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HAMBLETON DISTRICT COUNCIL TRAVELLER HOUSING NEEDS STUDY



September 2012



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1. Introduction

The Survey

- 1.1 Opinion Research Services (ORS) and Peter Brett Associates (PBA) were commissioned by Hambleton District Council to undertake a Traveller Housing Needs Study.
- 1.2 The main objective of this study was to provide the Council with robust, defensible and up to date evidence about the accommodation needs of Gypsies and Travellers in Hambleton during the period until 2027 in five year sections covering 2012-2017, 2017-2022 and 2022-2027.
- 1.3 The study also had a number of other objectives, including;
 - To propose targets for future provision in Hambleton to address the identified need
 - To identify broad locations for that provision
 - To provide the Council with the means to explain this evidence, and these proposed targets clearly, simply and effectively to a range of audiences, including the local community.

Legislation and Guidance for Gypsies and Travellers

- 1.4 Decision making for policy concerning Gypsies & Travellers and Showmen sits within a complex legislative and national policy framework and this study must be viewed in the context of this legislation and guidance. For example, the following pieces of legislation and guidance are relevant when constructing policies relating to Gypsies & Travellers and Showmen:
 - 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 & Travellers and Showmen as part of their housing needs assessments. This study complies with the this element of government guidance ;
 - Housing Act 1996 in respect of homelessness.
- 1.5 To focus on Gypsies and Travellers, the Criminal Justice and Public Order Act 1994 (Sections 61, 62) is particularly important with regard to the issue of planning for Gypsy and Traveller site provision. This repealed the duty of local authorities to provide appropriate accommodation for Gypsies and Travellers.

However, Circular 1/94 did support maintaining existing sites and stated that appropriate future site provision should be considered.

- 1.6 For site provision, the previous Labour Government guidance focused on increasing site provision for Gypsies and Travellers and encouraging local authorities to have a more inclusive approach to Gypsies and Travellers within their housing needs plans. 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 either as a separate study such as this one, or as part of their main Housing Needs Assessment.
- 1.7 Local authorities were encouraged rather than compelled to provide new Gypsy and Traveller sites by central government. Circular 1/06 'Planning for Gypsy and Traveller Caravan Sites', released by the DCLG in January 2006, replaced Circular 1/94 and suggested that the provision of authorised sites should be encouraged so that the number of unauthorised sites would be reduced.
- 1.8 The Coalition Government announced that the previous government's thinking contained in Planning for Gypsy and Traveller Caravan Sites (Circular 01/06) was to be repealed, along with the Regional Spatial Strategies which were used to allocate pitch provision to local authorities. This happened in 2012 with the publication of the CLG document 'Planning Policy for Traveller Sites' in March 2012.

Planning Policy for Traveller Sites

- 1.9 The document 'Planning Policy for Traveller Sites' sets out the direction of government policy. Among other objectives the new policies aims in respect of Traveller sites are (Planning Policy for Traveller Sites Page 1-2) :
 - that 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.

1.10 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.

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.

1.11 A key element to the new policies is a continuation of previous government policies. This is that, while local authorities now have a duty to ensure a 5 year land supply to meet the identified needs for Traveller sites, if no need is identified they should set criteria based policies to assess potential sites which may arise in the future. Planning Policy for Traveller Sites notes on Page 3-4 that:

Criteria should be set to guide land supply allocations where there is identified need. 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.

1.12 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

1.13 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)’.

1.14 This report contains 28 commitments to help improve the circumstances and outcomes for Gypsies and Travellers across a range of areas including (Page 6) :

- 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.

The Current Hambleton Policy Position

- 1.15 Hambleton District Council's existing policies relating to Gypsies & Travellers are contained within Policy DP14 of their adopted Development Policies document which was published in February 2008. This clearly predates the publication of the National Planning Policy Framework, Planning Policy for Traveller Sites and the Progress report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers in 2012.
- 1.16 Policy DP14 notes that, 'Permission will be granted for the provision of accommodation that meets the needs of Gypsies and Travellers' communities where the proposal would represent a way of meeting an established need, in accordance with the following criteria. These criteria will also be used as a basis for allocating sites to meet a need for Gypsy and Traveller accommodation identified through a Gypsy and Traveller Accommodation Assessment.
- 1.17 Sites should:
- i. be located within reasonable distance of services and community facilities, within or close to a Service Centre or Service Village, in order that residents should have access on the same basis as other local residents to shops, social, educational and health facilities;
 - ii. provide an acceptable living environment, where there is potential for future improvements in accordance with the needs of the community;
 - iii. be of an appropriate size, which reflects both:
 - a. the planned number of caravans and the need for separate space for commercial vehicles, a play area for children, access roads and space for the safe circulation of vehicles and construction of amenity blocks; and
 - b. the need to ensure a scale of development which allows integration with neighbouring local communities, taking into account the size and density of development in the locality, and availability of local infrastructure;
 - iv. have safe and convenient access to the road network. Vehicle movements should not cause a hazard to other users, eg. onto a bridleway or footpath;
 - v. avoid creating demonstrable harm to the amenity of existing communities, or to the natural, archaeological and historic environment, including wildlife sites and any trees and woodland in the area, and provide mitigating measures (for example landscaping) where necessary;
 - vi. not be located on contaminated land (unless appropriate remedial measures are undertaken first). This does not necessarily rule out all locations near or adjoining motorways, power lines, landfill sites or railways, any more than it would for conventional housing.'

Funding for New Sites

- 1.18 The new Coalition Government policies also involve financial incentives for new pitch provision in the form of the New Homes Bonus. Gypsy & Traveller and Showmen sites receive a New Homes Bonus of 6 times the Council Tax plus £1,800 per pitch provided. This is the equivalent of around £10,000-£15,000 per pitch.
- 1.19 Direct grant funding is also available for Gypsy and Traveller sites. The Homes and Communities Agency (HCA) took over delivery of the Gypsy and Traveller Sites Grant programme from CLG in April 2009. Since then they have invested £16.3m in 26 schemes across the country providing 88 new or additional pitches and 179 improved pitches.
- 1.20 HCA have now confirmed allocations for £47m of future funding which will support 71 projects around the country, for the provision of new Gypsy and Traveller sites and new pitches on existing sites, as well as the improvement of existing pitches. As of January 2012 a further £12.1m of funding was available for scheme outside of London and bidding will remain open until all the money is allocated.

Research Methodology

- 1.21 The research methodology for identifying the housing needs of Gypsies and Travellers adopted in this report was largely based upon face to face interviews with Gypsies and Travellers across Hambleton. We sought to undertake a census of Gypsy and Traveller households in Hambleton in June 2012. Interviews were attempted with every known Gypsy and Traveller household present in Hambleton during this time period and 41 interviews were achieved in total on-site, with a further 8 interviews in bricks and mortar.
- 1.22 This survey had a number of objectives. One objective was to analyse the provision of services on existing sites to assess if more, or improved, service provision was required within the existing sites. Another main objective was to view travelling patterns and likely future household formation to analyse the future need for extra site provision.
- 1.23 The evidence from the household survey was then tied to available sources of secondary data on the trends in the Gypsy and Traveller population of Hambleton.
- 1.24 In parallel to this work, Peter Brett Associates undertook work to identify the broad locations for future Gypsy and Traveller sites. This took the form of a mapping exercise and stakeholder workshop to help identify suitable broad locations for future sites.

2. Gypsy and Traveller Sites and Population

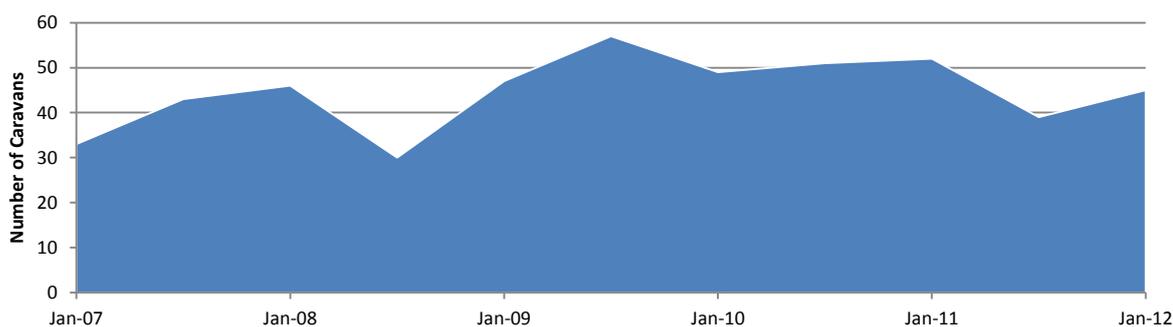
Sites in Hambleton

- 2.1 A mainstream Housing Needs Survey typically focuses upon the number of dwellings required in an area, and how many of these should each be provided by the public and private sector. The central aim of this study was to follow a similar format for Gypsy and Traveller accommodation requirements.
- 2.2 The main consideration of this study is the provision of pitches and sites 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 & Travellers. Throughout this study the main focus is upon how many extra pitches are required in Hambleton.
- 2.3 The public and private provision of mainstream housing is also largely mirrored when considering Gypsy and Traveller accommodation. One common form of Gypsy and Traveller site is the publicly-provided residential site, which is provided by the local authority, or by a registered provider (usually a housing association). Places on public sites can be obtained through a waiting list, and the costs of running the sites are met from the rent paid by the licensees. Therefore, public sites are a direct equivalent of social housing among bricks and mortar tenants. There are currently two public sites in Hambleton which are managed on behalf of North Yorkshire County Council by Horton Housing.
- 2.4 The alternative to public residential sites is private residential sites for Gypsies and Travellers. These result from individuals or families buying areas of land and then obtaining planning permission to live on them. Households can also rent pitches on existing private sites. Therefore, these two forms of accommodation are the equivalent to private ownership and renting for those who live in bricks and mortar housing.
- 2.5 The Gypsy and Traveller population also has other forms of sites due to its mobile nature. Transit sites tend to contain many of the same facilities as a residential site, except that there is a maximum period of residence which can vary from a few weeks to a period of months. An alternative is an emergency stopping place. This type of site also has restrictions on the length of time for which someone can stay on it, but has much more limited facilities. Both of these two types of site are designed to accommodate Gypsies and Travellers whilst they travel.
- 2.6 Further considerations in the Gypsy & Traveller and Showmen 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.
- 2.7 At the present time there are 2 public sites in Hambleton with a combined capacity of 32 pitches. There are also 11 private sites, with a combined capacity of 18 pitches and no transit pitches in the district. Therefore, there are a total of 50 authorised pitches in the district.

Caravan Count

- 2.8 The best quantitative information available on the Gypsy and Traveller communities derives from a bi-annual survey of Gypsy and Traveller caravans which is conducted by each local authority in England on a specific date in January and July of each year. This count is of caravans and not households which makes it more difficult to interpret for a study such as this. It must also be remembered that the count is conducted by the local authority on a specific day and that any unauthorised encampments which occur on other dates will not be recorded. The count also only features those caravans the local authority is aware of. Therefore, it may not reflect all of the Gypsy and Traveller caravans in the authority.
- 2.9 Figure 1 shows that during the most recent caravan count in January 2012 there were 45 caravans in Hambleton. It should be noted that Figure 1 shows the cumulative total for the caravan count, so that in January 2012 there were 39 caravans on authorised sites and 6 on unauthorised sites. Therefore, while there are 50 authorised pitches in Hambleton, only 45 caravans were present in January 2012. However, it is normal for Gypsies and Travellers to be away from their permanent sites and this should not be taken as evidence that there is spare capacity in the district.

Figure 1
Gypsy Caravan Count for Hambleton: Jan 2007 – Jan 2012 (Source: CLG Bi-annual Local Authority Caravan Count)



3. Stakeholder Consultation

Introduction

- 3.1 In order to set the context of the research and ensure the study is based on a sound understanding of the relevant issues, ORS conducted 15 semi-structured, in-depth telephone interviews over a period in June and July 2012. These interviews include representatives from the planning and enforcement and housing department of Hambleton District Council and North Yorkshire County Council and neighbouring local authorities.
- 3.2 The aim of interviewing council officers was to provide background information on the framework within which they operate, and on the perceptions of the Gypsy and Traveller community within each of the council areas.
- 3.3 Stakeholders were also interviewed, including representatives from:
- The Gypsy Council;
 - Horton Housing; and
 - York Travellers Trust.
- 3.4 This section attempts to highlight how matters relating to Gypsies and Travellers are currently handled and perceived within Hambleton and the surrounding areas.
- 3.5 Due to issues surrounding data protection and in order to protect the confidentiality of those who took part this report represents a summary of the views expressed by council officers.

Accommodation provision

- 3.6 The Gypsy and Traveller population is concentrated around Stokesley and Thirsk - where there are public sites and family connections:
- Families want to be together – they want to live near each other.*
- 3.7 There are two public sites in Thirsk and Stokesley. Both sites are owned by North Yorkshire County Council and are currently managed by Horton Housing Association. Horton Housing also manages further sites in: Catterick; Harrogate; and Wetherby. There is a full-time employed site manager who oversees all the sites and there are also two part-time site wardens – one which works specifically across the Thirsk and Stokesley – there are 16 pitches on each, an amenities block which includes a bathroom and a kitchen area. The warden is responsible for repairs and should be available for day-to-day issues. There is also a drop-in support service at the site. Horton Housing operates a points based allocation system.

- 3.8 Horton Housing took over management of the sites in 2009 after a period during which the sites were not fully occupied and had fallen into disrepair due to a lack of investment. This may have contributed to the significant Traveller population in bricks and mortar in Stokesley.
- 3.9 The County Council, with support from Hambleton District Council, recently bid for and won Communities and Local Government (CLG) money to refurbish and improve the sites at Thirsk and Stokesley. Since refurbishment, the sites are allegedly at full capacity. There is a short waiting list for both sites. However, it is argued that this does not represent a short waiting time as residents stay there a long time.
- 3.10 Horton Housing are also commissioned by North Yorkshire County Council to provide a floating support service - GaTEWAY NY - to Gypsies and Travellers across North Yorkshire and works with any Gypsy and Traveller aged 16 and above who is in need of support to access or maintain independent living – anyone who lives in bricks and mortar, at the roadside or on-site to access more appropriate accommodation, to manage debt, access benefits, education and training.
- 3.11 Interviewees identified an unauthorised site ‘Ings lane’ which is located in Great Broughton which has capacity for approximately 10 or 12 pitches and currently accommodates 4 families. The land is divided up into fenced-off plots. Efforts have been made by all parties to seek to address the issues that made it unsuitable to be an approved site, and those were predominantly relating to access from the road. In January 2012 a planning application was considered by the Council for the regularisation of one of the plots on that site. The Council refused that application and there is to be an inquiry appeal against that decision in September 2012.
- 3.12 According to interviewees roadside encampments occur from time to time, particularly during the summer months when the community are travelling to and from Appleby. When dealing with unauthorised encampments the Council brings enforcement action as appropriate.
- 3.13 There have been a few longstanding encampments on highway land by the side of the road, which are largely tolerated by the Highway Authority, or have been historically. The District Council become involved from a social welfare position when there were vulnerable people or children on the encampment.
- 3.14 There has also been the occasional caravan being discovered behind haystacks and hayricks etc.

Bricks and mortar

- 3.15 There is said to be a large population in bricks and mortar in Stokesley near the public site with some streets in the area predominantly occupied by members of the Gypsy and Traveller Community. It is assumed that this has occurred because it is near the public site but also said to be due to historical factors, such as the allocation of social rented properties.
- 3.16 A few interviewees perceived there to be an under-supply of pitches in the area. One interviewee claimed that the high numbers of those living in bricks and mortar is a direct consequence of the shortage of pitches and argued that given a choice most of those families would have moved onto a site. One interviewee claimed that this need was not recognised in the GTAA carried out in 2008 which concluded that the need for additional pitches would decrease by 2015 due to the movement into bricks and mortar.

Community Relations

- 3.17 Officers claimed that there are community relations issues in Great Broughton. The issues include allegations of theft and horses straying on the roadside causing a hazard to traffic. There are fewer community relations issues with regard to the public site at Stokesley but in the past there is alleged to have been concerns about: horses being raced up and down the village streets; various allegations of criminal activity; theft; stealing; scrap metal dealing; and cable stripping.
- 3.18 That said, one interviewee claimed that, while there may be tension around site provision, for those living in bricks and mortar the Gypsy and Traveller Community are well integrated into the community:

Generally the Gypsy and Traveller Community are well integrated into the community. There are a lot more in bricks and mortar accommodation in Hambleton than in site provision – they are integrated that way - there will always be issues with the site provision.

Trends

- 3.19 Due to strong family connections in the area, decreases in the amount of travelling and the need to access education and health it is argued that when Gypsies and Traveller settle in the area they stay on a long-term basis.
- 3.20 However, there are some who pass through the area en route to Appleby, Seamer and Scarborough and, as discussed above, if they are only staying a few days they are tolerated:

Scarborough and Appleby – you will naturally see a rise of Gypsies and Travellers at the road side – it just means they are travelling and have a permanent base somewhere else in the country

They pass through going up to Durham and back again, or back through Stokesley, back through Thirsk and back through to Leeds and places like that, so it's quite a busy route on occasion.

- 3.21 There is thought to be an increase in site applications in the winter time when the weather prompts people to move into permanent accommodation.

Cross-boundary Issues

- 3.22 It is argued that in the context of neighbouring districts, Hambleton is considered to be a preferred destination because of the existing family contacts, the landscape and the transport links which includes the A1 and A19. Selby and York are also considered as preferred destinations to settle.
- 3.23 Interviews were achieved with officers from all surrounding authorities and all felt that there are no clear cross-boundary issues to consider. Generally speaking, there are different circumstances and varying levels of need in the surrounding areas.
- 3.24 When asked about the cross-border migration of Gypsies and Travellers, interviewees stressed that they don't have that level of information and could not make informed assessments on the extent to which this does happen. On this basis there are calls to improve the exchange of information across the areas.
- 3.25 District councils have different policies and approaches to moving families on and that is thought to create conflict and inconsistency. One interviewee thought it would be beneficial if there was cross- border clarity

– this would allow support workers to be clearer when giving support and advice. Another interviewee suggested that there are moves to work towards having a consistent policy across the districts, beginning within North Yorkshire County Council.

The Future

- ^{3.26} When asked about what they envisage happen over the next five years, they feel that, with regard to site provision, very little will change:

Site provision – will be in the same position. We will always have issues to do with funding and finding a site which meets the Traveller needs but also the needs of the community – those barriers will still exist.

- ^{3.27} It was acknowledged that although there were reports of an upward trend in Gypsies and Travellers entering bricks and mortar, it is thought that in the future, as a result of welfare reforms and cuts to housing benefit and mainstream benefit cuts, they may revert back to the historical travelling lifestyle.
- ^{3.28} There are currently moves by North Yorkshire County Council and Horton Housing to set up a steering group with stakeholders and representatives of the Gypsy and Traveller community. In the future this will be regularly held so members of the community can meet with stakeholders and local services.

4. Survey of Parish Councils

The Consultation

- 4.1 To supplement the findings of this study, a consultation was carried out with Parish Councils in Hambleton during June and July 2012. This asked about the Councils' experiences of and views they have in relation to Gypsies and Travellers in the area, as well as future site provision. A short open-ended questionnaire was sent to 114 Parish Councils (for whom we had contact details) in the area (64 via email and 50 by post) and 22 completed responses were received, incorporating 27 Parishes.
- 4.2 In addition to the survey of all Parish Councils, a separate meeting was held with representatives from Little and Great Broughton Parish Council. This was primarily to provide them with the opportunity to express their views on the Ings Lane site in Great Broughton, which has recently had its planning application refused and is due to have its appeal heard in September.

Dealings/Relationships with Gypsies and Travellers

- 4.3 Many of the Parish Councillors have no dealings or relationships with Gypsies and Travellers in either their parish or in the district, predominantly because there are no sites in their parish or nearby. While most do not have any permanent sites in their parish, several note that Gypsies and Travellers occasionally travel through their area, sometimes on their way to events such as Appleby Fair, Stokesley Fair and York Races. They sometimes stay for a few weeks, and set up unauthorised encampments.
- 4.4 Very few report to having sites within their Parish and therefore regular dealings with Gypsies and Travellers. Others have had experiences with Gypsies and Travellers in neighbouring parishes and occasionally see Gypsies riding ponies on parish roads or using grass on the outskirts of the village as grazing land for their horses. Most are generally positive about these dealings, however, a small number have had negative experiences involving hazards on the roads and litter.

Gypsy and Traveller Sites in the Area

- 4.5 Most Parish Councils do not have any Gypsy or Traveller sites in their parish and only experience Gypsies and Travellers passing through. However an number of Parish Councils report small/temporary/new sites within their Parishes. These are generally for just one family each or situated on grass verges.
- 4.6 As noted above, one of the 4 sites in Great and Little Broughton (the largest) is currently unauthorised and subject to an upcoming public inquiry arising from the refusal of planning permission.
- 4.7 The Parish Councils suggest a range of reasons as to why Gypsies and Travellers may be attracted to the area including traditional travelling routes, particularly to horse fairs and races; work (scrap metal dealing, tree surgery, gardening); the rural environment that is remote and quiet; proximity to schools, and the belief that the area is 'an easy place to settle' owing to a lack of enforcement.

Issues

- 4.8 Around two thirds of Parish Councillors have had no issues with Gypsies and Travellers in their Parish or district; however several had experienced particular issues.
- 4.9 A major concern is a perceived disregard for the planning system and the perception that Gypsies and Travellers can do what they want despite the refusal of planning permission and attempts at enforcement (often attempting to get planning permission retrospectively) – several report issues related to unauthorised encampments, planning applications and appeals. Some are concerned that the planning applications are not always dealt with in the most effective way and that Gypsies and Travellers should be treated no differently than for other members of the community. This is reported to have caused frustration for the settled community.
- 4.10 The Parish Councillors in Little and Great Broughton are concerned about the growth in site provision on services in the village. In particular they are worried about the potential consequences of further site development on the primary school in the village as children from non Gypsy and Traveller families may move to other schools.

Trends

- 4.11 Of those who are aware of Gypsies and Travellers in their area, many feel that there are no particular trends and that there have been no changes. However some report increases in the number of private sites in either their Parish or adjacent Parishes, with one stating that there has been a significant increase. One also reports that there seems to be more passing through on the roads than before.
- 4.12 Some of the Councils felt that there aren't any seasonal fluctuations, although some identify spring and summer as a time when they see an increase in Gypsies and Travellers visiting the area. However, one felt that number reduced in the summer, suggesting that this is a time when the Gypsy and Traveller community travel away from their permanent bases and travel through other areas. Travelling around the times of fairs (Appleby and Stokesley) is also mentioned.

Future Provision

- 4.13 Over two thirds of the Parish Councils state that no pitches would be acceptable in the local area with a few qualifying this with the fact that their Parish is too small/not a suitable location without access to necessary facilities. Little and Great Broughton Parish Councillors feel that there should be fewer, rather than more, pitches in the parish.
- 4.14 A range of constraints locally on further provisions of sites are given. Some of the Parish Councils feel that, in general, there are concerns, distrust and resistance from the local community and there would be problems with hostility and integration into the community. This is particularly in relation to the perception that the Gypsy and Traveller community have a disregard for the planning system.
- 4.15 However, the most frequent response to this question is that there are no possible sites or suitable land in the area to accommodate further sites, particularly as a lot is privately owned, the Parishes are very small or the land is already used for other purposes. The lack of, and strain on, local services and facilities such as primary schools, public transport and shops is also considered a major constraint.

- 4.16 For those who already have sites/pitches in their Parish, it is felt that there is no need for any further provision.
- 4.17 It is suggested that if more pitches are needed, expanding current sites would be better than providing additional sites, but if new sites are provided they should be spread out within the district to reduce the pressure on any one area. In general, while most are opposed to new sites, if they are authorised and run by the Council and monitored against certain standards, then they are more likely to be accepted.

What Makes a Good Site?

- 4.18 In terms of general location it is generally considered that the edge of settlements, where they are still relatively close to local facilities and not spoiling the open countryside, is the most suitable place for sites to be located. Such a location would provide land that could be used as grazing land for ponies, potentially solving problems with animal welfare and loose ponies on private land. However it is felt by a few that urban areas/brownfield sites where there is good access to services would be more appropriate.
- 4.19 Reasonable accessibility and proximity to community facilities such as primary schools, GP surgeries, local shops etc. are generally considered important/vital. However there is some concern that there are few (or no) local facilities in their area anyway or that schools and GP surgeries are small and already at full capacity and that they would not be able to cope with any influx. Access to public transport routes is also considered important.
- 4.20 As with community facilities, on-site services such as water, sewerage, electricity, refuse collection and washing and toilet facilities are considered essential and it is felt that facilities for Gypsy sites should be no different than for anybody else. However, there are some concerns that providing these facilities would turn it into a permanent home and there may be problems with receiving payment for services received.

Other Comments

- 4.21 It is re-iterated by several of the Parish Councillors that, in general, public perception is not very positive with many experiencing anti-social behaviour and crime, particularly in relation to aggressive dogs, and destruction of trees and crops, and therefore Gypsies and Travellers are often not welcome. It is worth noting, however, that this is not always the case with many reporting no particular issues.
- 4.22 It is also felt that there should be more enforcement/tougher approaches to stop unauthorised sites appearing in rural locations, particularly as they are perceived to damage the environment and spoil the enjoyment of other land users. However, it is suggested that the District Council needs support on this issue as initiating action would be difficult for them to do alone. One Parish Council states that often complaints made to the Police are not dealt with, adding to the concerns surrounding enforcement.

5. Gypsy and Traveller Population

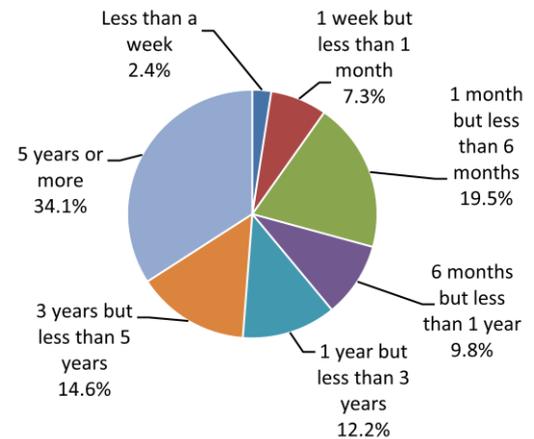
Survey of the Gypsy and Traveller Population

- 5.1 One of the major components of this assessment was a detailed survey of the Gypsy and Traveller population in Hambleton. This aimed to identify current households with housing needs, and to assess likely future household formation from within the existing households to help judge the need for future site provision. The survey sought to provide a baseline position on the resident Gypsy and Traveller population of Hambleton.
- 5.2 Interviews were attempted with every Gypsy and Traveller household in the area who were present in June 2012. Therefore, the baseline point for the findings of this study is June 2012. Throughout the survey period interviewers worked from 9am to 7pm each day and made repeated visits to each household until a successful interview was concluded.
- 5.3 In total, 41 interviews were conducted on-site. 27 of these interviews occurred on the two public sites, which as noted earlier contain a total of 32 pitches. 8 interviews were achieved on different private sites from the 11 currently authorised sites. 5 interviews were achieved on two unauthorised sites and one with a family on an unauthorised roadside encampment.
- 5.4 Throughout this study the person responding to the survey will be referred to as the respondent, and in questions which refer to all people in the household they will be referred to as household members. Throughout the remainder of this report the majority of numbers which appear on the charts represent the percentage of respondents who appear in that category. The purpose of showing percentages is to allow the results of the survey to be extrapolated to the whole Gypsy and Traveller population of Hambleton. In a few cases it is more appropriate to use the actual number of respondents, and these cases are clearly identified. In all charts those respondents who answered 'don't know', or did not answer the question, are omitted unless otherwise stated.

Length of Residence

- 5.5 Many Gypsies and Travellers surveyed had a long period of residence in Hambleton. 34% of respondents had lived on their current site for more than 5 years. However, 39% had lived at their current site for less than a year.
- 5.6 All but one of the respondents to the survey identified their current site as being their permanent base.

Figure 2
Length of Time Respondents Have Lived on Their Current Site, by all Respondents (Source: Survey of Gypsy and Traveller Population On-site 2012)

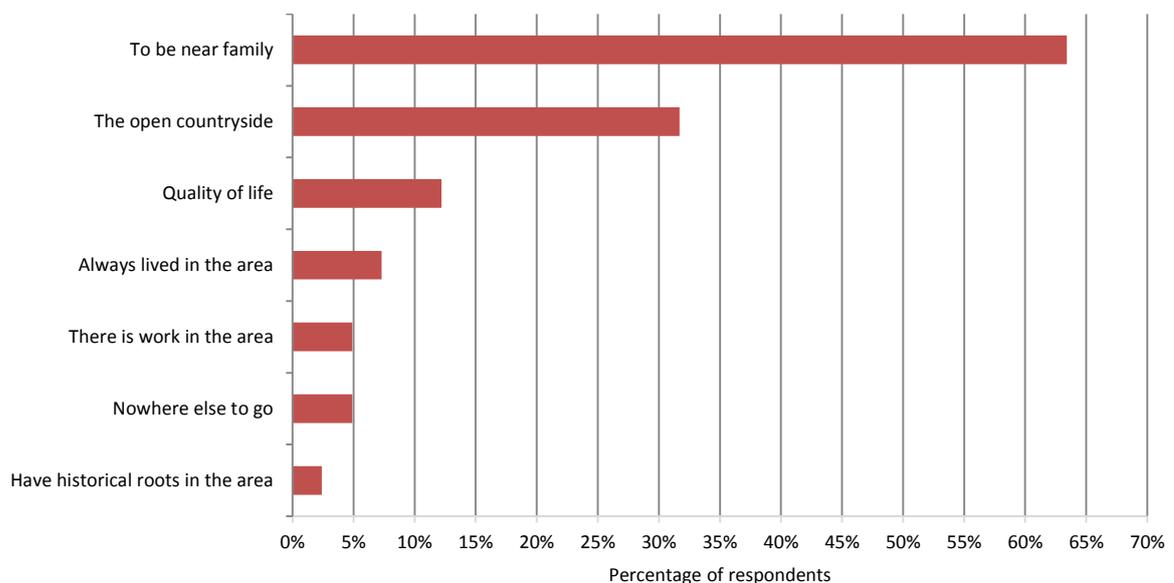


Attractions of Living in Hambleton

- 5.7 Respondents were asked to identify the main reasons that attracted them to live in Hambleton. They were allowed to select as many reasons as they wished from a list of nine options.
- 5.8 The main factors which attracted respondents to Hambleton were to be near to their family or because of the open countryside.

Figure 3

What Attracted Them to Live in the Area, by all Respondents (Source: Survey of Gypsy and Traveller Population On-site 2012)

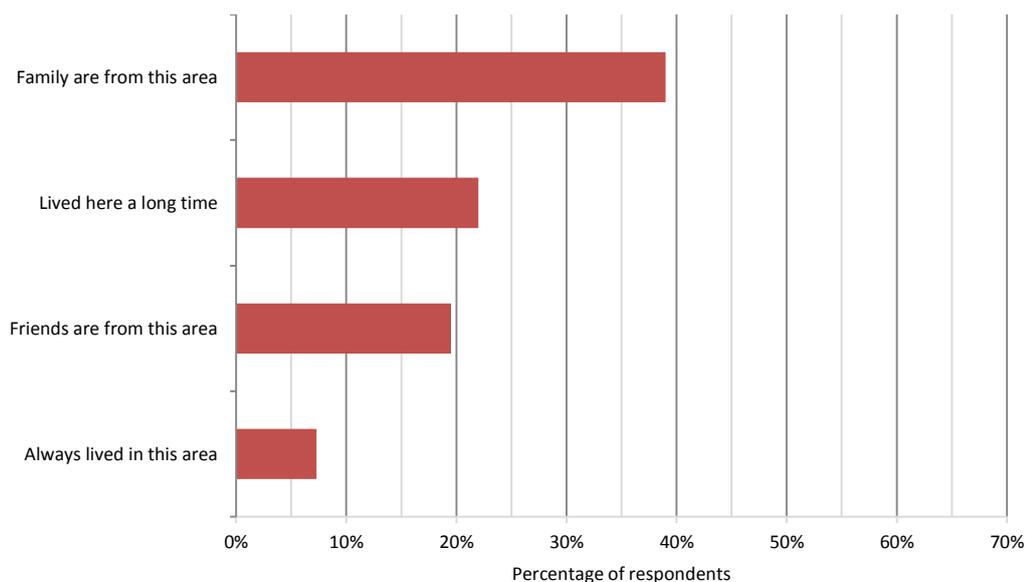


Connections with the Area

- 5.9 All respondents felt they have strong connections to Hambleton. In particular, Figure 4 shows that the main connection was that their family comes from the area, while many had lived in Hambleton for a long time and some had lived in the area for their whole life.

Figure 4

Nature of Local Connections in Hambleton, by all Respondents (Source: Survey of Gypsy and Traveller Population On-site 2012)

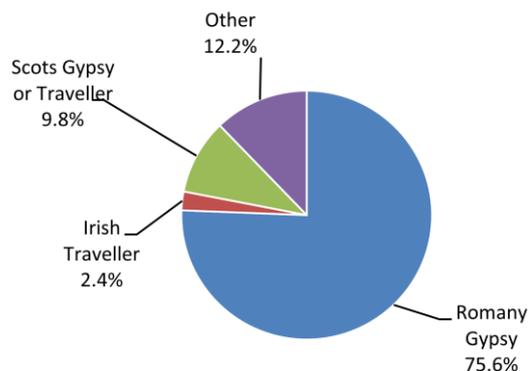


Ethnic Background

- 5.10 Over three quarters of all respondents explicitly identified themselves as being Romany Gypsies, while others stated they were Scots Gypsies or Irish Travellers. A number stated they were from another category, the most common of which was to simply define themselves as Travellers.

Figure 5

Ethnic Group by all Respondents (Source: Survey of Gypsy and Traveller Population On-site 2012)

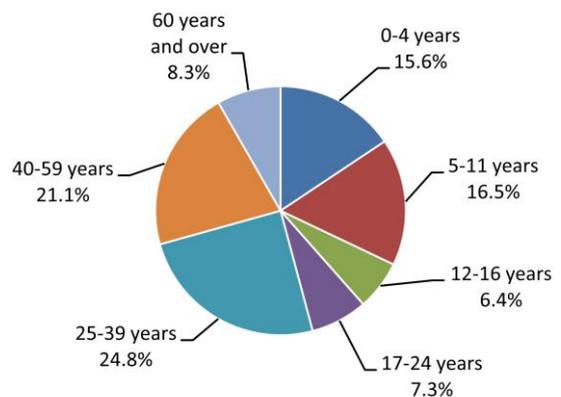


Age and Household Profile

- 5.11 The households show a mixed range of ages across their members. The households contain 8% of people who were 60 years or older, but nearly 40% of all household members are aged 16 years or under. 23% of all household members were of school age and another 16% were children aged 4 years or less.

Figure 6

Age of Household Members, by all Household Members (Source: Survey of Gypsy and Traveller Population On-site 2012)

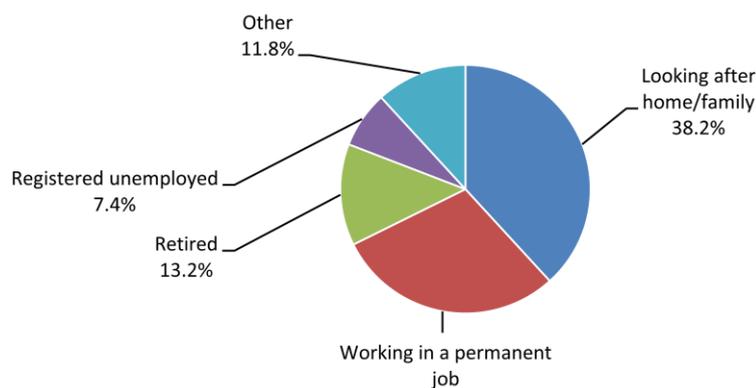


Employment Status

- 5.12 The employment status of household members aged 16 years or older is shown in Figure 7. Of those who had their employment status recorded, 38% were looking after their home/family. Another 13% were retired. 29% had a permanent job, with many working as horse dealers, scrap metal merchants, gardeners or builders.

Figure 7

Employment Status of Household Members, by All Household Members Aged Over 16 Years (Source: Survey of Gypsy and Traveller Population On-site 2012)



Health Problems

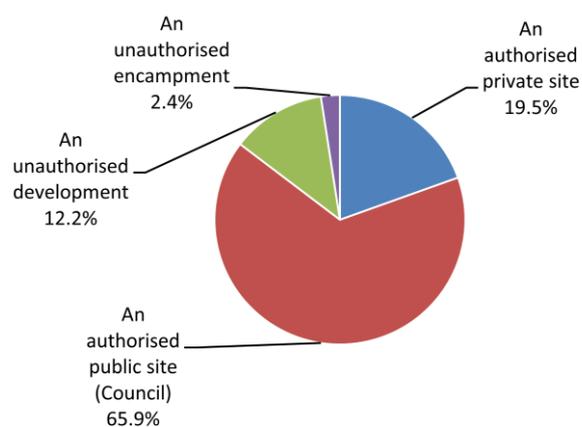
- 5.13 34% of respondents interviewed reported that their household contained at least one member with a long-term health problem. However, only one person reported that these care needs are currently not being met. Therefore, there appear to be some health issues in the Gypsy and Traveller population of Hambleton but their support needs are currently being met.

6. Existing Sites

Type of Site

- 6.1 Figure 8 shows that of the 41 interviews conducted, 27 occurred on the two public sites in Hambleton, while 8 occurred on private sites and 5 were on two unauthorised developments. One interview occurred with a household living by the roadside.

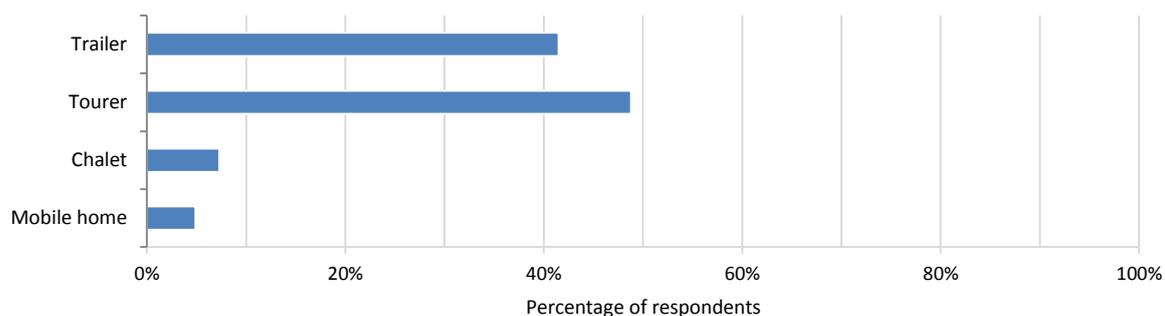
Figure 8
Type of Site, by all Respondents (Source: Survey of Gypsy and Traveller Population On-site 2012)



Type and Number of Caravans

- 6.2 Figure 9 shows that the type of accommodation occupied by respondents shows considerable variation. Around 50% of all households occupied at least one tourer, while 40% had at least one trailer, while a small number had a mobile home or chalet. If the household had any combination of accommodation then they were counted in all categories.

Figure 9
Nature of Accommodation, by all Respondents (Source: Survey of Gypsy and Traveller Population On-site 2012)



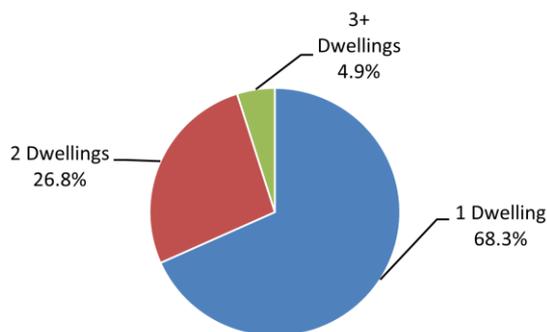
6.3 Figure 10 shows that nearly 70% of all the households interviewed had only one trailer/chalet/mobile home.

6.4 All respondents were asked if they require extra caravans. The evidence from the survey is that only one household would like more caravans within their existing household.

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

6.6 One household reported that there were people living elsewhere who they would like to have living with them. These additional persons live outside of Hambleton. Therefore, if anyone was to join existing households it would not free any extra pitch provision in Hambleton.

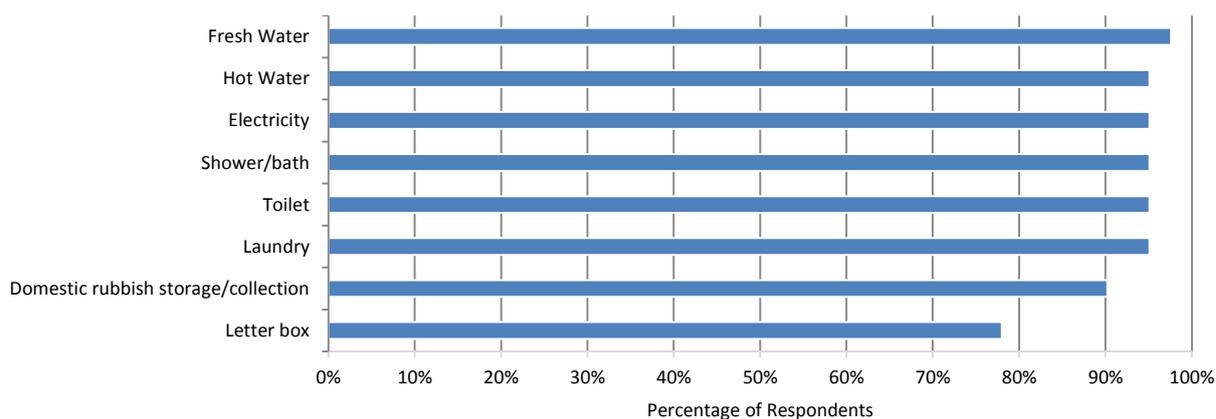
Figure 10
Number of Trailers/Mobile Homes/Chalets Owned by Respondent, by all Respondents (Source: Survey of Gypsy and Traveller Population On-site 2012)



Site Facilities

6.7 Figure 11 shows that the percentage of households with access to facilities which are just for their own use. This clearly shows few households are lacking basic facilities in their home.

Figure 11
Facilities That are Available to Respondents for the Use of Just Their Family, by all Respondents (Source: Survey of Gypsy and Traveller Population On-site 2012)



Views of Sites

- 6.8 The majority of respondents were satisfied with their sites. 85% of respondents expressed some form of satisfaction with their site, with 7% expressing dissatisfaction.
- 6.9 Despite the majority being satisfied with their sites, only 36% of respondents felt that no improvements were required. Many respondents wanted better fencing, a more reliable postal service, a play area for children and better car parking.

Private Sites

- 6.10 5 respondents to the survey reported that they had personally required planning permission for their site. Of those who did need planning permission, three felt that it was neither easy nor difficult and two thought it was very difficult to obtain planning permission for their site.

Propensity to Travel

- 6.11 40% of respondents reported that they had not travelled at all during the last 12 months. Of the 60% who did travel many did so in the summer to attend horse fairs.
- 6.12 Half of those who did not travel in the past 12 months had travelled in the past. The most common explanation for this is that they want a more settled lifestyle or so that their children can receive education. Many have also stopped travelling due to difficulties in camping at the side of the road.

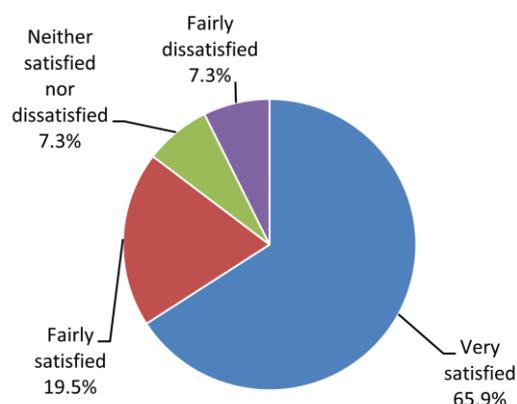
Use of Transit Sites

- 6.13 Only four respondents who have travelled reported that they had used a transit site at some point. Only one of this group has ever experienced a problem on a transit site.

Bricks and Mortar

- 6.14 Nearly 20% of respondents reported that they had lived in bricks and mortar accommodation in the past. The respondents reported that they had left bricks and mortar housing because they missed life on-site. One respondent to the survey expressed a desire to move to bricks and mortar housing.
- 6.15 It is also estimated that there is a large Gypsy and Traveller community living in bricks and mortar, most notably in Stokesley. The population in Stokesley is reported by local housing officers to number over 100 households, but that few would wish to return to residing on-site. Evidence from the waiting list for public sites in Hambleton indicates that there are no households living in bricks and mortar currently on the list.
- 6.16 ORS obtained 8 interviews with households in bricks and mortar, all of whom were in their current home by choice and were content to remain in bricks and mortar.

Figure 12
Satisfaction with Current Site, by all Respondents (Source: Survey of Gypsy and Traveller Population On-site 2012)



7. Future Site Provision

Site Provision

- 7.1 This section focuses on the extra site provision which is required in Hambleton currently and over the next 15 years by 5 year segments. 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.
- 7.2 This section concentrates not only upon the total extra provision which is required in the area, but whether this provision should be in the form of public or private sites, is there a need for any transit site / emergency stopping place provision.
- 7.3 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 the key factor in any calculation such as this is to compare the amount of extra site space which will become available with a prediction of the need for extra space on sites.

Current Gypsy and Traveller Site Provision

- 7.4 As noted earlier, there are currently 32 pitches on public sites and 18 on private sites in Hambleton.
- 7.5 The next stage of the process is to assess how much space is, or will become, available on existing sites. The main ways in which space is/will be freed are:
 - Current empty pitches;
 - New sites or site extensions which are likely to gain planning permission;
 - Migration away from the area;
 - Movement to bricks and mortar;
 - Dissolution of households.
- 7.6 Currently, all authorised public site pitches are occupied in Hambleton, so there is no available space. Equally the private sites are predominately for one family and are have no available space on them. Therefore, there are no vacant pitches.
- 7.7 No new sites, or site extensions, are confirmed as being likely, so none will be counted. No household currently resident on a site in Hambleton expects to move to other areas or another site in the next 2 years. While turnover on public sites in Hambleton has historically been high, residents are now more satisfied with the sites following the recent investment and none expect to leave. Turnover on private sites is typically lower as they represent an investment by a family in developing the site for their own use. One respondent to the survey intended to move to bricks and mortar accommodation. Therefore, few pitches on the existing sites will become available.

- 7.8 The dissolution of a household occurs when all the members leave the household. Common ways for a household to dissolve are for a person living on their own to die, or to move to an existing household. The survey found very few households that were of pensionable age living on their own and therefore only two households on a public site are expected to dissolve before 2027.

Additional Site Provision

- 7.9 The next stage of the process is to assess how many households are likely to be seeking pitches in the area. Groups of people who are likely to be seeking pitches will include those:
- seeking permanent site accommodation in the area
 - on unauthorised encampments
 - on unauthorised developments for which planning permission is not expected to be granted
 - currently overcrowded
 - new households expected to arrive from elsewhere
 - new family formations expected to arise from within existing households
 - in housing but with a need for site accommodation.

Current Planning Applications

- 7.10 Hambleton currently has two outstanding planning applications for new sites in the area. These are for one family pitch each at Goulton Lane, Potto and at Ings Lane, Great Broughton. The site at Ings Lane has had its planning application refused and the appeal will be heard in September. We would note that at the time of the on-site survey there were four households occupying the site at Ings Lane, while the Goulton Lane site was not occupied.

Current Unauthorised Developments and Encampments

- 7.11 In addition to the Ings Lane site, Hambleton had two further unauthorised sites at the time of the on-site survey. One site occurred on a private site which had permission for one pitch, but was occupied by two. The second site was a roadside encampment. In both cases the households concerned would like to occupy authorised sites in Hambleton. In the first case they would wish to remain at their current private site and to expand its planning permission to include one more pitch, while the second case would wish to move to a public site.

Waiting Lists for Public Sites

- 7.12 The method of registering a desire to obtain a pitch on a public site is through placing your name on the waiting list held by Horton Housing. They have provided details for use in this study while maintaining the anonymity of the applicants.

- 7.13 In total there are 28 unique applicants on the waiting list for the two public sites in Hambleton. No household has been on the waiting list for more than 24 months, with 11 joining in the last year.
- 7.14 Of the 28 applicants, none are currently living in bricks and mortar. 13 are currently living on unauthorised developments and 15 are seeking to transfer from their current authorised sites. All but 2 applicants have local connections to Hambleton.
- 7.15 We would note that this study has already considered the needs of those currently on unauthorised sites in Hambleton and therefore there is no need to count them additionally here. The remaining households on the waiting list from unauthorised sites elsewhere outside the District would not naturally be considered as need in Hambleton, so no extra provision has been allowed for this group. Instead, they would typically be counted as need in the Traveller Needs Study where they currently reside.
- 7.16 Similarly those households who are currently living on authorised sites and wish to transfer to Hambleton do not necessarily represent need in Hambleton. Hambleton currently provides a quarter of all public site pitches in North Yorkshire and the demand from the waiting list may reflect the high quality of these sites following the recent investment, and also the lack of opportunities to move to other areas.
- 7.17 Therefore, in many cases the desire to live on these sites can be considered to be aspirational rather than need. The households are not currently homeless or living in bricks and mortar while not wishing to do so. It would again not appear to be the responsibility of Hambleton to provide additional site space to allow households to move from less suitable sites elsewhere, so no additional need has been included in the main calculations. However, we do acknowledge that if further site space was provided then it could be filled easily with households who do have local connections to Hambleton.

In-migration from Other Sources

- 7.18 The most complicated area for a survey such as this is to estimate how many households will require accommodation from outside the area in the next 15 years. Potentially Gypsies and Travellers could move to Hambleton from anywhere in the country.
- 7.19 Rather than assess in-migrant households as being part of the needs for Hambleton we would propose that each case is assessed as a desire to live in the district and that the site criteria rules in Policy DP14 of the adopted Development Policies document are followed for each site.

Overcrowded Households

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

a new larger pitch is required. In Hambleton, the households who report their dwelling space is too small feel that their need could be met at their current pitch, and therefore they do not need to move.

- 7.23 However, this conclusion does not imply that no action is required to be undertaken to address overcrowding issues. 15% of households surveyed include 5 or more persons. Therefore, it should be recognised that some larger pitches should be included which could accommodate larger Gypsy and Traveller families who require more caravans for their household.

New Household Formation

- 7.24 It is recognised that an important group for future pitch provision will be older children who form their own households. The survey of the Gypsy and Traveller population found no household contained members who were expected to form new households in the next two years.
- 7.25 However, the on-site population has nearly 40% of people aged 16 years or younger and is therefore likely to grow at a rate typical for Gypsy and Traveller populations of around 3% per annum over the longer term. Over a 15 year period the key age group for formation will be those aged 6 years or older. Evidence from the on-site survey indicates this group will yield up to 22 more households over the next 15 years. Of these 14 are currently living on public sites and 8 on private sites.

Bricks and Mortar

- 7.26 As noted earlier, there is a significant bricks and mortar Gypsy and Traveller population in Hambleton, with a high number of households in Stokesley. The survey of households in bricks and mortar identified no households who would wish to move on to public sites and none are currently on the waiting list.

Overall Needs

- 7.27 The estimated extra site provision that is required now and in the near future for Hambleton will be 26 pitches to address the needs of all identifiable households. This includes the existing households on unauthorised sites, those currently seeking to develop a private site and growth in household numbers due to household formation. We would note that we have counted one pitch at Ings Lane as a site seeking to be developed, but have added a further three households who are resident on the site and who would wish to stay there. We have not counted Ings Lane as being part of the supply of pitches which will be available because planning permission has currently been refused on the site, pending an appeal in September 2012.

Figure 13
Extra Pitches which are Required in Hambleton District from 2012-2027

Reason for Requirement/Vacancy	Gross Requirement	Supply	Net Requirement
Current unauthorised developments or encampments	5	-	5
Currently seeking planning permission	2	-	2
Currently on sites with temporary planning permission	0	-	0
Waiting list for public sites	0	-	0
Migration from elsewhere	0	-	0
New household formation	22	-	22
Movement from bricks and mortar	0	1	(1)
Currently overcrowded and require to move	0	0	0
Additional supply from out-migration or dissolution	-	2	(2)
Additional supply from empty pitches	-	0	0
Additional supply new sites	-	0	0
Total	29	3	26

Public/Private Sites and 5 Year Time Periods to 2027

- 7.28 The evidence contained in this survey is that there will be a demand for additional public site pitches in Hambleton in the future. There is likely to be a net growth in household numbers of 11 due to household formations minus any moves away from the site and household dissolutions. Of these, 2 pitches are required in the period 2012-2017, 4 in the period 2017-2022 and 5 in the period 2022-2027. The variation between the time periods is due to the age profile of the existing population containing fewer children who are likely to form households in the near future.
- 7.29 However, we would also note that there are currently 28 households on the waiting list who would also wish to move on to a site if space was available.
- 7.30 The remaining 15 pitches are for private sites and address current unauthorised developments and encampments as well as likely future household formation from current local households. Of these, 9 are required in the period 2012-2017, 3 in the period 2017-2022 and 3 in the period 2022-2027. The reason for the higher immediate requirement is the need to address the current unauthorised sites in Hambleton.

Figure 14
Net Requirement in Hambleton District from 2012-2027

Time period	Net Requirement for Public Sites	Net Requirement for Private Sites
2012-2017	2	9
2017-2022	4	3
2022-2027	5	3
Total	11	15

- 7.31 We would again note that more private sites may arise in the future and we would propose that they are all considered through Hambleton's site criteria policy, rather than to attempt to identify land for sites which may or may not arise.

Transit/Emergency Stopping Site Provision

- ^{7.32} Hambleton currently has no transit pitches. Records indicate that a small number of unauthorised encampments occur in Hambleton. However, these encampments appear to be only periodic and often associated with horse fairs and there is no clear evidence of sufficient travelling to justify the development of any transit site. Only three respondents on public sites identified space for visitors as an improvement they would like to see. Therefore, this study concludes that there is no identified need for an additional transit site or emergency stopping place.

8. Broad Site Locations

Introduction

- 8.1 The study has investigated the potential for the identification of broad settlement locations which will be a guide for the subsequent identification of specific sites.
- 8.2 Criteria for defining broad locations have been developed taking account of national policy, guidance, the results of the needs assessment and identified physical constraints. Broad locations have then been defined taking account of these key criteria.
- 8.3 The work has been informed by the survey of Parish Councils within Hambleton, consultation with District Councillors and a stakeholder workshop held on 19 July 2012. Stakeholders included Council planning officers, representatives from Gypsy and Traveller support services and planning agents representing Gypsies and Travellers.

Policy background for determining locational criteria

National policy

- 8.4 National planning policy for Gypsies and Travellers is contained within Planning policy for traveller sites¹ (PPTS). This identifies three key criteria for identifying appropriate sites for delivery through the planning system. To be deliverable within five years or developable within years 6-15, sites should:
- Be available - the site should be available now or there should be a reasonable prospect that the site is available at the point envisaged;
 - Be suitable – the site should be in a suitable location for development
 - Be achievable – there is a realistic or reasonable prospect that housing could be viably developed at the point envisaged.
- 8.5 Local planning authorities should identify sufficient deliverable sites to provide five years' worth of sites against their locally set targets. For years 6-10 and, where possible, for years 11-15, they should identify a supply of specific developable sites or broad locations for growth.
- 8.6 National policy recommends that criteria should be developed to guide land allocations if there is identified need and if there is no identified need, to develop criteria-based policies to provide a basis for determining planning applications which may nevertheless come forward.
- 8.7 Criteria "should be fair and should facilitate the traditional and nomadic life of travelers while respecting the interests of the settled community" (PPTS, para. 10). Many previous studies and local plan criteria based policies across the country have used very restrictive criteria which have prevented many reasonable

¹ Planning policy for traveller sites, Communities and Local Government, March 2012

sites from coming forward. This is one of the principal reasons why the Government is no longer relying simply upon criteria based policies to bring forward suitable sites for Gypsies and Travellers.

- 8.8 PPTS identifies a series of issues for criteria to address to ensure that Traveller sites are sustainable economically, socially and environmentally. Specific policies set out the national approach towards sites in rural areas and the countryside (Policy C), rural exception sites (Policy D), sites in Green Belt (Policy E), mixed planning use sites (Policy F), major development projects (Policy G) and determining planning applications (Policy H).

Local policy

- 8.9 The Hambleton Local Plan currently consists of the Core Strategy, adopted in 2007, the Development Policies DPD, adopted in 2008 and the Allocations DPD adopted in December 2010.
- 8.10 The Core Strategy sets out the spatial vision and strategic spatial policies for the district and Policy CP8 requires proposals to take into account local housing needs, including the particular needs of Gypsies and Travellers.
- 8.11 The Development Policies DPD includes Policy DP14 which sets criteria for assessing Gypsy and Traveller site applications and for forming the basis for allocating sites to address needs. The Allocations DPD does not make any site allocations for Gypsies or Travellers.

Other policy and guidance

- 8.12 Other relevant considerations which should be taken into account include:
- National policy set out within the National Planning Policy Framework,
 - Communities and Local Government (CLG) Best Practice Guidance: Designing Gypsy and Traveller Sites (2008); and
 - The views of the travelling and the settled communities.
- 8.13 These policies and guidance have been taken into consideration when developing criteria for identifying broad locations within Hambleton.

Criteria for identifying broad locations

- 8.14 At the stakeholder workshop, detailed discussion centred around the following themes:
- Fit with spatial strategy
 - Settlement hierarchy and the relationship of sites to Service Centres and Service Villages
 - Access to the road network and major public transport corridors
 - Accessibility to key services
 - Impact on local infrastructure

- Fit with identified needs
 - Location of current site provision
 - Pattern of movements through the district
 - Projected future needs
 - Needs of different Traveller communities
 - Reducing the need for long distance travelling
- Avoiding physical constraints and protected areas
 - Nature conservation designations
 - AONB and landscape considerations
 - Historic built environment designations
 - Floodplain and areas of high flood risk
- Relationship with other land uses
 - Co-existence with local communities
 - Residential amenity
 - Scale of sites relative to settled community
 - Mixed planning use sites
 - Noise and air quality

8.15 Having regard to the national and local policy context, engagement with both the travelling and settled communities and following discussions at the stakeholder workshop, the following site criteria for determining broad settlement locations have been identified:

Figure 15
Criteria for Identifying Broad Locations

<p><i>Fit with spatial strategy</i></p>	<p>Public residential sites should be close to Service Centres or Service Villages.</p> <p>Private residential sites should, where possible, be located close to Service Centres, Service Villages or other settlements with a range of local services.</p> <p>Public transit sites or temporary stopping places should be very close to main transport routes.</p> <p>Local infrastructure should be capable of accommodating development.</p>
<p><i>Fit with identified needs</i></p>	<p>Public residential sites should have good access to local services.</p> <p>New private residential sites should not be too close to existing private sites, although extensions to existing sites may be appropriate to accommodate future immediate family needs.</p> <p>Public transit sites or temporary stopping places should be located along historic transit routes.</p>
<p><i>Avoiding physical constraints and protected areas</i></p>	<p>Sites should not be located within an international, national or local nature conservation designation.</p> <p>Sites should not be located within areas at high risk of flooding which cannot be mitigated.</p> <p>Sites should not be located within historic parks and gardens or scheduled ancient monuments.</p> <p>Sites should avoid, where possible, being located within the Howardian Hills Area of Outstanding Natural Beauty.</p> <p>Sites should not be located within the York Green Belt.</p>
<p><i>Relationship with other land uses</i></p>	<p>Sites, or a combination of sites, should respect the scale of the nearest settlement.</p> <p>The location of sites should avoid adversely impacting upon neighbouring residential amenity.</p> <p>Residential sites should not be located immediately adjacent to major transport corridors unless noise, safety and air quality impacts can be mitigated.</p> <p>Sites should not be located within designated noise zones.</p> <p>Sites with mixed residential and business uses can contribute to sustainability.</p> <p>Sites should, where possible, make effective use of previously developed or derelict land.</p> <p>Sites should not be located on unstable land or on contaminated land which cannot be mitigated.</p>

Identifying broad locations

Fit with spatial strategy

- 8.40 The adopted Development Policies DPD Policy DP14 states that sites should be located within or close to a Service Centre or Service Village so that residents should have access to shops, social, educational and health facilities.
- 8.41 At the stakeholder workshop, it was agreed that public sites should be located with good access to services and that any future new public site, if required, should be located at one of the Service Centres. In relation to private sites, stakeholder's views were that due to high property and land prices and the expectations of current landowners in those locations for residential development, it was unrealistic to expect private residential Gypsy sites to come forward within or immediately adjacent to settlements and that a more flexible approach should be taken. It was pointed out that national policy does not preclude development within the countryside and views were expressed that there are other settlements within Hambleton that are not currently identified as Service Centres or Service Villages which have some services and could be relatively sustainable locations for the further location of small private sites.
- 8.42 There is no definition contained within Policy DP14 of what "close to" settlements means when deciding where sites should be located. At the workshop, it was stated that the Council had been reasonably flexible with its interpretation of this policy requirement when determining applications for private residential sites. Views varied from between 200-300 yards from a settlement edge to up to 5 or 6 miles. The findings of the Parish Council survey indicated that edge of settlement locations may be appropriate where they are relatively close to facilities and not spoiling the open countryside.
- 8.43 For the purposes of defining broad locations, it is recommended that the priority should be to identify sites within approximately 1 mile of key facilities within settlements, taking in to account the safety and convenience of routes. This figure represents a reasonable maximum walking distance for site residents to be able to access those facilities without reliance on the use of the private car.
- 8.44 National policy identifies health services, schools, welfare services and employment as key local services which local authorities should promote access to. Workshop attendees agreed that these were the key facilities and settlements with those facilities should be the focus for the identification of future residential sites. A view was also expressed that the needs of older people are not being catered for and that future sites need to be located and designed to encourage independent living and to assist with the provision of support services.
- 8.45 The adopted Development Policies DPD Policy DP14 states that sites should have safe and convenient access to the road network. It was recognized at the workshop that this is a particular requirement for public transit sites or temporary stopping places where the aim should be to discourage unauthorised roadside encampments as Travellers move through the district. Such sites should therefore be very close to main transport routes.
- 8.46 National policy states that the provision of Traveller sites should avoid placing undue pressure on local infrastructure and services. It was agreed at the workshop that it was the duty of local authorities to plan to provide services to meet needs and that local infrastructure may need to be improved in certain locations if Gypsy and Traveller provision were to be required. However, it was also acknowledged that the pattern of site provision could be managed to avoid over capacity at certain locations. The findings of the Parish

Council survey indicated some concern that certain schools and health facilities are small and already at full capacity and would not be able to cope with any influx.

Fit with identified needs

- 8.47 Current residential Gypsy and Traveller sites are generally located around the Service Centre of Stokesley and around the Principal Service Centre of Thirsk & Sowerby and also to the south of the district around the Service Centre of Easingwold. The two publicly owned residential sites are located at Seamer near Stokesley and at Thirsk.
- 8.48 This study included 41 interviews with Gypsies and Travellers living on authorised and unauthorised sites. The evidence suggests that the existing spatial pattern reflects a long period of residence for the Gypsy and Traveller communities, with the main reasons given for their current location being to be near family, friends and because they have lived in the area for a long time.
- 8.49 A large majority of respondents are satisfied with their existing sites and no respondents expressed a wish to move to other locations, although one respondent wished to move back into bricks and mortar accommodation.
- 8.50 Future residential site needs are generated from a combination of achieving pitches for those currently living on unauthorised sites or sites subject to planning applications within the district and meeting future household growth from existing sites. The survey of households in bricks and mortar identified no households who wished to move onto public sites. No specific allowance has been made for in-migration. There is no identified need for an additional transit site or emergency stopping place.
- 8.51 At the workshop, stakeholders stated that although there were close links between existing Gypsies and Travellers on private sites, particularly in the Stokesley area, families did not want new sites to be located nearby fearing an influx of other families not connected with existing families or associated with the area.
- 8.52 In terms of longer distance travelling patterns, 40% of the Gypsy and Travellers on sites who responded during this study had not travelled at all during the last 12 months. Of the 60% who did travel, many did so in the summer to attend horse fairs. Half of those who did not travel in the past 12 months had travelled in the past but now wanted a more settled lifestyle, wanted their children to receive education or had stopped due to difficulties in camping at the side of the road.
- 8.53 At the workshop, stakeholders identified historic travel patterns associated with Thirsk races and Appleby and Stokesley fairs and with families and friends meeting up at Easter and during the summer months. Historic transit routes existed between York and Thirsk along the A19 and from Thirsk eastwards along the A170. A view was expressed that tolerated temporary stopping places along these routes in the future may be more appropriate than identifying a permanent transit site.
- 8.54 Stakeholders at the workshop also expressed the view that there are movements between Travellers to the south of the district between York and Selby and to the north between Stockton, Darlington, Middlesbrough and Redcar, but little evidence of links between these areas and Hambleton.

Avoiding physical constraints and protected areas

- 8.55 The National Planning Policy Framework and Circular 06/2005 identify the protection that should be given to international, national and locally designated biodiversity and geological conservation sites. Heritage

assets of the highest significance, such as scheduled monuments, battlefields and historic parks and gardens should also be protected and development at these locations wholly exceptional. The NPPF also states that local planning authorities should give great weight to protecting landscape and scenic beauty in Areas of Outstanding Natural Beauty.

- 8.56 PPTS states that traveller sites are inappropriate development in the Green Belt, although local planning authorities can make exceptional limited alterations to the Green Belt boundary to meet a specific identified local need for a traveller site, through the plan making process.
- 8.57 PPTS identifies areas at high risk of flooding including functional floodplains should be avoided given the particular vulnerability of caravans.
- 8.58 In discussing these issues, the stakeholder group agreed that there are a number of constraints that are absolute due to national policy which identifies such locations as generally inappropriate for built development.
- 8.59 For the purposes of defining broad locations, these areas are:
- Sites of Special Scientific Interest, Local Nature Reserves and other sites of importance for nature conservation
 - Ancient Woodland
 - Areas at high risk of flooding
 - Historic Battlefields
 - Historic parks and gardens
 - Scheduled Ancient Monuments
 - Green Belt
- 8.60 Other designations, such as listed buildings, conservation area, etc. whilst being a major constraint on development are not absolute constraints, as the acceptability or otherwise of development depends upon a site assessment of impact.

Relationship with other land uses

- 8.61 PPTS states that local planning authorities should have due regard to the protection of local amenity, for example by ensuring that the scale of sites in rural locations does not dominate the nearest settled community.
- 8.62 In addition, local authorities should give proper consideration to the effect of local environmental quality (such as noise and air quality) on the health and well-being of occupants of sites.
- 8.63 Generally speaking, these issues are site specific and it is difficult to identify any general implications for the identification of broad locations. However, there are designated noise zones around the military airfields at RAF Leeming and Linton-on-Ouse, which should be avoided.

Recommended broad locations

8.64 Taking into consideration the themes and criteria outlined above, broad locations have been identified for the purposes of the subsequent identification of specific sites by the Council and for use in development management decision making.

Residential sites

8.65 The broad locations for residential sites include land within 1 mile of the edge of the Principal Service Centres, Service Centres and Service Villages.

8.66 Within each broad location, the following absolute constraints should be avoided:

- Sites of Special Scientific Interest, Local Nature Reserves and other sites of importance for nature conservation
- Ancient Woodland
- Areas at high risk of flooding
- Historic Battlefields
- Historic parks and gardens
- Scheduled Ancient Monuments

8.67 Within each broad location, proximity to settlements should be a key consideration. An assessment of sites should take into consideration the distance from each site to health, education, welfare services and employment opportunities and if opportunities exist for residents to access public transport services.

8.68 The recommended broad locations, together with physical constraints and protected areas, identified settlements and existing Gypsy and Traveller sites, are identified in Appendix 1.

8.69 The needs assessment has concluded that there is a local need for 11 pitches arising from anticipated new household formation at the two existing public sites minus any moves away from the sites and household dissolutions (6 at Thirsk and 5 at Stokesley). A first option should therefore be to look at the potential for extending the existing public sites. However, both sites are currently at the maximum level recommended in Government guidance.² The Council should therefore consult with the existing communities as the guidance states that sites should not exceed 15 pitches “unless there is clear evidence to suggest that a larger site is preferred by the local Gypsy or Traveller community” (para. 4.8). If an extension is preferred, the Council should assess the potential for an extension to existing sites, taking into account site conditions and the relationship with the existing settled communities. If an extension is not preferred, or if it is not feasible to do so, the Council will need to consider a new public site and this should be located within the broad locations at the Principal Service Centres, or if land cannot be identified there, at the Service Centres.

8.70 The identification of further private residential sites should focus on the broad locations and should take into account where the need arises and the capacity of local infrastructure to determine the most appropriate broad location to commence the site search.

² Designing Gypsy and Traveller sites Good Practice Guide, CLG, 2008

- 8.71 If suitable private sites cannot be identified within the most appropriate broad location, other broad locations should be investigated before sites outside broad locations are considered. The Council should be reasonably flexible about the location of small private sites and should consider sites outside but close to the broad locations.

Transit sites or temporary stopping places

- 8.72 The broad locations for transit sites or temporary stopping places, if required, include land immediately adjacent to the A19 between York and Thirsk and along the A170 to the east of Thirsk.
- 8.73 For Gypsies and Travellers travelling through the district, the Council should focus the search for any sites within these appropriate broad locations. The study has not identified the need for searching outside these locations.
- 8.74 The Council should also consider allowing one or two pitches within or adjacent to existing private residential pitches to accommodate the needs of seasonal visitors to existing families.

Other considerations

- 8.75 This study has identified appropriate broad locations for the further identification of sites if required and for use in development management decision making. However, there will be other site specific considerations which should be taken into consideration when assessing the suitability of future sites.
- 8.76 These site specific considerations are set out in national and local policy but include, in particular, the relationship of the site to other land uses, as set out in the criteria above.

9. Conclusions

Introduction

- 9.1 This chapter brings together the evidence presented earlier in the report to provide some key policy conclusions for Hambleton. It focuses upon the key issues of future pitch provision for Gypsies and Travellers.

Gypsy and Traveller Future Site Provision

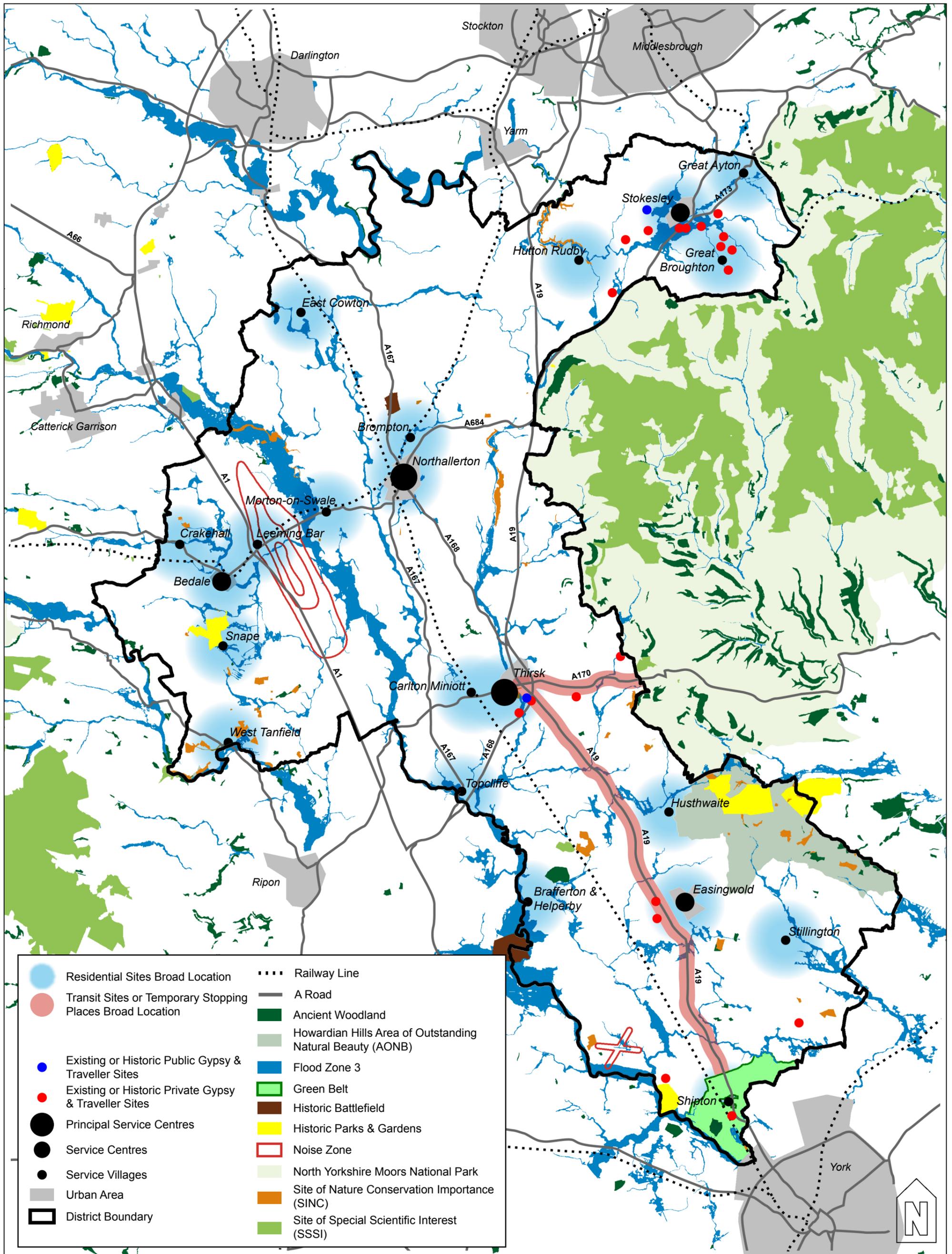
Current and future need

- 9.2 Based upon the evidence presented in the preceding chapters, the estimated extra provision that is required for Gypsies and Travellers in Hambleton is 26 pitches in the period 2012-2027. This includes the existing households on unauthorised sites, those currently seeking to develop a private site and growth in household numbers due to household formation. We would note that there is no clear need to any provision for households currently living in bricks and mortar.
- 9.3 A further conclusion is that there is evidence of a requirement for a further 11 pitches on public sites, with the remaining 15 pitches being on private site.
- 9.4 While unauthorised encampments do arise in Hambleton, there is no clear evidence of sufficient travelling through the area to justify the development of a permanent transit site. Officers in neighbouring Councils have confirmed that they do not feel that there are cross-boundary issues requiring help from Hambleton to address.

Development Policy DP14

- 9.5 As outlined in Chapter 2, Hambleton District Council's existing policies relating to Gypsies & Travellers are contained within Policy DP14 of their adopted Core Strategy. This was published in November 2008 before recent updates to government policy and guidance.
- 9.6 The key results of the survey refer to the requirements for pitch provision for the next fifteen years from a base of June 2012. However, wider site provision issues across the whole of the UK may see some households seeking to develop their own sites in Hambleton.
- 9.7 As also noted in Chapter 2 it is necessary for planning authorities to have criteria based policies in place to assess site applications which come forward. It is therefore important for the Council to continue to utilise the planning policies and criteria set out in Policy DP14 of the adopted Hambleton Core Strategy to facilitate the potential development of new Gypsy and Traveller sites in the area.

Appendix A – Broad Locations Map



Hambleton Broad Locations for Gypsy and Traveller Sites

1:200,000 @ A3

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