

Scarborough Borough Council Gypsy, Traveller and Travelling Showpeople Accommodation Assessment



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1. Introduction

The Survey

- 1.1 Opinion Research Services (ORS) were commissioned by Scarborough Borough Council to undertake a Gypsy, Traveller and Travelling Showpeople Accommodation Assessment (GTTSAA).
- 1.2 The study seeks to provide an evidence base to enable the authority to comply with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 2004, the National Planning Policy Framework 2012 and Planning Policy for Traveller Sites 2012. The main objective of this study is to provide Scarborough Borough Council with robust, defensible and up-to-date evidence about the accommodation needs of Gypsies, Travellers and Travelling Showpeople in the Borough during the period until 2028.
- 1.3 We would note at the outset that the study covers the needs of Gypsies (including English, Scottish, Welsh and Romany Gypsies), Irish Travellers, New Travellers and Travelling Showpeople, but for ease of reference we have referred to the study as a Gypsy, Traveller and Travelling Showpeople Accommodation Assessment.
- 1.4 This document is the main report and summarises the key findings of the study, in particular where they relate to existing policies, or have implications for future policy decisions.

Definitions

- 1.5 For the purposes of the planning system, Gypsies and Travellers means:

Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependents' educational or health needs or old age have ceased to travel temporarily or permanently, but excluding members of an organised group of Travelling Showpeople or circus people travelling together as such. (Planning Policy for Traveller Sites, CLG, March 2012).
- 1.6 Within the main definition of Gypsies and Travellers, there are a number of main cultural groups which include:
 - » Romany Gypsies;
 - » Irish Travellers;
 - » New Travellers.
- 1.7 Romany Gypsies and Irish Travellers are recognised in law as distinct ethnic groups and are legally protected from discrimination under the Equalities Act 2010.

- 1.8 Alongside Gypsies and Travellers, a further group to be considered are Travelling Showpeople. They are defined 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 family's or dependent's more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily or permanently, but excludes Gypsies and Travellers as defined above.
(Planning Policy for Traveller Sites, CLG, March 2012).

Legislation and Guidance for Gypsies, Travellers and Travelling Showpeople

- 1.9 Decision-making for policy concerning Gypsies, Travellers and Travelling Showpeople sits within a complex legislative and national policy framework and this study must be viewed in the context of this legislation and guidance. For example, the following pieces of legislation and guidance are relevant when constructing policies relating to Gypsies, Travellers and Travelling Showpeople:

- » Planning Policy for Traveller Sites 2012;
- » National Planning Policy Framework 2012;
- » Gypsy and Traveller Accommodation Needs Assessments Guidance October 2007;
- » Environmental Protection Act 1990 for statutory nuisance provisions;
- » The Human Rights Act 1998, when making decisions and welfare assessments;
- » The Town and Country Planning Act 1990 (as subsequently amended);
- » Homelessness Legislation and Allocation Policies;
- » Criminal Justice and Public Order Act 1994 (sections 61, 62);
- » Anti-social behaviour Act 2003 (both as victims and perpetrators of anti-social behaviour);
- » Planning and Compulsory Purchase Act 2004;
- » Housing Act 2004 which requires local housing authorities to assess the accommodation needs of Gypsies and Travellers and Showpeople as part of their housing needs assessments. This study complies with this element of government guidance;
- » Housing Act 1996 in respect of homelessness.

- 1.10 To focus on Gypsies and Travellers, the Criminal Justice and Public Order Act 1994 (Sections 77, 78) is particularly important with regard to the issue of planning for Gypsy and Traveller site provision. This repealed the duty of local authorities to provide appropriate accommodation for Gypsies and Travellers. However, Circular 1/94 did support maintaining existing sites and stated that appropriate future site provision should be considered.

- 1.11 For site provision, the previous Labour Government guidance focused on increasing site provision for Gypsies and Travellers and Travelling Showpeople and encouraging local authorities to have a more inclusive approach to Gypsies and Travellers and Travelling Showpeople within their Housing Needs Assessment. The Housing Act 2004 required local authorities to identify the need for Gypsy and Traveller sites, alongside the need for other types of housing, when conducting Housing Needs Surveys. Therefore, all local authorities were required to undertake accommodation assessments for Gypsies and Travellers and

Travelling Showpeople either as a separate study such as this one, or as part of their main Housing Needs Assessment.

- ^{1.12} Local authorities were encouraged rather than compelled to provide new Gypsy and Traveller sites by central government. Circular 1/06 'Planning for Gypsy and Traveller Caravan Sites', released by the CLG in January 2006, replaced Circular 1/94 and suggested that the provision of authorised sites should be encouraged so that the number of unauthorised sites would be reduced.
- ^{1.13} The Coalition Government announced that the previous government's guidance contained in Planning for Gypsy and Traveller Caravan Sites (Circular 01/06) was to be repealed, along with the Regional Spatial Strategies (RSS) which were used to allocate pitch provision to local authorities. The CLG published 'Planning Policy for Traveller Sites' in March 2012 which set out the Government's planning policy for traveller sites. It should be read in conjunction with the National Planning Policy Framework.

Planning Policy for Traveller Sites

- ^{1.14} The document 'Planning Policy for Traveller Sites' which came into force in March 2012 sets out the direction of government policy. Among other objectives, the new policy's aims in respect of Traveller sites are (Planning Policy for Traveller Sites Page 1-2):
- » local planning authorities should make their own assessment of need for the purposes of planning;
 - » to ensure that local planning authorities, working collaboratively, develop fair and effective strategies to meet need through the identification of land for sites;
 - » to encourage local planning authorities to plan for sites over a reasonable timescale;
 - » that plan-making and decision-taking should protect Green Belt from inappropriate development;
 - » to promote more private traveller site provision while recognising that there will always be those travellers who cannot provide their own sites;
 - » that plan-making and decision-taking should aim to reduce the number of unauthorised developments and encampments and make enforcement more effective;
 - » for local planning authorities to ensure that their Local Plan includes fair, realistic and inclusive policies;
 - » to increase the number of traveller sites in appropriate locations with planning permission, to address under provision and maintain an appropriate level of supply;
 - » to reduce tensions between settled and traveller communities in plan-making and planning decisions;
 - » to enable provision of suitable accommodation from which travellers can access education, health, welfare and employment infrastructure;
 - » for local planning authorities to have due regard to the protection of local amenity and local environment.

- ^{1.15} In practice the document states that (Planning Policy for Traveller Sites Page 3):

Local planning authorities should set pitch targets for Gypsies and Travellers and plot targets for Travelling Showpeople which address the likely permanent and transit site accommodation needs of Travellers in their area, working collaboratively with neighbouring local planning authorities.

^{1.16} Local planning authorities should, in producing their Local Plan:

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

^{1.17} A key element to the new policies is a continuation of previous government policies. Local authorities now have a duty to ensure a 5 year land supply to meet the identified needs for Traveller sites. However, 'Planning Policy for Traveller Sites' also notes on Page 3-4 that:

Where there is no identified need, criteria-based policies should be included to provide a basis for decisions in case applications nevertheless come forward. Criteria based policies should be fair and should facilitate the traditional and nomadic life of travellers while respecting the interests of the settled community.

^{1.18} Therefore, criteria based planning policies sit at the heart of the new guidance, irrespective of whether need is identified or not.

Tackling Inequalities for Gypsy and Traveller Communities

^{1.19} In April 2012 the government issued a further document relating to Gypsies and Travellers in the form of 'Progress report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers' (CLG April 2012).

^{1.20} The aforementioned report contains 28 commitments to help improve the circumstances and outcomes for Gypsies and Travellers across a range of areas including:

- » Identifying ways of raising educational aspirations and attainment of Gypsy, Roma and Traveller children;
- » Identifying ways to improve health outcomes for Gypsies and Travellers within the proposed new structures of the NHS;
- » Encouraging appropriate site provision; building on £60m Traveller Pitch Funding and New Homes Bonus incentives;

- » Tackling hate crime against Gypsies and Travellers and improving their interaction with the criminal justice system;
- » Improving knowledge of how Gypsies and Travellers engage with services that provide a gateway to work opportunities and working with the financial services industry to improve access to financial products and services;
- » Sharing good practice in engagement between Gypsies and Travellers and public service providers.

Methodology

- ^{1.21} This section sets out the methodology we have followed to deliver the outputs for this study. Over the past ten years ORS have developed a methodology which provides the required outputs from a Gypsy, Traveller and Travelling Showpeople Accommodation Assessment and this has been updated in light of 'Planning Policy for Traveller Sites'.
- ^{1.22} The stages below provide a summary of the process undertaken by ORS, with more information on each stage provided in the appropriate section of the report.

Stage 1: Background

- ^{1.23} At the outset of the project we sought to understand the background to the Gypsy, Traveller and Travelling Showpeople population in Scarborough Borough. The study sought to identify the location of all known sites in the study area and the number of pitches or plots on each one. However, there are no known sites in the Borough. The study also gathered information from recent caravan counts provided by the local authority and information held on unauthorised encampments in the area.

Stage 2: Stakeholder Engagement

- ^{1.24} This study includes extensive stakeholder engagement with council officers and elected members from Scarborough Borough, and neighbouring local authorities and other stakeholders. The aim of this engagement was to help understand the current situation in the study area, particularly in relation to households not on known existing sites, and also to discuss Duty to Cooperate issues with neighbouring local authorities, and any issues regarding education, health and community cohesion.

Stage 3: Future Pitch and Plot Requirements

- ^{1.25} The methodology used by ORS to calculate future pitch and plot requirements has been developed over the past ten years and has drawn on lessons from both traditional housing needs assessments and also best and worst practice from Gypsy, Traveller and Travelling Showpeople Accommodation Assessments conducted across the country.
- ^{1.26} The overall principles behind assessing future needs are relatively simple. The model assesses the current backlog of need for pitches based upon unauthorised sites, concealed households, the net movement of households from bricks and mortar and those on the waiting list for public sites. It then adds in future arising need in the form of newly forming households, households on sites with temporary planning permissions and net migration to the area. From this figure any empty or undeveloped pitches with planning permission are then subtracted to provide for a final net pitch requirement. The residential pitch

requirements for Gypsies and Travellers are identified separately from those for Travelling Showpeople and for each group the requirements are identified to 2028 in line with the requirements of 'Planning Policy for Traveller Sites'.

Stage 4: Conclusions

^{1.27} This stage draws together the evidence from Stages 1 to 3 to provide an overall summary of the requirements for Gypsies, Travellers and Travelling Showpeople in Scarborough Borough.

2. Gypsy, Traveller and Travelling Showpeople Sites and Population

Types of Sites

- 2.1 A Strategic Housing Market Assessment focuses upon the number of dwellings required in an area, and how many of these should each be provided by the public and private sector. The central aim of this study was to follow a similar format for Gypsy, Traveller and Travelling Showpeople accommodation requirements.
- 2.2 The main consideration of this study is the provision of pitches and sites for Gypsies and Travellers. A pitch is an area which is large enough for one household to occupy and typically contains enough space for one or two caravans, but can vary in size. A site is a collection of pitches which form a development exclusively for Gypsies and Travellers. For Travelling Showpeople the most common descriptions used are a plot for the space occupied by one household and a yard for a collection of plots which are typically exclusively occupied by Travelling Showpeople. Throughout this study the main focus is upon how many extra pitches for Gypsies and Travellers and plots for Travelling Showpeople are required in Scarborough Borough.
- 2.3 The public and private provision of mainstream housing is also largely mirrored when considering Gypsy and Traveller accommodation. One common form of Gypsy and Traveller sites is the publicly-provided residential site, which is provided by the local authority, or by a Registered Provider (usually a housing association). Pitches on public sites can be obtained through signing up to a waiting list, and the costs of running the sites are met from the rent paid by the licensees (similar to social housing).
- 2.4 The alternative to public residential sites is private residential sites for Gypsies and Travellers and Travelling Showpeople. These result from individuals or families buying areas of land and then obtaining planning permission to live on them. Households can also rent pitches on existing private sites. Therefore, these two forms of accommodation are the equivalent to private ownership and renting for those who live in bricks and mortar housing.
- 2.5 The Gypsy, Traveller and Travelling Showpeople population also has other forms of sites due to its mobile nature. Transit sites tend to contain many of the same facilities as a residential site, except that there is a maximum period of residence which can vary from a few days or weeks to a period of months. An alternative is an emergency stopping place. This type of site also has restrictions on the length of time for which someone can stay on it, but has much more limited facilities. Both of these two types of site are designed to accommodate, for a temporary period, Gypsies, Travellers and Travelling Showpeople whilst they travel. However, these sites fall outside the scope of this study.
- 2.6 Further considerations for the Gypsy and Traveller population are unauthorised developments and encampments. Unauthorised developments occur on land which is owned by the Gypsies and Travellers,

but for which they do not have planning permission to use for residential purposes. Unauthorised encampments occur on land which is not owned by the Gypsies and Travellers.

Caravan Count

- ^{2.7} A source of information available on the Gypsy and Traveller population derives from a bi-annual survey of Gypsy and Traveller caravans, required by government, conducted by each local authority in England on a specific date in January and July of each year, and reported to CLG. This count is of caravans and not households, which makes it more difficult to interpret for a study such as this because it does not count pitches or resident households. It must also be remembered that the count is merely a 'snapshot in time' conducted by the local authority on a specific day and that any unauthorised encampments which occur on other dates will not be recorded. Likewise any caravans that are away from authorised sites on the day of the count will not be included.
- ^{2.8} Recent counts have shown no caravans in Scarborough Borough, consistent with no pitches being operational in the Borough. There are also no known Travelling Showperson plots in the Borough.

3. Stakeholder Consultation

Introduction

- 3.1 In order to provide thoughtful consideration of the issues by a wide range of stakeholders involved with Gypsy and Traveller and Travelling Showpeople issues, ORS conducted 11 semi-structured interviews in September 2013. ORS also contacted a support organisation via email.
- 3.2 A list of stakeholders was compiled by Scarborough at the outset of the project. ORS reviewed this list for consistency with other studies to ensure it was comprehensive and fair. Each stakeholder received an email outlining the aims and objectives of the project and the interview timetable, which was followed up with a telephone call to arrange a suitable time to undertake the interview. The interviews were conducted via telephone and typically lasted between 30 and 90 minutes.
- 3.3 As stated in the 'Planning Policy for Traveller Sites', Local Authorities have a duty to cooperate (S.110 Localism Act 2011) on strategic planning issues that cross administrative boundaries. In order to explore cross-boundary issues, officers from the following four neighbouring local authorities took part in the study:
- » Redcar and Cleveland Borough Council
 - » Ryedale District Council
 - » East Riding of Yorkshire Council
 - » North York Moors National Park Authority.
- 3.4 Themes covered in the interviews included: the need for additional accommodation provision and facilities; travelling patterns; the availability of land; accessing services; and work being done to meet the needs of Gypsies, Travellers and Travelling Showpeople.
- 3.5 Interviews allowed interested parties to reflect and feed back on the general situation - as well as how matters relating to Gypsies and Travellers and Travelling Showpeople are currently handled and perceived within the study area and neighbouring authorities. Qualitative research of this type attempts to gain a deeper understanding of the issues and is used to supplement the statistical information gathered through quantitative surveys of the Gypsy, Traveller and Travelling Showpeople communities.
- 3.6 Importantly, the stakeholder consultation provides an opportunity for the research team to speak to stakeholders who are likely to be in contact with housed Gypsies, Travellers and Travelling Showpeople with the aim of including those in the study and identifying accommodation needs resulting from this group. Stakeholders likely to have these contacts are: representative and community groups; Elected Members and housing providers.
- 3.7 All stakeholders are asked if they would be happy to get in touch with this group on our behalf. For those who agree to do this they are provided with an information sheet which explains the objectives of the

study; the importance of their contribution to the study; confidentiality; and a freephone number they could use to get in touch with the ORS team. No stakeholders, including a support group, were aware of Gypsy and Travellers living in bricks and mortar.

- 3.8 Due to issues surrounding data protection, and in order to protect the anonymity of those who took part, this section is a summary of the views expressed by interviewees and few verbatim comments have been used. Stakeholders had a lot of common ground, but also diverged in considering a wide range of issues that are reported fully below.

Accommodation Need

- 3.9 Officers confirmed there are no permanent authorised sites or any private planning applications. The previous GTAA also confirmed there were no sites but did identify a shortfall of three sites. One interviewee explained that 2 of these pitches related to unauthorised static caravans within a farm and was not actually related to Gypsies or Travellers.
- 3.10 Most Officers were of the view that because this shortfall has not been addressed it is possible that there remains a requirement for three pitches, although they could not identify any known need in the area and were not aware of any unauthorised sites and, although they were aware of Gypsies and Travellers living in bricks and mortar, none had come forward with an interest in site provision.
- 3.11 Overall Officers were of the view that Scarborough Borough's Traveller population are mostly visitors to the area who attend the Whitby Regatta and the Travellers Horse Fair in the Parish of Seamer. Up until three years ago most Travellers who attended either event would camp in green spaces such as sports fields. Faced with large encampments the Borough now meets the needs of these Travellers and provides temporary sites which are available to the 250 families who attend both events.
- 3.12 The **Travellers Horse Fair in the Parish of Seamer** is the bigger of the two events and for the past three years the Borough has provided a temporary site on the old A64 (located between Seamer and Cross Gates and to the north of the B1261). In addition to providing land for the site, the Borough also provides onsite facilities and manpower to ensure the event runs smoothly. Overall, Officers supported the provision of a temporary site and felt it had eased community tensions that exist at the time of the event reporting that, although the Parish Council and the immediate neighbour still object, the overall amount of formal written objections has reduced over the three years.
- 3.13 Overall, Officers were of the view that the attendance at the **Whitby Regatta** has decreased and remains constant with about 15 units visiting the area and the site is opened for just under a week. The event is said to run smoothly.
- 3.14 The only concern expressed by Officers is that the sites are not big enough to cater for any larger visitor numbers, however the general consensus is the numbers of attendees is actually decreasing.
- 3.15 While at the site a Council Officer will take responsibility for engaging with the Travellers on a daily basis, even to the extent that they will have the mobile number of the Officer. In addition, the Council hosts much information about the event on its website and Travellers can also contact the Council via the website, Facebook and social media.

- 3.16 Around two to three additional encampments occur in the area each year. Officers identified two favoured areas which include Burniston Road Upper Car Park and land on Seamer Road, the latter is tolerated but the former site is heavily used by members of the public and therefore cannot be tolerated to the same extent.

Travelling Showpeople and Circus Performers

- 3.17 Officers were not aware of any Travelling Showpeople in the area and did not believe that it is used as a thoroughfare. There are established circuses or fairs that come to the area annually, they stay for a couple of months and then move on.

Duty to Cooperate

- 3.18 The main Traveller route is the A64, which runs through Ryedale. Ryedale is said to have a greater number of unauthorised encampments and Officers were aware of land on the A64 which has become an unofficial transit site. Given Scarborough's proximity with Ryedale, Officers were keen to stress the informal and positive relationship which exists between the areas.
- 3.19 When asked about cross-border working, Officers noted their previous involvement with North Yorkshire County Council and the North Yorkshire and York Gypsy, Traveller & Showpeople Strategy March 2010 and the joint action plan that was developed as a result.

Future priorities

- 3.20 When asked about future priorities, interviewees suggested the following:

Travellers Horse Fair in the Parish of Seamer

- » Gain long term planning permission for the site and ensure it remains open
- » Continue to work with local residents and farmers to improve community cohesion

Whitby Regatta

- » Work with Elected Members to find another site for the Whitby Regatta

- 3.21 Overall, interviewees were not aware of any demand for permanent accommodation provision.

Neighbouring Authorities

- 3.22 The accommodation situations of the authorities surrounding the study areas and cross-border issues (as reported by their respective stakeholders) are summarised below.

Redcar and Cleveland Borough Council

- » There is one authorised site which contains 13 pitches. The site was previously owned and managed by the Borough Council, but due to management issues, the site is currently leased to a Traveller.

- » As a result of household growth, encampments and various other issues the Borough are planning to extend this site by five pitches and have obtained HCA funding to expand and modernise the site.
- » The numbers of unauthorised encampments is generally low, last for a short period of time and are said to be just passing through with no desire to stay in the area. Some are said to be from the Tees Valley area and are exercising their horses. The area is not thought to be on a main travelling route and there is no movement between Scarborough and Redcar and Cleveland Borough. More attractive areas are considered to be urban areas toward the boundaries of Middlesbrough.
- » Currently, the Borough is putting together its 15 year Local Plan.
- » Redcar and Cleveland have developed Traveller Policies with the neighbouring Tees Valley authorities and reported very positive cross border relationships between the areas.

Ryedale District Council

- » There is one site (Tara Park) which currently has 13 pitches but, in order to sufficiently meet the need identified in the previous GTAA, a further seven pitches will be provided by the end of October 2013.
- » The site is owned by the Council and managed by a private individual and there are reportedly no site issues. Recently £250,000 has been spent upgrading and improving the site. The site is located near the town centre and is within walking distance of community facilities (GP surgeries and schools).
- » Throughout the year there a few unauthorised encampments, but this does peak in July August when Travellers are en route to the Travellers Horse Fair in the Parish of Seamer and can involve up to 30 caravans at any one time. There is no support for providing a transit site at this time but, interestingly, it was the view of the interviewee that Ryedale need to have a conversation with Scarborough to see if they can open their site earlier.
- » For the past decade, a Travelling family who moves around the North Yorkshire area have camped in Ryedale. The family group is made up of three sisters and five men and they travel with a high number of animals including dogs, horses and birds. Some members of the family have been given Anti-Social Behaviour Order's but have been allowed to camp in suitable sites for a period of a month. Once this period is up they have to move to another suitable location ensuring that it is over two miles away. They cannot return to the same site for a year. Accommodating the family is considered to be virtually impossible because of the nature of the group and even if space on a formal site was found, they do not necessarily want to be located on a formal transit site and it is difficult to establish which local authority should take responsibility for housing them.
- » The Officer representing Ryedale confirmed that they do have regular contact and meet with Scarborough up to four times per month and share information about the numbers and size of encampments.
- » Ryedale is a member of the North Yorkshire Gypsy and Traveller Forum.

East Riding of Yorkshire Council

- » There are three Local Authority sites which have 20, 22 and 23 pitches, two of which have recently been refurbished and the latter is being extended to 24 pitches. There are also several private sites which have permanent planning permission.
- » GTAAs were conducted in 2012 and 2008. The most current concluded that 25 pitches are required by 2017. The Council are currently consulting on the development of two sites to meet that need. The Council is currently preparing its Local Plan.
- » Over the past five years the numbers of unauthorised encampments have decreased due to the Councils effort to accommodate Travellers on the public sites and in bricks and mortar. The provision of a transit site is considered to be unsuitable given the large number of Travellers who require permanent accommodation.
- » Travellers will move through the area when en route to Horse fairs and other events.
- » The Council works closely with the City of Hull
- » Two of the Local Authority sites are situated near the City of Hull border and there is said to be a good communication with their neighbour regarding movements between the areas.

North York Moors National Park Authority

- » There are no Traveller sites within the National Park area.
- » It was reported that unauthorised encampments do not occur within the Park area. This is said to be due to the: remoteness of the area; poor road links; lacks of facilities. Travellers are said to prefer areas like Scarborough (Travellers Horse Fair in the Parish of Seamer), Ryedale, Malton and Stokesley.
- » Although the National Park is not a housing authority, it does have links with housing colleagues in the Districts.

4. Future Pitch Provision

Pitch Provision

- 4.1 This section focuses on the extra pitch provision which is required in the Scarborough Borough area currently and over the next 15 years to 2028. This includes both current unmet needs and needs which are likely to arise in the future. This time period allows for robust forecasts of the requirements for extra provision based upon the evidence contained within this survey and also secondary data sources.
- 4.2 Before commencing on the identification of future needs we would wish to note some key points. The Yorkshire and Humberside Regional Spatial Strategy identified required pitch provision for each local authority. However, with the Coalition Government announcing the planned abolition of all Regional Spatial Strategies and the advent of the Localism Act 2011, National Planning Policy Framework 2012 and Planning Policy for Traveller Sites 2012 it should be the case that Local Plans rapidly replace the RSS as material consideration in planning decisions. Therefore, we are taking September 2013 as a baseline position for our estimates.
- 4.3 To identify future need, the March 2012 CLG document 'Planning Policy for Traveller Sites', requires an assessment for future pitch requirements, but does not provide a suggested methodology for undertaking this calculation. However, as with any housing assessment, the underlying calculation can be broken down into a relatively small number of factors. In this case, the key issue for residential pitches is to compare the supply of pitches available for occupation with the current and future needs of the households. The key factors in each of these elements are set out below.

Supply of pitches

- 4.4 Pitches which are available for use can come from a variety of sources. These include:
- » Currently vacant pitches;
 - » Any pitches currently programmed to be developed within the study period;
 - » Pitches vacated by people moving to housing;
 - » Pitches vacated by people moving out of the study area – this will be identified as set out above;
 - » Pitches vacated due to the dissolution of households (normally through the death of a single person household).

Current Need

- 4.5 There are four key components of current need. Total current need (which is not necessarily a need for additional pitches because they may be able to be addressed by space available in the study area) is simply:

- » Households on unauthorised developments (i.e. unauthorised pitches on land owned by the Travellers themselves) for which planning permission is not expected;
- » Concealed households;
- » Households in bricks and mortar wishing to move to sites; and
- » Households on waiting lists for public sites.

Future Need

4.6 There are three key components of future need. Total future need is simply the sum of the following:

- » Households living on sites with temporary planning permissions;
- » New household formation expected during the study period; and
- » Migration to sites from outside the study area.

4.7 We will firstly provide the model as set out above for Gypsies and Travellers within Scarborough Borough before repeating the calculation for Travelling Showpeople.

Current Gypsy and Traveller and Travelling Showpeople Site Provision

4.8 Planning records indicate that there are no permanent pitches in the Borough. Therefore, there is no space on existing sites.

Additional Site Provision: Current Need

4.9 The next stage of the process is to assess how many households are currently seeking pitches in the area. Groups of people who are likely to be seeking pitches will include:

- » Households on unauthorised developments for which planning permission is not expected;
- » Concealed households;
- » Households in bricks and mortar wishing to move to sites; and
- » Households on waiting lists for public sites.

Current Unauthorised Developments

4.10 There are no unauthorised sites in Scarborough Borough.

Concealed Households

4.11 There are no concealed households on sites in Scarborough Borough.

Bricks and Mortar

4.12 Identifying households in bricks and mortar has been frequently highlighted as an issue with Gypsy and Traveller Accommodation Assessments. The 2011 UK Census of Population identified a population of 37

Gypsy and Traveller persons in Scarborough Borough, indicating a relatively low population in bricks and mortar.

- 4.13 ORS worked with stakeholders and Scarborough Borough Council to identify households in bricks and mortar, but this process yielded no interviews. Therefore, no need has been identified.

Waiting Lists for Public Sites

- 4.14 Scarborough Borough currently has no waiting for public sites due to there being no public sites in the area.

Additional Site Provision: Future Need

- 4.15 The next stage of the process is to assess how many households are likely to be seeking pitches in the area in the future. Groups of people who are likely to be seeking pitches will include:
- » Households living on sites with temporary planning permissions;
 - » New household formation expected during the study period; and
 - » Migration to sites from outside the study area.

Temporary Planning Permissions

- 4.16 Scarborough Borough currently has no sites with temporary planning permissions.

New Household Formation

- 4.17 Given the lack of an existing on-site population there are no new households.

In-migration from Other Sources

- 4.18 The most complicated area for a survey such as this is to estimate how many households will require accommodation from outside the area. Potentially Gypsies and Travellers could move to the Scarborough Borough area from anywhere in the country. The number of households seeking to move to the Borough is likely to be heavily dependent upon pitch provision elsewhere. It has been noted that a weakness of many Gypsy and Traveller Accommodation Assessments conducted across the country has been that they either allowed for out-migration without in-migration which led to under-counting of need, or they over-counted need by assuming every household visiting the area required a pitch.
- 4.19 Given that we have no evidence of any household seeking to move to the Borough, we have allowed for no migration on to sites. Beyond this, rather than assessing in-migrant households seeking to develop new sites in the area, we would propose that each case is assessed as a desire to live in the area and that site criteria rules are followed for each new site. It is important for the Council to have clear criteria based planning policies in place for any new potential sites which do arise.

Overall Needs for Scarborough Borough

- 4.20 There is no extra pitch provision required now and in the next 15 years in Scarborough Borough.

Needs for Plots for Travelling Showpeople

- ^{4.21} There are no known Travelling Showpeople residing in Scarborough Borough. Following the pattern of Gypsies and Travellers there is no identified need for Travelling Showperson plots, but it is again important for the Council to have clear criteria based planning policies in place for any new potential sites which do arise.

5. Conclusions

Introduction

- 5.1 This chapter brings together the evidence presented earlier in the report to provide some key policy conclusions for the Council. It focuses upon the key issues of future site provision for Gypsies and Travellers and also Travelling Showpeople.

Current Future Need

- 5.2 There is no extra pitch provision required now and in the next 15 years in Scarborough Borough. However, it is important for the Council to have clear criteria based planning policies in place for any new potential sites which do arise.

Travelling Showpeople and Circus Performers

- 5.3 There are no known Travelling Showpeople residing in Scarborough Borough. There is no identified need for Travelling Showperson plots, but it is again important for the Council to have clear criteria based planning policies in place for any new potential sites which do arise.