traffic ☐ Other.....

12. Is there anything about here that could be improved or made better?

Parking areas ☐ Landscaping ☐ Laundry facilities ☐ Working areas ☐
Communal social centres ☐ Other.....

- 12a Is there anything about here that you like?

Access to work ☐ Education/schools ☐ Family members on site ☐
Health facilities ☐ Close to facilities ☐ Other.....

13. What animals can you keep here? Do you need permission?

14. How long have you been here? Please ✕

Up to a week		6 months to 1 year	
8 days to 1 month		1-3 years	
Up to 6 months		3-10 years	
		Over 10 years	

15. How long do you plan to stay here?

Short term, up to a month ☐

Longer term, up to a year ☐

As long as possible/permanently ☐

16. Are you looking for accommodation in the district?

Temporary/permanent pitch ☐ Temporary/permanent housing ☐

17. In the last five years, have you stopped by the roadside

18. In the last five years, have you stopped on an unauthorised site?

19. Why did you come here? Please ✕

Work

Family

Festival/Fair

Other (please specify)

20. Where do you normally travel? Please mark your usual route on the UK map or ✕ the boxes below.

Surrey ☐ South East ☐ Eire ☐ Wales ☐ Scotland ☐ All over UK ☐
EU ☐ Other, please specify,.....

21. Have you been out side of Surrey for over a month in the last year ☐

22. Have you stopped in the past on (other) Council sites? Yes ☐ No ☐

23. If Yes, for how long? Please ✕

Less than a month

One to three months

Three to twelve months

More than one year
(please specify)

23a. Why did you leave?

24. Have you ever owned your own land?

24a. If Yes, did you have planning permission?

did you apply for planning permission?

25. Are you on any Council waiting list for a house/flat ☐ site ☐

26. Would you live in a house if you had the chance? Yes ☐ No ☐

What do you think is the best kind of accommodation for you/your family?

Your own site

Gypsy owned site

Council site

Council house

Your own house/bungalow

Other

(please specify).....

26a If you want your own site, what would make it difficult? Nothing ☐ Purchase price ☐ Planning permission ☐ Clearing land ☐ Other.....

27. Have you ever lived in a house?

27a. If yes, when and for how long?

27b. If Yes, why did you go into a house?

27c If Yes, Why did you leave?

28. Do you know the difference between residential and transit sites for Travellers? (prompt respondent to explain difference)

28a. If there was a network of transit sites, would you use them?

28b Do you know where the nearest transit site is ?

28c Where would you prefer to stop when travelling?

29. Should residential pitches be combined with transit pitches on the same site?

30.

31. Local councils are being made to look at the housing needs of Travellers. What do you think should be provided locally and where? (prompt, council sites, traveller owned/run sites, residential or transit sites)

32. Would you be prepared to live with other types of Traveller?

33. 31a What is special to you about being a Gypsy/Traveller? Prompt: family, tradition, work skills, way of life.

32. Are you on housing benefit?

32 a If you pay rent, do you think it is too high?

33. What kinds of work have you done over the last 12 months? And previously over the last five years? (prompt: land work, tarmac, dealing, carpets, etc.)

33a Is there any work-related training that you would like? Please state, ie chainsaw, driving theory, computers.....

34. Have you ever had trouble getting work because of your address?

34b Do you work with your own family and/or people from your own site?

35. Do you, or any members of your family, have a serious illness (please specify)
Do you, or any members of your family, have a disability

Does it effect work?

36. Have you at any time in the past had difficulty registering with a doctor?
(If yes, can you provide details?)

37. Are you registered with a doctor?
Are you registered with a dentist?

38. Is there any health related reason for you living here? (e.g. access to a clinic or hospital, close to relative)

39. Do you need any adaptation to your accommodation?
Is anyone helping you do this?
Do you want advice on disability benefit?

40. If you have children of school age, are they attending schools?

41. Did you have any problems getting them into their present schools?

41a. If Yes, can you provide details?

42. Have your children ever experienced problems at school because they were Gypsies/Travellers?

43. Can you read newspapers easily? Can you write a letter easily?
Do you have problems filling in forms?
If no, why not? Did you get any schooling, any other reasons

44. Does anyone living here go to post-school classes (prompt: evening classes, technical college, computing, learning a trade, etc.)?

45. Have you or your family been victims of racism? Have you or your family been victims of discrimination?

46 What has been your experience of the police? Of the media?

47. What Council services do you use, could they be made better?

APPENDIX D - SURVEY METHODOLOGY

The survey was undertaken by a supervised team of mainly Gypsy/Traveller interviewers (some local to Surrey), and comprising face-to-face interviews with Gypsies/Travellers on sites of all types and in housing, within the study area, undertaken between March and July 2006. 108 interviews were undertaken, and provided data on 355 individuals, representing some 60% of the estimated Gypsy/Traveller population of the study area. The gender split of those interviewed was 80:20 women:men, and 62:38 sited:housed.

The methodology is innovative, particularly for its Gypsy/Traveller involvement (recommended in official guidance). Gypsies/Travellers are often treated in official studies and policy documents as 'hard to reach' and 'socially excluded'. Those surveyed may be reluctant to respond for a study promoted by official agencies who they may believe to be monitoring them for 'hostile' purposes. Having long been subject to persistent discrimination and hostility from sedentary populations, it has been suggested to us that Gypsies and Travellers may feel exploited by researchers and academics, and consider that their views will be misrepresented or ignored. ODPM guidance recommends that they should be stakeholders in accommodation assessments, and the new plan-making system requires statements of community involvement. This represents an advance in community involvement, and should facilitate better community relations in the future. Community members are stake-holders in the project; and capacity is enhanced amongst a generally socially excluded community. The lead researchers were well-networked into the community, and able to bring legal, planning and social policy experience to the project, responding to its various and complex elements.

The survey guaranteed anonymity to respondents as a condition for their participation, and this has imposed some limitations upon the presentation of data in the public domain, especially where survey numbers are small and individuals might be identifiable. In line with good practice for this type of work, the survey was unable to pursue certain aspects of the original brief as too intrusive, eg financial and employment data.

Household size, pitches and caravans. For the purposes of census and housing needs assessments, a 'household response unit' is defined as those who share either a living room or at least one meal a day. Usually a household is in an identifiable physical unit (house, flat etc) behind its own front door, but Gypsies/Travellers are usually found in caravans. One household may comprise three generations living in several caravans, and travelling together. Thus a caravan often does not equate to a household, and the household unit is not usually the unit of occupation. Our survey data produced an average household size of 3.2 persons, varying somewhat by site type and ethnicity; such findings are consistent with other research: 4.5-5 in the Cripps report (1976), 5 in the 1965 census, 3.9 in Scottish Office figures (1992). The average household size (in common with other BME groups) is greater than that (2.3) for the majority white British population, which has an older age structure and a larger proportion of one-person households (25% against 15% in our survey). Larger household sizes reflect both higher proportions of children, the extended family structure (often including grand-parents, ie three generations in one household), and probably the effects of accommodation shortage. The survey also found an average of 2.39 persons per caravan (2 on council sites), and 1.65 caravans per household. This differs from figures in some official counts, but we regard our survey results as more reliable, and consistent with other research.

Age distribution The age distribution found in the survey corresponds with that found by other research (1965 census, Adams 1975, and Leeds 2005): a higher proportion of children than the whole population and lower proportions of older people, probably reflecting high birth rates and low life expectancy respectively. The 1965 census found 3.4% over 65, the 1975 study 2%, the Leeds study 2005 2.3% over 60 (compared with 19.9% of the 2001 general population of Leeds).

Interviewer selection The interviewers were personally recommended to us, by advisory group members and agencies such as the TES, from the Gypsy and Traveller population. we recruited both English Gypsies and Irish Travellers to the project, and sought a gender balance, given the highly gendered nature of Gypsy/Traveller society. The team comprised more women than men, which reflected the anticipated and actual composition of respondents, women being more likely to be interviewed than men. The Interviewing teams usually comprised male/female pairs, and both Irish and English Gypsy/Travellers, to encourage inter-ethnic communication. Interviewer training courses were held,

Survey design While the relatively small numbers of the survey population mean in theory that good coverage can be achieved, in practice the target population (being by definition largely nomadic) moves around, and there may be difficulties in physically locating respondents and getting a response. In quantitative social surveys the sample frame is usually drawn from a list of addresses, such as council tax register or postcode address file, but there is no such reliable list for Gypsies/Travellers, especially those on unauthorised and roadside sites. The study therefore used a snowball sampling method, with referrals from respondents on known sites to reach others in 'hard-to-reach' categories (unauthorised and housed). The six-monthly official counts (supplemented by schedules of sites in some authorities) provide data on numbers of caravans in different categories, from which a stratified sample can be derived. The sample was segmented by geographical area, site type (including housing) and ethnic category. It proved difficult to achieve the representativeness sought for various reasons. Similar surveys have encountered difficulty in locating willing respondents, and even Gypsy/Traveller interviewers found the same problems. Thus the responses are weighted towards more 'settled' respondents, especially those on council sites. Housed Gypsies/Travellers were located for interview by referral from other interviewees, using the modified Andalusian snowball sampling technique.

Questionnaire design This was informed by the recommended topic list in the ODPM guidance, and designed in consultation with the client authorities, and an advisory panel from the Gypsy/Traveller community. With equality matters acquiring greater importance since the Race Relations (Amendment) Act 2000, access to local services was investigated. Questions about travel patterns were included, but the quality of response was variable, perhaps reflecting suspicion of the motives for asking.

Survey implementation The field work was resource intensive, involving much travel, some of it abortive where interviewees were not at home or unwilling to respond. Attempts to set up interviews in advance by telephone had limited success, so in most cases surveyors arrived unannounced.