

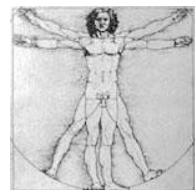
**Durham County Council Traveller
Site Needs Assessment: Revised
2018**

Renaissance

- Research - Training - Consultancy -

Revised September 2018

Renaissance Research
33 Linden Avenue
Darlington
DL3 8PS
Tel: 01325 242642
E-mail: martin.wood@renaissance-research.co.uk



Contents

1.	Introduction	3
2.	Policy context	5
3.	Objectives and Methodology	9
	Objectives.....	9
	Methodology.....	9
	Estimate of Pitch Requirements 2016 - 2035	12
	Accommodation Needs of Travelling Showpeople.....	12
4.	Gypsies and Travellers in County Durham	13
5.	Site Accommodation for Gypsies and Travellers	15
	Sites provided by Durham County Council and the site rebuilding programme	15
6.	Population and household estimates	20
	Accommodation preferences	25
	Survey Information on Housed Gypsies and Travellers	26
7.	Travelling practices and stop-over areas	28
8.	Current demand for Durham County Council sites	32
	Waiting List.....	32
	Lettings.....	33
	Terminations	34
	Households likely to move from bricks and mortar accommodation onto sites.....	34
	Older people vacating pitches.....	34
	All households likely to move into bricks and mortar in County Durham	35
	In/out migrants	36
	Private sites in County Durham	36
	Satisfaction with Durham County Council sites and private sites	37
	Concealed households.....	38
	Family formation	39
9.	Gypsy and Traveller pitch requirements 2016-35	40
	Twenty year supply	41
	Five Year Supply	41
	Turnover and under occupation.....	41
	Notes on Supply and Demand	42
	Flows resulting in vacancies	42
	Flows resulting in increased demand	43
10.	Travelling Showpeople and Site Requirements 2016 - 2035	44
11.	Conclusion	45
	APPENDIX A: Site Survey 2015	47
	APPENDIX B: Housed Survey 2016	51
	APPENDIX C: ADDITIONAL CAPACITY FOR PITCHES ON COUNCIL SITES	62
	APPENDIX D: Review of Pitch Requirement Estimates in 2006	63

1. Introduction

- 1.1 This 2018 Traveller Site Needs Assessment (TSNA) has been carried out by Renaissance Research to contribute to the production of Durham County Council's Local Plan. It is a revision of the Council's 2016 TSNA, published in January 2017. The results of the assessment are described in the rest of this report, along with descriptions of the policy context, objectives and methodology.
- 1.2 Government policy requires Durham County Council, as the Local Planning Authority, to set pitch targets for Gypsies and Travellers and plot targets for Travelling Showpeople, so that the need for appropriate permanent and transit accommodation can be properly addressed through the planning system.
- 1.3 The DCLG document 'Planning Policy for Traveller sites' (August 2015) also advises local planning authorities in producing their Local Plan to "identify and update annually, a supply of specific deliverable sites sufficient to provide 5 years' worth of sites against their locally set targets. A supply of specific developable sites, or broad locations for growth should be provided for years 6-10 and where possible for years 11-15".
- 1.4 The County is a major provider of Gypsy and Traveller sites. The DCLG's Live Tables related to the Caravan Count, for example, shows that County Durham's sites have the highest caravan capacity of any authority, and only Wiltshire provides more pitches.
- 1.5 A rebuilding programme, one of the most comprehensive of its type in the country, has been undertaken on all six of the Council's Traveller sites. The programme was undertaken in two phases, running from 2009 to 2011 on two of the Council's sites, and from 2013 to February 2015 on the other four. The refurbishment process itself inevitably gave rise to significant disruption across and beyond the sites. Over the refurbishment period, site residents were variously relocated on commercial caravan sites, other Council sites or in housing; and some left the County. There was subsequently a period of 'bedding in' as residents returned to the sites.
- 1.6 Before the renewal programme there had been a 20% vacancy rate on the sites¹, with very few names on the waiting list². This situation offered an unsound basis for predicting Traveller pitch needs in the future as it was unclear how far the pattern of demand would change when the new, much improved, sites came on stream. The 2013 Traveller Site Needs Assessment had suggested that a further assessment of the need for pitches should be made by 2020, once reliable long-term patterns of demand for the Council's pitches had been established. In fact a new assessment was conducted in 2016 based on further research.
- 1.7 The rebuilding of each of the Council sites produced clean, modern, warm and welcoming living environments, with new access roads and better pitch layout. Each site now had its own heated community room to offer various services from. Ten extra pitches were created, increasing the total of number of pitches offered by Durham County Council to 126. No further work has been undertaken since the rebuilding programme's completion in 2015, so the total caravan capacity on Council sites remains 252.
- 1.8 In addition to the pitches on Council sites, the 2016 TSNA also reported that between 2007 and September 2016, planning permission had been granted for 25 pitches on eleven privately owned family sites, along with a further ten private pitches on a Gypsy and Traveller 'to-let' site. No information about private sites granted permission before this time is available.

¹ Some pitches had been decommissioned due to their poor state of repair and were not available to let.

² Renaissance Research (2013) *Review of management services on Durham County Council's Traveller sites*.

- 1.9 Following completion of the Council site rebuilding programme in February 2015, a large number of pitches became available to let. These pitches filled up much more quickly than anticipated in the 2013 TSNA. The higher standard of accommodation proved a major attraction to Gypsies and Travellers inside and outside the County, probably related to the one-off release of a large number of high quality pitches and some accumulated shortages arising from the rebuilding process.
- 1.10 Alongside the physical improvements, changes were made to the site management process: the allocations policy and waiting list procedures were completely revised, pitch charges were increased and new systems put in place for the recovery of water and electricity charges.
- 1.11 Fieldwork for the 2016 TSNA was conducted on Council and private sites in October 2015, and among housed Gypsies and Travellers between July and October 2016. In order to model supply and demand for pitches in the County, the 2016 TSNA drew on new site management records data from April 2015³ to August 2016.
- 1.12 However, re-letting Council pitches was not completed until June 2016, making it difficult in the 2016 TSNA to either establish a stable baseline position or arrive at a clear understanding of normal turnover. It was acknowledged that subsequent revisions would be required once the volatility of the flows onto, between and off Council sites during this period, had found an equilibrium. In view of this, the 2016 TSNA only forecast need over the ten-year period up to 2026.
- 1.13 This revised 2018 TSNA is now able to draw on more recent management records to project need forward to 2035, covering the full time span of Durham County Council's Local Plan. It therefore enables the Council to develop a locally set target for Gypsy and Traveller pitches and Travelling Showpeople sites in line with the Government's 2015 Planning Policy for Traveller Sites (PPTS) and takes account of the changes to the planning definition of 'Traveller' outlined there.
- 1.14 Although this 2018 TSNA has taken account of the Government's 2015 change to the planning definition of 'Gypsy and Traveller', it also retains usage of the earlier 2012 PPTS definition of 'Gypsy and Traveller' to also identify those Gypsies and Travellers whose needs for pitches will have to be assessed through general periodic needs reviews such as the Local Planning Authority's Strategic Housing Market Assessment process. This is in order to comply with a specific new duty to do so under Section 8 of the 1985 Housing Act, as amended by Section 124 of the 2016 Housing & Planning Act, and general duties under Equalities legislation.

³2014/15 was the first year that all of the Council's Traveller sites became lettable again after they were rebuilt.

2. Policy context

2.1 At the beginning of 2016 Government policy rested on three separate legislative definitions of Gypsies and Travellers. These were under:

- the Equality Act 2010, ‘the equalities definition’;
- sections 225 & 226 of the Housing Act 2004, ‘the housing definition’; and
- Planning Policy for Traveller Sites, first issued in 2012 and revised in 2015, ‘the planning definition’.

2.2 The Equalities Act 2010 does not define race, however case law has established that Roma Gypsies and Travellers of Irish descent are covered by the ‘protected characteristic’ of race for the Act. Local authorities have a duty under the Equality Act to actively seek to eliminate unlawful discrimination, advance equality of opportunity and promote good race relations.

2.3 Sections 225 & 226 of the Housing Act 2004 placed a duty on local authorities to carry out Gypsy Traveller Accommodation Assessments and to follow statutory guidance when doing so. The definition of Gypsies and Travellers pursuant to this Act was then set out in Statutory Instrument 2006 No. 3190, ‘*The Housing (Assessment of Accommodation Needs) (Meaning of Gypsies and Travellers) (England) Regulations 2006*’, as follows:

The following definition of “gypsies and travellers” should now be used:

(a) persons with a cultural tradition of nomadism or living in a caravan; and

(b) all other persons of a nomadic habit of life, whatever their race or origin, including:

*(i) such persons who, on grounds only of their own or their family’s or dependant’s educational or health needs or old age, have **ceased to travel temporarily or permanently**; and*

(ii) members of an organised group of travelling showpeople or circus people (whether or not travelling together as such).

2.4 In its 2015 revision, Planning Policy for Traveller Sites introduced a changed definition of Gypsies and Travellers for planning purposes. This new definition excludes members of these communities who have permanently stopped travelling. Hence the definition of Gypsies and Travellers for planning purposes now reads:

For the purposes of this planning policy “gypsies and travellers” means:

*Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family’s or dependants’ educational or health needs or old age have **ceased to travel temporarily**, but excluding members of an organised group of travelling showpeople or circus people travelling together as such.*

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

a) Whether they previously led a nomadic habit of life.

b) The reasons for ceasing their nomadic habit of life.

c) Whether there is an intention of living a nomadic habit of life in the future, and if so, how soon and in what circumstances.

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

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

2.5 The Housing & Planning Act 2016 became law in May 2016. Section 124 of that Act is set out below:

(1) In section 8 of the Housing Act 1985 (periodical review of housing needs), after subsection

(2) insert—

“(3) In the case of a local housing authority in England, the duty under subsection (1) includes a duty to consider the needs of people residing in or resorting to their district with respect to the provision of—

(a) sites on which caravans can be stationed, or

(b) places on inland waterways where houseboats can be moored.

(4) In subsection (3)—

“caravan” has the meaning given by section 29 of the Caravan Sites and Control of Development Act 1960;

“houseboat” means a boat or similar structure designed or adapted for use as a place to live.”

(2) In the Housing Act 2004 omit sections 225 and 226 (accommodation needs of gypsies and travellers).

2.6 The effects of section 124 of the Housing & Planning Act 2016 are twofold:

- i) Going forward, the needs of all caravan dwellers, including Gypsies and Travellers, are to be addressed through general periodic housing needs reviews rather than separate specific Gypsy & Traveller Accommodation Assessments; and
- ii) By abolishing sections 225 & 226 of the Housing Act 2004, statutory instrument 3190 from 2006 that set out the ‘housing definition’ of Gypsy and Traveller is removed and the definition it contains no longer has any legal force.

2.7 In March 2016 the Government issued the document ‘Draft guidance to local housing authorities on the periodical review of housing needs - Caravans and Houseboats’. The draft guidance offers a reminder that: ‘periodical review of housing needs under section 8 of the Housing Act 1985 is a statutory requirement on local housing authorities. This requires local housing authorities to assess and understand the accommodation needs of people residing or resorting to their district. It includes the duty to consider the needs of people residing in or resorting to a district with respect to sites for caravans and the mooring of houseboats is part of that requirement’. As of 2018 this document remains a draft, but effectively it replaces the 2007 guidance on conducting Gypsy Traveller Accommodation Needs Assessments.

- 2.8 Government does not currently offer guidance to Local Planning Authorities on the criteria they should use to judge whether Gypsies and Travellers live a ‘nomadic lifestyle’ which will likely be determined by case law.
- 2.9 The general position appears to be that the ‘planning definition’ will include those who travel for work-related reasons and also have a permanent place to live, but will exclude those who simply commute to a place of work or travel for other than work-related reasons. Where some members of a household travel for work but other household members stay at the permanent home to meet dependents’ educational or health needs, it seems likely that the household will continue to meet the planning definition. This is also likely to be the case where a family has stopped travelling because of dependents’ educational or health needs, as long as they can show it once travelled and has plans to do so in future.
- 2.10 While there are as yet no official statistics on how many Gypsies and Travellers actually meet the new planning definition in PPTS 2015, a figure of just 10% is emerging from a series of Gypsy and Traveller Accommodation Assessments conducted elsewhere across the country. This means of course that the accommodation needs of the remaining 90% of Gypsies and Travellers will have to be addressed through periodic reviews in accordance with Section 8 of the Housing Act 1985.
- 2.11 A revised National Planning Policy Framework (NPPF) was introduced in July 2018. The PPTS has always had to be ‘read across’ to the NPPF, and this is stated again in paragraph 4 of the 2018 NPPF. In addition, paragraph 20 of the new NPPF confirms that planning for homes for all Gypsies and Travellers, whether nomadic or settled, remains a strategic rather than merely a local policy.
- 2.12 A Government consultation “Powers for dealing with unauthorised development and encampments” closed in June 2018. This consultation, which is yet to be reported on, included a question as to whether there are any specific barriers to the provision of more authorised permanent and transit Gypsy and Traveller sites, and whether there was any action Government could take to overcome them. The Equalities Impact Assessment carried out by Government into the new NPPF contains the following commitment: *Consideration will be given to whether any changes may be required to the Planning Policy for Traveller Sites in response to the consultation on the draft revised Framework, alongside consideration of the issues raised in the consultation responses on Unauthorised Development and Encampments, including those responses which raise equality issues.*
- 2.13 In light of the various developments described above, the following legislation and guidance appears to remain relevant for the development of policy around Gypsy and Travellers’ (and Travelling Showpeople’s) housing needs:
- Housing & Planning Act 2016
 - Draft guidance to local housing authorities on the periodical review of housing needs - Caravans and Houseboats 2016
 - Planning Policy for Traveller Sites 2015
 - National Planning Policy Framework 2018
 - Planning Practice Guidance 2014
 - Planning and Compulsory Purchase Act 2004
 - Town and Country Planning Act 1990
 - Housing Act 1996 re homelessness

- Equality Act 2010
- Human Rights Act 1998 re welfare assessments
- Criminal Justice and Public Order Act 1994
- Anti-social Behaviour Act 2003.
- Mobile Homes Acts 1983 & 2013 (determining tenancy issues on sites)
- Caravan sites and Control of Development Act 1960 (licensing of private traveller sites).

2.14 It should be noted that the 2015 Planning Policy for Traveller Sites still stands as the key document laying out requirements on local authorities towards Gypsies and Travellers in terms of planning.

2.15 In particular, Local Planning Authorities are still required to set pitch targets for Gypsies and Travellers (and plot targets for Travelling Showpeople) who meet the new planning definition and to identify a supply of specific deliverable sites, sufficient to provide five years' worth of sites to meet their needs. There is also a requirement to 'identify a supply of specific developable sites or broad areas for growth for years six to ten, and where possible years 11 to 15'. Targets should be derived from an up-to-date understanding of accommodation needs using a robust evidence base, although no specific methodology is prescribed for doing so.

2.16 Other key aspects of this current Planning Policy for Traveller Sites are:

- A restriction of the circumstances in which temporary permission for Traveller sites may be given in sensitive areas;
- Traveller sites (temporary or permanent) in the Green Belt are to be considered inappropriate development with the best interests of the child, personal circumstances or unmet need unlikely to outweigh harm to the Green Belt;
- Councils should "very strictly limit" new Traveller sites in open countryside that are away from existing settlements and are not allocated in development plans; and
- Restrictions on any development in Sites of Special Scientific Interest, Areas of Outstanding Natural Beauty, local green space or National Parks.

2.17 The new definition of Gypsy and Travellers (set out in para. 2.4 above) is effectively a sub-set of the old definition (set out in para 2.3). Finally however, as explained above, this older definition remains relevant in its own right because of the Local Planning Authority's need to comply with a specific new duty in respect of assessing the needs of all caravan dwellers under Section 8 of the 1985 Housing Act, as amended by Section 124 of the 2016 Housing & Planning Act, and general duties under Equalities legislation.

3. Objectives and Methodology

Objectives

- 3.1 The objectives of this accommodation assessment are to:
- Describe the nature and scale and distribution of the Gypsy and Traveller communities in County Durham
 - Describe the current nature of their accommodation
 - Understand their travelling practices
 - Estimate the population of Gypsies and Travellers living in the County
 - Forecast the accommodation needs of the Gypsy, Traveller Communities and Travelling Showpeople over the period 2018 – 2035.

Methodology

- 3.2 Although this 2018 TSNA takes account of the Government's 2015 change to the planning definition of 'Gypsy and Traveller', it also retains usage of the earlier 2012 PPTS definition of 'Gypsy and Traveller' to identify also those Gypsies and Travellers whose needs for pitches will have to be assessed through general periodic needs reviews such as the Local Planning Authority's Strategic Housing Market Assessment process. This is in order to comply with a specific new duty to do so under Section 8 of the 1985 Housing Act, as amended by Section 124 of the 2016 Housing & Planning Act, and general duties under Equalities legislation.
- 3.3 Continuing use has also been made of the *Gypsy and Traveller Accommodation Needs Assessments – Guidance (2007)* as a framework to guide the assessment but the method has been refined and improved by drawing on a number of sources that were not identified in this guidance. The 'draft guidance to local housing authorities on the periodical review of housing needs: caravans and houseboats' published by the Department for Communities and Local Government in 2016 has not yet been finalised and there is no further information available at the current time.
- 3.4 The process of assessing the accommodation needs of Gypsies and Travellers involves identifying the current stock of pitches on Traveller sites and the population living in caravans or mobile homes. It then considers the likely flows into and out of these types of accommodation and geographically in and out of the study area over a specified period.
- 3.5 Demographic changes such as family formation and mortality rates are also estimated (see Section 8).
- 3.6 Additional allowances are made for any pre-existing backlog in need: such as the number of concealed families or individuals who have been unable to move out of their family home and set up by themselves; and those living in caravans on unauthorised encampments or developments.
- 3.7 Certain aspects of this type of assessment are straightforward. A lot of details are available about households living on Council sites and these households are easier to access when conducting surveys. It is, however, harder to estimate the number of Gypsy and Traveller households living in housing and to secure a representative sample when surveying them.
- 3.8 Consequently, this assessment has made use of all the following sources of information to provide the most accurate picture that is possible. Sources have been tested against each

other – a process known as triangulation – in order that this assessment rests on a strong foundation.

Routine audits of local authority sites and site management information

- 3.9 Detailed data has been provided by Durham County Council on Gypsies and Travellers. This in part stems from the implementation of a new management and monitoring regime for the Council sites following a review in 2012.
- 3.10 An audit of site occupation was conducted in 2010 and the process was repeated in May 2015 with an improved level of detail after the completion of the rebuilding programme. The 2015 audit collected information about previous location, household type, household size and the ages of children for each pitch.
- 3.11 Use has been made of the audit of households on sites in 2015 and current management information such as waiting lists, allocations and terminations data from the Council's Housing Solutions section, which manages the six Council sites, to identify the likely changes in demand resulting from a variety of household flows. It is relevant that the great majority of the site population in County Durham live on social sites owned by the Council so this type of information gives a very comprehensive picture of the site population overall.

Survey on local authority and private family sites (October 2015)

- 3.12 A questionnaire (see Appendix A) was designed and interviews were sought on all of the 126 local authority pitches and on the 9 private family sites in operation at that time. While the survey secured a very good sample of 91 respondents (83 on Council sites and 8 on private sites) the audit conducted in May 2015 secured household makeup information on all of the 119 pitches that were occupied at the time. The audit has therefore been treated as a more reliable source than the survey for much of the information required in this assessment. Where survey data has been used, the results have been weighted by household type (derived from the audit) to correct for the over/under-representation in the sample.
- 3.13 The response rate from Council sites was extremely good when compared with earlier studies in County Durham. Fieldworkers reported that the residents had been more willing to participate in the assessment this time and felt their relationship with Gypsies and Travellers was generally positive⁴. This seems likely to be related to the significant improvements to sites achieved through the modernisation programme and the greater level of trust engendered by this.
- 3.14 The survey collected details of previous location, household type, household size and the ages of children for each pitch along with the future intentions of households and family members where it was thought likely that they would move out to establish their own home.

Survey of housed Gypsies and Travellers and approach to unauthorised encampments

- 3.15 An interview survey of Gypsies and Travellers living in bricks and mortar housing had been conducted by Durham County Council in 2010. A sample of 46 households living in bricks and mortar housing was achieved using a 'snowballing' technique where Gypsies and Travellers themselves suggest households to approach. As far as can be understood (see para 6.11), this represented around 12% of the housed Gypsy and Traveller community.
- 3.16 A further attempt to interview Gypsies and Travellers in housing was made between July and October 2016 (see Appendix B). Only five interviews were achieved on this occasion despite considerable efforts to identify and engage with this community. This included liaison with

⁴ Fieldworkers had been involved in the two previous GTAs for Durham County Council in 2006 and 2013.

social housing providers, support services such as DISC, the County's Traveller Education team and the site Wardens. Traveller Education personnel and Wardens were asked to promote the survey among housed Gypsies and Travellers. A local Gypsy woman was recruited as a fieldworker but was unable to identify anyone prepared to participate in the survey. On this occasion the 'snowballing' technique also failed to secure any additional interviews. All of the additional names supplied declined the invitation to be interviewed despite the offer of a £10 incentive payment. The information secured has been referred to alongside that from the more successful survey in 2010 but management records have been used to quantify movement between housing and sites.

- 3.17 Gypsies and Travellers on unauthorised encampments in County Durham were not interviewed as part of this study. The Council's information system showed unauthorised encampments to be seasonal with negligible numbers over the winter months (see 7.8 and 7.9). This picture was reinforced by the very small number of new lets made on sites to those from unauthorised encampments in County Durham, even when a substantial number of new lets became available following refurbishment. This suggests that unauthorised encampments are a negligible source of demand in County Durham. In August 2016 there were two households on the waiting list who were living 'on the roadside'. This is in the context of 108 recorded unauthorised encampments on council owned land over the year 2015/16.

Traveller Education Service records

- 3.18 Relevant information has been provided by the Council's Gypsy, Roma, Traveller Education Service on the number of families and children known to them, including those who identify as Gypsies or Travellers and those who don't. This information has been particularly important in estimating the Gypsy and Traveller population across the County.

2011 Census

- 3.19 It is considered that the figure recorded by the Census for 'White: Gypsy or Irish Traveller' is a significant undercount. This is due to the tendency of individuals in these communities not to self-identify, compounded by difficulties in getting completed Census forms back from people living in mobile or other non-traditional housing. The Census records only 467 Gypsy and Travellers in County Durham while other local information suggests the population is considerably higher.
- 3.20 Nevertheless the Census does provide useful data about the household type/size and accommodation type of those who did self-identify. It therefore serves some purpose as an albeit rough and ready sample of the total population in the study area.
- 3.21 A more robust population estimate arriving at a better estimate of total population has been developed in this assessment by triangulating between Census data, the Council's own records of the population on their sites and numbers of Gypsy and Traveller children from all accommodation types known to the Traveller Education service. The approach is described in detail in Section 5.

Other sources

- 3.22 *A Health Needs Assessment of Gypsies and Travellers living in County Durham and Darlington*, commissioned by Durham County Council and NHS Darlington, was conducted by Renaissance Research in 2010. This included a survey of 129 households, of which 60 were in County Durham and 69 in Darlington. 73 interviews took place on sites, 44 in houses and 12 on encampments. Some limited use has been made of this survey in the needs assessment.
- 3.23 *A review of the management of Gypsy and Traveller Sites* commissioned by Durham County Council was carried out in 2012, also by Renaissance Research. This is referred to in this

assessment, particularly with reference to the levels of vacancies on sites prior to the rebuilding programme.

3.24 Other sources include:

- Information from the *Government's bi-annual Caravan Count* and the 'Live Tables' produced by DCLG (this has been used especially for comparative purposes);
- Information on unauthorised developments and encampments from Durham County Council's Gypsy, Roma Traveller Service;
- Information from the Council's Spatial Policy Team about the numbers of pitches and caravans on private sites.

Estimate of Pitch Requirements 2016 - 2035

3.25 Pitch requirements have been estimated using a method of calculation derived from the *Government's Gypsy and Traveller Accommodation Needs Assessments – Guidance (2007)* informed by work on other similar studies.

3.26 The estimate has drawn on the sources listed above to understand the scale of existing supply and demand. It has then gone on to forecast the likely increase in supply in the number of private family sites and sites to rent, and the likely flows in and out of these sites.

3.27 The approach is explained in Section 9.

Accommodation Needs of Travelling Showpeople

3.28 The accommodation needs of Travelling Showpeople are based on household interviews carried out in 2013. As little is understood to have changed in the last five years, this assessment relies on that fieldwork, updated by details of interaction between Travelling Showpeople and the County's Planning Department since then.

4. Gypsies and Travellers in County Durham

- 4.1 Gypsies and Travellers in the UK are generally divided into four broad groups: English (Romany) Gypsies, Scottish Gypsies/Travellers⁵, Travellers of Irish descent and New Travellers. English Gypsies and Irish Travellers are distinct ethnicities and all the duties on public bodies under Equalities legislation apply to them.
- 4.2 Gypsies and Travellers have lived in County Durham for over 500 years, maintaining a nomadic lifestyle. Laws passed in the Sixteenth Century sought to prevent them from travelling or subjected them to deportation and execution. The Egyptians Act 1530 was an Act passed by the Parliament of England in 1531 to expel the "outlandish people calling themselves Egyptians", meaning Gypsies. In 1554, the Egyptians Act made it a capital crime to be a Gypsy or for anyone else 'to continue for one month in the company or fellowship of any vagabonds commonly called Egyptians'. The parish register of Durham, St Nicholas for 1592 reads "Simson, Arington, Fetherstone, Fenwicke, and Lancaster were hanged for being Egyptians." The entries above and below record the burials of other local residents. (Durham County Record Office, EP/Du.SN 1/2).
- 4.3 Despite these harsh laws against Gypsies there are parish records of Gypsy baptisms, marriages and funerals. A parish record from All Saints Church, Lanchester, in 1564 records, for example, "William the son of an Egyptian was baptised the 19th day [of February] (Durham County Record Office, EP/La 1).
- 4.4 The *Gypsy and Traveller Health Needs Assessment* conducted in Darlington and County Durham in 2011 included a small amount of genealogical work with the communities. The ancestral charts produced through the workshops pointed to a number of families who moved around the north of England over the last 200 years. The seven families that were researched in some detail included:
 - One family – completely absent from Census records descended from two branches of the Heron family including Welsh Gypsies, Noah and Rhodi Heron (The Romani Cymru Project, 2010). They moved to the North East via Yorkshire.
 - One that was traced back to tin smiths or tin plate workers who had their origins in Ireland. They were listed in the 1861 living in Hetton le Hole, in 1881 living in Middlesbrough and in 1901 as living in Thornley, County Durham. While the earliest recorded roots were in Ireland the family regarded themselves as English Gypsies. The family continued to be tin smiths but also included miners.
 - One (with a traditional Irish surname) that was traced back to Bishop Auckland (1853). Married and spent time in Cumberland (Cumbria) and clearly moved between the two locations over a period of 15 years before moving to Gateshead (1901). While the earliest record of this family showed a man starting life as a hawker he was described as a horse dealer on own account (i.e. self-employed) in 1901.

⁵ Scottish Gypsies/Travellers, have a long history in Scotland going back to the 12th century. Different groups of Scottish Gypsies/Travellers may refer to themselves as Scottish Travellers or Scottish Gypsies, or as Nawkens or Nachins.(Shelter Scotland, https://scotland.shelter.org.uk/get_advice/advice_topics/finding_a_place_to_live/gypsiestravellers/about_gypsiestravellers - accessed 22/11/2018).

- A family descended from a hawker living in Lancashire whose son established his own stables. Descendants married Scottish Gypsies before settling in the Darlington and County Durham area.
- 4.5 Various nineteenth century statutes made it harder to follow a travelling life, while more recently the Caravan Sites and Controls of Development Act 1960 had the effect of preventing Gypsies and Travellers from staying on the majority of their time-honoured stopping places. Although the Caravan Sites Act 1968 attempted to force local authorities to provide sites where there was a need, few new pitches were actually developed, with those that were often being on sites with poor amenities. The Criminal Justice and Public Order Act 1994 actually removed the duty on local authorities to provide sites and introduced new police powers to move Gypsies and Travellers on, and created several new offences of trespass.
- 4.6 Up to the 1970s employment for Gypsy and Traveller men in the North tended to be as self-employed general dealers (hawkers selling products such as lino, rugs and bedding door-to-door). Many Gypsy and Traveller men, who still tend to be self-employed, now work in trades such as market trading, scrap metal, property repairs, building, stone masonry and car dealing. There are several large businesses including car dealerships, carpet sellers and scrap metal merchants in the North East connected to the local Gypsy communities. The majority of Gypsy and Traveller women do not do paid work, although a 2009 report by the Equality and Human Rights Commission⁶ noted there may be a growth amongst women of involvement in beauty and health-related work, also on a self-employed basis.
- 4.7 The population estimate set out in section 5 of this report suggests there is a Gypsy and Traveller population in County Durham of between 1,300 and 1,600.
- 4.8 Data collected from the County's Traveller Education Service in 2018 suggested the majority are English Gypsies with around 28% being Irish Travellers. This figure is also reflected in the School Census. It seems likely then that English Gypsies represented Durham's oldest and probably largest ethnic minority.
- 4.9 While the household survey carried out in October 2015 confirmed that to be the case, it also revealed the diversity of cultural affiliations among survey respondents (see Table 1) and a more fine-grained distinction made on occasions even from within a single household.

Table 1: Ethnicity on Council and private sites as reported by survey respondents (2015)

	All People in Households Surveyed		Respondents	
English Gypsy	130	38%	46	40%
English Traveller	84	25%	28	24%
Irish Traveller	82	24%	20	17%
Romany Gypsy	25	7%	10	9%
Scottish Traveller	10	3%	2	2%
White British	7	2%	6	5%
Scottish Gypsy	2	1%	1	1%

⁶ Cemlyn, S., Greenfields, M., Burnett, S., Matthews, Z and Whitwell, C. (2009) *Inequalities experienced by Gypsy and Traveller communities: A review*, University of Bristol and Buckinghamshire New University.

Horse dealers	1	0%	1	1%
Irish	1	0%	1	1%
Total	343	100%	115	100%

Weighted 2015 survey data.

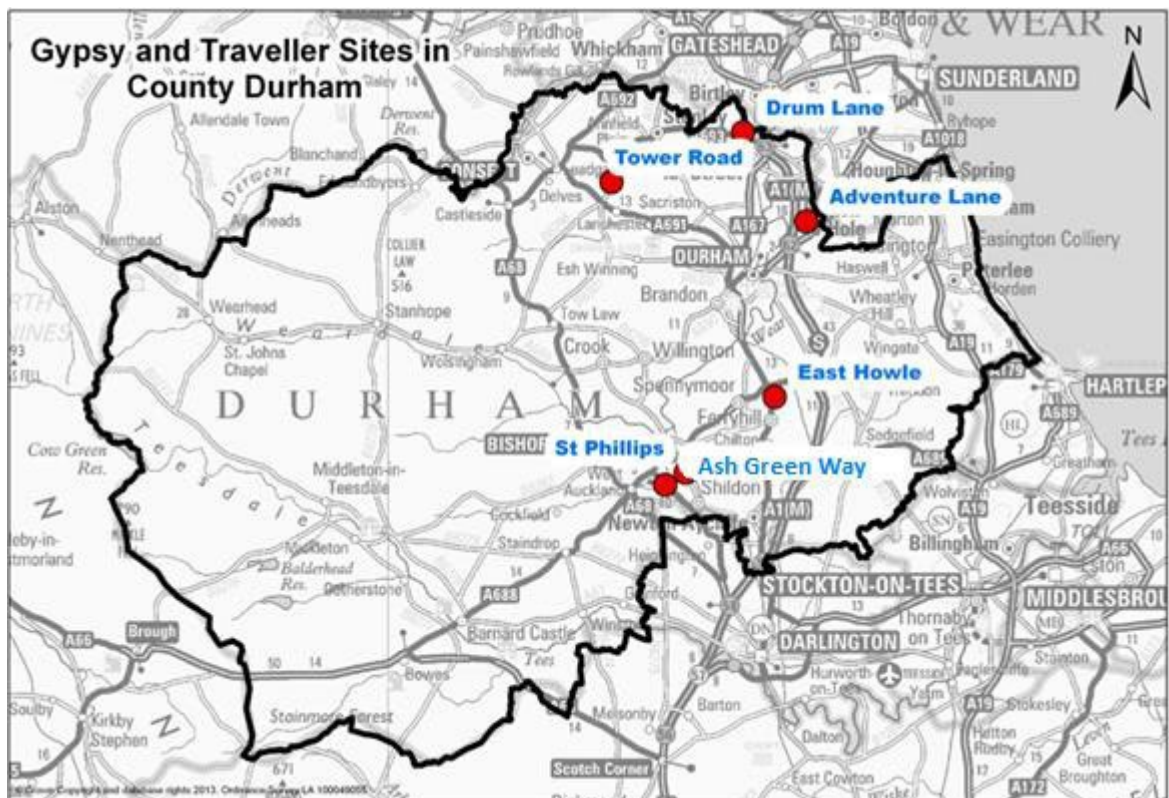
5. Site Accommodation for Gypsies and Travellers

- 5.1 Most of County Durham's Gypsies and Travellers who live in caravans are housed on the six Council sites which have 126 pitches between them. There are also 35 private pitches granted planning permission between 2007 and November 2017 (see Table 4).
- 5.2 In particular, County Durham also has an exceptionally high proportion of social pitches relative to other English Authorities. The DCLG's Live Tables related to the Caravan Count on sites provided by all Local Authorities and Registered Providers in England show County Durham has the second highest number of social pitches of any authority in England, and offers the highest caravan capacity of all. These live tables suggest the number of social pitches in County Durham is generally between two and four times higher than other English authorities.

Sites provided by Durham County Council and the site rebuilding programme

- 5.3 The Council provides six permanent Traveller sites, with 126 pitches at various locations around the County (see Figure 1). Over the last seven years the Council has carried out a comprehensive rebuilding programme on all six sites while also increasing provision on them by an additional ten pitches. The sites at St. Phillips and East Howle were rebuilt in 2009 and 2011 respectively, in the first stage of an ambitious site renewal programme. The four other sites have been rebuilt between 2013 and 2015.

Figure 1: Location of Durham County Council Traveller Sites



- 5.4 Before the rebuilding programme the environmental standards on sites were less than ideal. A review of the management of Traveller Sites across County Durham in 2012 by the Council found that 20% of pitches were vacant (23% on East Howle which had been recently refurbished). Some of this might be explained by the introduction of formal licences as required by the Mobile Homes Act 2010 and more restrictive management arrangements.
- 5.5 Durham County Council's comprehensive new build approach offered an opportunity to produce clean, modern, warm and welcoming living environments. Each site now has its own new heated community room, modern access roads which properly accommodate the need to manoeuvre caravans, and offers a range of utilities. Each pitch has its own amenity block with toilet, bathroom, day room/kitchen and provision to easily link to utilities. All pitches are fenced and able to accommodate a static caravan, a touring caravan and related parking⁷.
- 5.6 Management regimes have been changed and improved in parallel with the refurbishment. Pitch fees have increased to reflect investment and improvement on site and changes have been made in relation to the improvement of utilities. Lettings are made through the waiting list, except in the case of homelessness, and a priority banding system has very recently been applied to the waiting list. The Council has continued with procedures of regular and positive engagement with those renting pitches through monthly meetings with wardens drawn from the Gypsy and Traveller community and regular visits from dedicated site officers.
- 5.7 Site plans were developed in consultation with the Gypsy and Traveller communities as well as being guided by nationally established best practice. The pictures (Figures 2 to 4) show a typical amenity block before investment began and the standards achieved in the programme's end product.

Figure 2: A typical amenity block before rebuilding



⁷ The pitches at the St Phillip's Park site are smaller than those on the other Council sites and parking is more difficult.

Figure 3: Amenity blocks and pitches after the rebuilding programme



Figure 4: Bathroom facilities after the rebuilding programme



- 5.8 As a result of this re-building initiative, ten extra pitches have been created. Table 2 sets out current details of the Council sites.
- 5.9 The refurbishment process itself inevitably gave rise to significant disruption across sites. Two sites were refurbished some time ago, but the programme on the other four has been completed more recently with the last site becoming available for re-letting in February 2015. Over the refurbishment period residents from these four sites were variously relocated on commercial caravan sites, other Council sites or in housing; some left the County. There has subsequently been a period of 'bedding in' in relation to these changing circumstances as residents have relocated onto the sites and vacant pitches have been let.

Table 2: Details of Durham County Council's Traveller sites

Site	Location	Set up	After rebuild	Pitches
Adventure Lane	West Rainton	1988	Jun-14	19
Ash Green Way	Bishop Auckland	1972	Feb-15	25
Drum Lane	Birtley	1978	Oct-14	19
East Howle	Metal Bridge, Ferryhill	1984	Mar-11	25
St. Phillips	Coundon Grange	1986	Aug-09	25
Tower Road	Greencroft, Stanley	1985	Jul-14	13
TOTAL				126

5.10 Survey responses from Gypsy and Traveller households and information from Council officers managing sites have also highlighted that it is taking some time since the sites were rebuilt, for residents to adapt to new systems of payment for water and electricity. Considerable support and advice has been given by Council officers and other support services to help households understand how to maintain payments and avoid arrears which could potentially lead to evictions or terminations.

5.11 The Council's modernisation programme appears to have been the largest in the country and entailed the complete rebuilding of all the sites. The total package drew on capital expenditure of £9.2 million, including £4.2 million funding from the Homes and Communities Agency, with capital cost averaging out at just over £73,000 per pitch. Only Wiltshire exceeded County Durham in its successful drawdown of public funds, as shown in Table 3 below. The DCLG's Live Tables related to the Caravan Count on sites provided by all Local Authorities and Registered Providers in England shows that almost 40% of English local authorities provide no socially rented sites at all. Fewer than one in nine made a bid to the Homes and Communities Agency for Gypsy and Traveller to improve or provide pitches, with most bids appearing extremely modest in the scope of improvement/pitch provision proposed.

Table 3: Homes and Communities Agency funding for Traveller Site renewal (2016)

Council	HCA funding	No of pitches	Council	HCA funding	No of pitches
1 Wiltshire	£7,939,014	100	20 Halton	£848,856	12
2 County Durham	£4,171,139	124*	21 Salford Council	£750,000	25
3 Leicester	£2,908,075	37	22 Bath and North East Somerset	£750,000	13
4 Shropshire	£2,573,424	52	23 Solihull	£695,000	11
5 Cheshire West and Chester	£2,520,000	30	24 Chichester	£630,000	9
6 Leeds City Council	£1,884,000	53	25 Wokingham	£575,000	20
7 Darlington	£1,800,000	20	26 Tonbridge and Malling	£549,093	8
8 Telford and Wrekin	£1,734,558	25	27 City of Bradford	£468,734	47
9 Bedford	£1,612,575	18	28 Harborough	£440,000	5
10 Doncaster	£1,440,000	16	29 Guildford BC	£432,000	5
11 Teignbridge	£1,350,000	15	30 City of York	£423,500	6
12 East Riding	£1,323,349	24	31 Mid Sussex	£400,000	10
13 Cornwall	£1,248,440	66	32 Herefordshire	£395,390	10
14 Plymouth City Council	£1,170,000	13	33 Sefton	£364,884	20
15 South Cambridgeshire	£1,103,856	16	34 North Somerset Council	£219,000	7
16 Hull City Council	£1,100,000	70	35 Devon County Council	£183,814	11

17	Rugby BC	£918,000	18	36	Bolton Council	£163,701	26
18	Redcar and Cleveland	£890,004	18	37	Wychavon	£150,000	2
19	Ryedale	£888,711	20	38	Nuneaton and Bedworth	£55,000	1

Source: HCA via Durham County Council

*This figure is in error and should be 126

- 5.12 The Council's sites now offer the highest socially-rented caravan capacity in the country, with room for 252 caravans. Sites appear particularly well maintained compared to sites visited by the research team elsewhere. Improved management systems have been introduced by the Council over the last year including new application and allocation procedures involving a needs based banding system. The Council has been identified as an example of best practice by Jo Richardson and Janie Codona of the Centre for Comparative Housing Research at De Montford University⁸.
- 5.13 Table 4 shows the number of sites and pitches provided by the Council alongside that of other North East local authorities. County Durham provides more than any other authority in the North East and more than three times as many pitches as the next largest provider⁹. Even when standardised by 100,000 households to permit a fairer comparison, County Durham remains the largest provider with more than twice the standardised figure for England as a whole.

Table 4: Traveller Caravan Sites Provided by Local Authorities and Private Registered Providers in the North East and England Total

	Sites	Residential Pitches	Caravan Capacity	Standardised per 100,000 households	
				Pitches	Caravan Capacity
County Durham	6	126*	252	55	110
Northumberland	2	37	76	26	54
Stockton-on-Tees	1	27	54	33	66
Middlesbrough	1	21	63	36	109
Gateshead	1	20	40	22	44
Redcar & Cleveland	1	18	36	30	60
Hartlepool	0	0	0	0	0
Newcastle	0	0	0	0	0
North Tyneside	0	0	0	0	0
South Tyneside	0	0	0	0	0
Sunderland	0	0	0	0	0
England	322	5,071	8,808	22	38
Darlington (Private)**		109		232	

*There is an error in the CLG Caravan Count Live Tables where the number of pitches is given as 125

**Darlington Borough Council own two sites which are leased to private providers

Source: DCLG Caravan Count, Live Tables, November 2015

⁸ Richardson, J. and Codona, J. (2016) *Managing and delivering Gypsy and Traveller sites: negotiating conflict* Chartered Institute of Housing on behalf of JRF and De Montfort University.

⁹ This excludes Darlington which registered no Local Authority and Private Registered Providers although they do lease two sites to private providers.

6. Population and household estimates

- 6.1 Whilst there is very good information from Council records and survey information about Gypsies and Travellers living on sites, information on Gypsies and Travellers living in housing is much less robust. In order to produce a reliable estimate of the Gypsy and Traveller population in County Durham in both housing and on sites, Renaissance Research has triangulated the available sources; working from what is known to provide a reliable estimate of what has so far been unknown. Particular use has been made of:
- The 2011 Census;
 - The audit of households living on Council sites conducted by Durham County Council in 2015;
 - Recent information from Durham County Council's Traveller Education Service on the number of school age children;
 - Information from the Council's Planning department about the numbers of pitches and caravans on private sites; and
 - The survey of households living on Council sites and on private sites carried out in October 2015
- 6.2 There is very limited information available about Gypsies and Travellers living in mainstream bricks and mortar housing, especially those without school age children. It is only possible to understand the number of housed Gypsies and Travellers from secondary information, much of which itself requires careful scrutiny. This is significant because leading academic Pat Niner has suggested that three times as many Gypsies and Travellers live in bricks and mortar as live permanently in caravans on sites (Niner, 2013). The 2011 Census bears this out in that nationally it found 76% of Gypsies and Travellers lived in bricks and mortar and 24% lived in caravans.
- 6.3 The Census identified 58,000 people in England and Wales as a Gypsy or Irish Traveller, 0.1 per cent of the usual resident population. The figure for England alone was 54,895. The figure most often quoted previously for the total size of Gypsy and Traveller communities nationally came from the Commission for Racial Equality who had suggested that the likely total number was around 0.6% of the population, somewhere over 200,000 across the country but concentrated in various historic centres.
- 6.4 The Census recorded 467 individuals in County Durham with the ethnic group "White: Gypsy or Irish Traveller"¹⁰. The number of households where the household

¹⁰ The briefer term "Gypsy or Traveller" has been substituted for the formal term in this report when referring to this ethnic group in the Census

representative¹¹ described themselves as a Gypsy or Traveller was 165, with 47 of these living in caravans or mobile homes and 118 living in housing. It has been assumed that the 30 persons who identified as Gypsies or Travellers but were living in a household with a non-Gypsy/Traveller household representative were living in housing¹².

- 6.5 In County Durham, there were 137 people living in caravans who identified as Gypsy or Traveller in the Census. This is a significant undercount, as the population of the sites (Council and private) at the time is estimated to have been 353, indicating that only around 39% of the true population in caravans was captured by the Census. Table 5 explores a variety of scenarios.
- 6.6 First, the relationship between the population of Gypsies and Travellers identified in the 2011 Census returns is compared to the known population living on Council and private sites (both 2011 and 2015 figures are provided). Only 137 (39%) of the estimated 353 Gypsy and Traveller persons living in Caravans were captured in the Census returns. If the ratio of caravans in the Census to actual caravans (2.6:1) is applied to the population in housing with a minor adjustment for growth since 2011 (3% per year) then a figure of 957 is generated for 'housed Gypsies and Travellers' and 1,343 for the overall population for the County.
- 6.7 An alternative assumption is that the ratio of the housed population to site population is the same as the national relationship recorded in the Census (3.2:1). This generates a figure of 1,222 for 'housed Gypsies and Travellers' and an overall population of 1,608 for the County.
- 6.8 Finally these assumptions are compared with an approach to calculating the population which works backwards from the school age population. This approach has been adopted in similar assessments for Greater Manchester, North Yorkshire and the East Riding of Yorkshire. It was also used in the Gypsy and Traveller Health Needs Assessment commissioned in 2010 by Durham County Council and NHS County Durham and Darlington.
- 6.9 Durham County Council's Traveller Education Service has good information about the number of Gypsy and Traveller children (both Gypsies and Travellers who'd identified themselves as such and those who had not) with whom they are working both on sites and in housing.
- 6.10 The Traveller Education Service are currently (August 2018) aware of around 500 Gypsy and Traveller children of school age and 626 children aged 0 to 18 years.
- 6.11 A ratio of 1.3 households for every school age child on sites was established in the site audits. Applying this to the 500 school age children suggests 650 households in total.
- 6.12 On the basis of these three estimates it seemed reasonable to believe that the total population of Gypsy and Traveller persons living in the County Durham lay between 1,300 and 1,800 (in round numbers). The mid-point gives 1,550.

¹¹ A proxy for the outdated term 'head of household'

¹² It is thought unlikely that a household representative living in a caravan or mobile home with Gypsies and Travellers would not have identified in that way if members of his or her household had.

Table 5: Population and household estimates

	Census 2011	%	LA Sources 2011	LA Sources 2015	Assuming ratio of caravans in the census to actual caravans (2.6:1) applies in housing (2015)	%	Assuming ratio of housed population to site population is the same as the national estimate (2015)	%	Estimate based on School Age Children 2018	%
Population										
Total	467				1343		1608		1815	
Council Sites			313	341	341		341			
Private sites			40	45	45		45			
In Caravans	137	29%	353	386	386	29%	386	24%	436	24%
In Housing	330*	71%			957	71%	1222	76%	1379	76%
Households										
Total	165				474		569		650	
Council Sites			92	123	123		123		126	
Private sites			8	9	9		9		28	
In Caravans	47	28%	100	132	132	28%	132	23%	154	24%
In Housing	118	72%			342**	72%	437	77%	496	76%
Avg household size										
Total	2.8				2.8		2.8			
Council Sites			3.4	2.8	2.8		2.8			
Private sites			5.0	5.0	5.0		5.0			
In Caravans	2.9		3.5	2.9	2.9		2.9		2.8	
In Housing	2.8				2.8		2.8		2.8	

*Including 30 unknown

**Adopts average household size in housing from Census

- 6.13 On the same basis, the number of Gypsy and Traveller households is estimated to lie between 470 and 650. A mid-point would give 560. In 2018 the County's Traveller Education service reported that they were working with 292 families (children from 0 to 18 years). This is significant as it suggests that households with children comprise 52% of Gypsy and Traveller households in the County. This suggests they are 1.4 times more likely to contain children than other households. While it may be that this is due to an under-estimate of the total number of households in housing the Census figures for households with children as a proportion of all households suggest a similar figure (see Table 6).

Table 6: Households with children

	Gypsy or Irish Traveller (Census)	All ethnicities (Census)
All households	165	223,803
Households with children (dependant and non-dependant)	82	84,746
%	50%	38%

Source: Census 2011

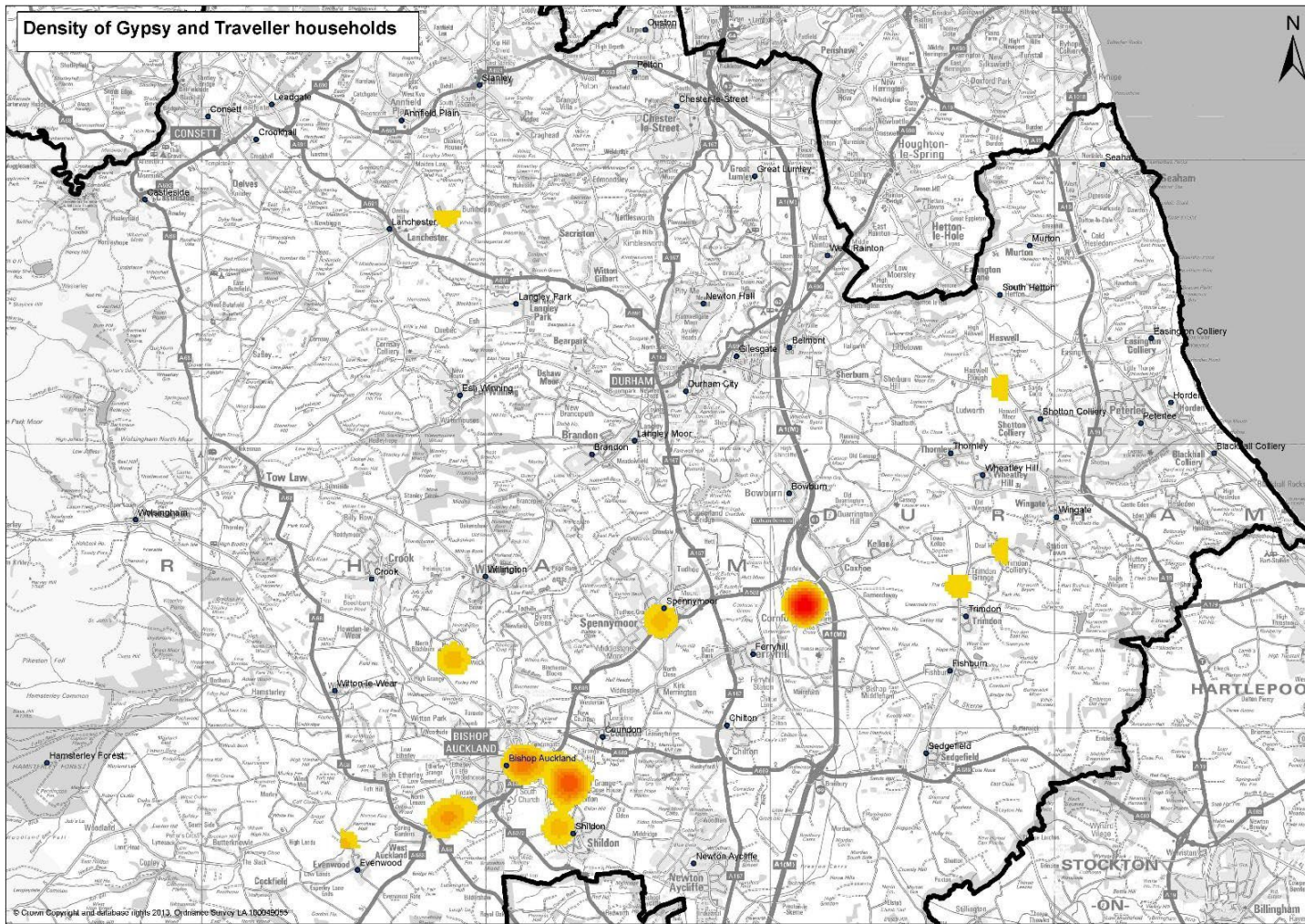
- 6.14 Gypsies and Travellers are not distributed evenly across the County. The main concentrations are associated with the locations of the six Council sites. Table 7 compares data on concentrations by ward derived from two sources: the Census and Durham County Council's Traveller Education Service (2013). Figure 5 shows the likely geographical distribution across the County of Gypsy and Traveller households living in housing with school age children using data from the Traveller Education service.

Table 7: Distribution of Gypsies and Travellers across County Durham

	2011	Households
Coundon (Includes St Philips and Green Lane sites)	9%	16%
Sherburn (Includes West Rainton Site)	9%	8%
Woodhouse Close	6%	4%
Pelton (Includes Drum Lane site)	5%	5%
Annfield Plain (Includes Tower Road site)	5%	4%
Framwellgate Moor	5%	0%
Ferryhill (Includes East Howle site)	4%	3%
Shotton	3%	3%
Bishop Auckland Town	3%	0%
Chilton	3%	6%
Dawdon	3%	0%
Esh	3%	3%
West Auckland	2%	5%

Source: Census 2011 and Durham County Council Traveller Education Service (2013)

Figure 5: Density of Gypsy and Traveller Households living in Housing with School Age Children



Source: Durham County Council Traveller Education Service

Accommodation preferences

- 6.15 Table 8 compares the household types of Gypsy and Traveller households on sites and those recorded in the 2011 Census¹³. It appears that couples (both with and without children) and older single people are over-represented on sites while younger single person households and lone parents are under-represented.

Table 8: Household types on Sites and in the 2011 Census

	Survey on sites 2015	Gypsy and Traveller households in County Durham (2011 Census)
Couple - no children at home	16%	11%
Couple - with children at home	28%	18%
Lone parent	23%	27%
Single person (60 years and over)*	11%	4%
Single person (under 60 years)*	15%	27%
Other	7%	10%
Total	100%	100%

*65 and over in the Census

- 6.16 However, Table 9 Shows how closely comparable the age breakdown is between all Gypsies and Travellers¹⁴ recorded in the 2011 Census and those recorded in the Council's Audit of site residents in 2015. While the survey of housed Gypsies and Travellers conducted in 2011 differs markedly, it is likely that this is due to the method adopted for identifying potential respondents.

Table 9: Age breakdown (Sites Audit 2015, Housed Survey and Census 2011)

Age Band	Sites Audit 2015	Housed Survey 2011	All Gypsies and Travellers County Durham (Census 2011)
0 to 30	61%	67%	0 to 29 58%
31 to 40	11%	16%	30 to 39 11%
41 to 50	11%	8%	40 to 49 11%
51 to 60	8%	6%	50 to 59 9%
60 and over	9%	5%	60 and over 10%
Total	100%	100%	100%

¹³ Some adjustments have been made to the household categories to facilitate comparison.

¹⁴ It is not possible to disaggregate the Census returns by age and dwelling type.

Survey Information on Housed Gypsies and Travellers

- 6.17 An interview survey of housed Gypsies and Travellers was conducted as part of this study in between July and October 2016. Only five interviews were achieved despite considerable efforts to identify and engage with this community (see 3.16).
- 6.18 Three of the five respondents reported that they had lived in their current home for over five years and while the other two households had moved in more recently, they had all moved there from another house and in total had been living in housing for over five years. Three of the five respondents had previously, at some point, lived in trailers; two on County Durham's sites and one on a private family site.
- 6.19 Two of the five had not travelled at all for over five years and said that they were unlikely to do so in the future. The other three indicated that they travelled each year and attended horse fairs (such as Appleby) but that they or other family members did not travel for the purposes of their work.
- 6.20 Only one of the five respondents had considered moving onto a site and had instead opted for housing due to the health requirements of a member of her household.
- 6.21 Only one new family is likely be formed from these households in the next five years. The geographical location and type of accommodation preferred was unknown.
- 6.22 A more extensive interview survey of 46 Gypsy and Traveller households living in bricks and mortar housing was conducted by Durham County Council in 2010¹⁵. The sample of households surveyed represented 12% of the Gypsy and Traveller communities. This response rate is higher than those achieved in many other surveys of housed Gypsies and Travellers across the country.
- 6.23 The survey did not, however, achieve a representative sample, and was dominated by households with children – 36 of the 46 households interviewed had children and the average household size of those interviewed was 4.5. The limitations on the data make it hard to be sure about the numbers of households without children across all the age groups, and in particular the number of older Gypsies and Travellers. Similar surveys of Gypsies and Travellers have been commissioned by the Council and they report this as a consistent problem.
- 6.24 There is also a general methodological problem affecting assessments of need in all types of accommodation, which is that respondents are simply too likely to say that they will move home in the next few years. In fact, it is now generally accepted that around three times as many households in the population as a whole say they expect to move over a given timeframe than actually do so (Bryan, 1999).
- 6.25 In the 2013 Travellers Accommodation Assessment, the number of housed Gypsy and Travellers expected or wanting to move on site was scaled back to reflect people's propensity to say they will move, when it is unlikely they will do so. However, even the conservative estimates made in the 2013 assessment about housed Gypsies and Travellers moving intentions proved to be over-estimates when letting information was analysed following refurbishment. The Audit of site residents in 2015 suggests that there were 17 new lets to households previously living in County Durham. Of these only 5 had previously been resident

¹⁵Interviews were conducted by two former employees of EMTAS (the Council's then Traveller Education Service) and a respected member of Gypsy and Traveller community. The survey used a snowballing technique to secure the sample.

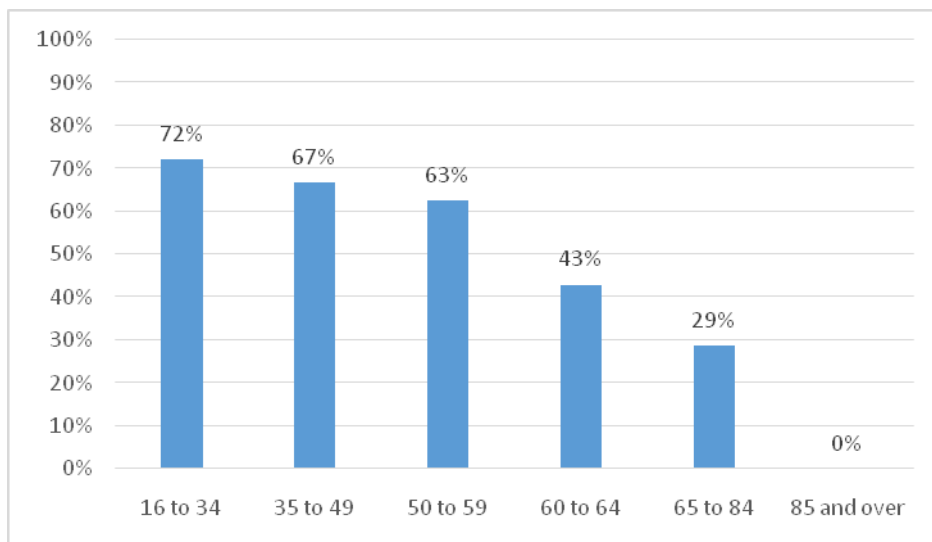
in bricks and mortar accommodation, and a number of these seem likely to have arisen as a result of cumulative shortage over the refurbishment period.

- 6.26 This demonstrates that, even at a point when new lets were plentiful, very few housed Gypsies and Travellers from County Durham chose to move onto sites, with evidence of low demand reinforced by the waiting list. Site wardens confirmed that the wider Gypsy and Traveller community were aware of the new waiting list and associated allocation policies.
- 6.27 Very low demand from Gypsies and Travellers in housing continues to be evident from the waiting list and lettings data. There are currently only three active applications on the County's waiting list for sites from households living in housing in County Durham. Of these, two are emerging due to new family formation. It can therefore be reasonably assumed that very few of the existing housed Gypsy and Traveller households in the County will prefer to move onto sites in the future.
- 6.28 Given these preferences, it seems likely that the housed population will continue to grow, with many second and third generation Gypsies and Travellers only ever having experienced housing as their settled home. It also seems likely that some newly forming households from sites will settle into housing. A culture within many Gypsy and Traveller households is that female partners will move to where their male partner lives, which it would seem reasonable to assume, in statistical terms, is more likely to be in housing than on sites.

7. Travelling practices and stop-over areas

- 7.1 The weighted survey data (2015) suggests that almost two thirds (63%) of households on sites travelled last year for some of the year. As figure 6 shows, the propensity for travelling declines with age.

Figure 6: Travelled last year by age band



Weighted survey data 2015

- 7.2 About 62% of the households interviewed indicated that they regularly travelled for some of the year. For a small number of households this practice was restricted to only a couple of weeks each year but a majority (57%) indicated that they travelled for two or three months of the year – normally during the summer months (see Table 10).

Table 10: Length of time travelled annually (Sites)

	N	%
No more than thirteen days	3	4%
2 to 4 weeks (or one month)	16	22%
5 to 8 weeks (or 2 months)	23	32%
9 to 12 weeks (or 3 months)	18	25%
13 to 26 weeks (or 6 months)	10	14%
Over 6 months but less than 10 months	2	3%
Total	72	100%

Source: Weighted Survey 2015

- 7.3 Survey respondents were asked about their reasons for travelling. Most respondents gave more than one reason. The most frequent reasons given were Horse Fairs and to visit family and friends. Only 4 out of the 54 households surveyed indicated that their travel was 'work related'. So only a very small percentage (7.4%) appear to be engaged in the work-related travel which would see them meet the 2015 re-drafting of the Gypsy and Traveller planning purposes definition (See Table 11).

Table 11: Reason for travelling

Reason	N	%
Horse fairs etc.	59	27%
Visit family/friends	56	26%
Personal preference	44	20%
Only way of life I know	32	15%
Family events (weddings/funerals etc.)	14	6%
Work related	7	3%
Religious conventions/missions	6	3%
Other	1	0%
Total Reasons	219	100%

Source: Weighted Survey 2015

- 7.4 Around the same proportion of households interviewed in the housed survey (63%) indicated that they travelled in the year prior to the survey. Most (58%) of these travelled for at least three months (see Table 12).

Table 12: Length of time travelling (Housed)

	N	%
No more than thirteen days	3	10%
2 to 4 weeks (or one month)	7	24%
5 to 8 weeks (or 2 months)	2	7%
9 to 12 weeks (or 3 months)	4	14%
13 to 26 weeks (or 6 months)	10	34%
Over 6 months but less than 10 months	3	10%
Total	29	100%

Source: Housed Survey 2013

- 7.5 The Council has adopted a policy of providing temporary stop-over areas at appropriate locations around the county. There are six in Teesdale (available for a maximum of 28 days) and four in South West Durham. They are heavily used in the Travelling season. The Council also operates a tolerant unauthorised encampment procedure, with unauthorised encampments accepted for short periods on Council land where they do not cause substantial problems. Temporary toilets and waste disposal arrangements are often provided in these circumstances.
- 7.6 Unauthorised encampments are a common occurrence in County Durham. Table 13 shows the annual levels of unauthorised encampments in each year from 2006 until the end of 2017/18, using data supplied by Durham County Council's Gypsy, Roma, Traveller Service. These figures do not include those that stay on the Council's six Temporary Stop Over Areas which are intensely occupied in the weeks around Appleby Fair. The Council have heavily promoted these sites and in 2017/18 the number of encampments at the Temporary Stop Over Areas came to 144. This to some extent explains the decline in encampments occurring elsewhere.

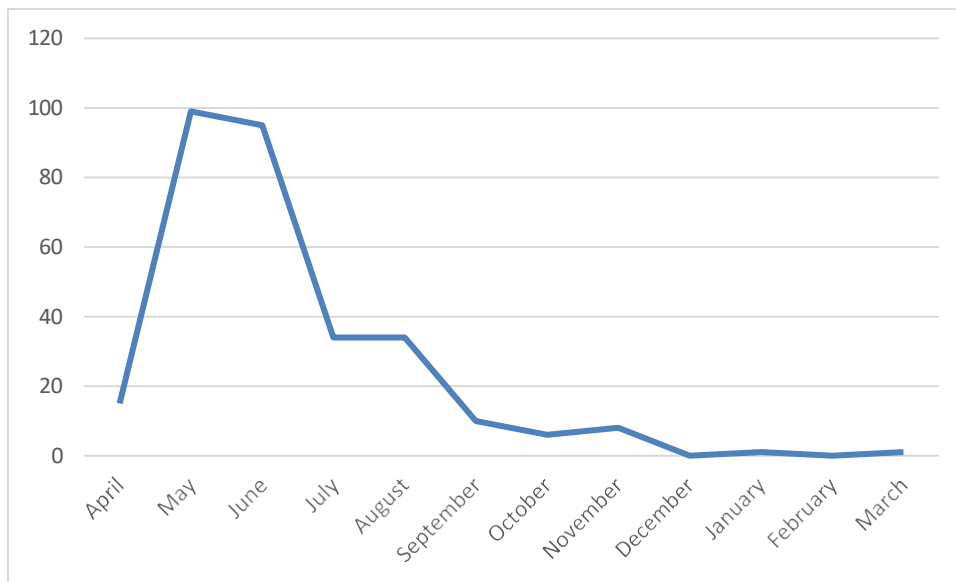
Table 13: Unauthorised encampments in County Durham 2006/07 to 2015/16

Year	On DCC land	On private land	Annual totals
2006/07	111	15	126
2007/08	123	18	141
2008/09	165	49	214
2009/10	288	19	307
2010/11	279	64	343
2011/12	317	41	358
2012/13	232	48	280
2013/14	113	66	179
2014/15	123	26	149
2015/16	108	30	138
2016/17	90	22	112
2017/18	89	70	159

Source: Durham County Council Traveller Liaison Service

- 7.7 These encampments are seasonal as the distribution by month set out in Figure 7 shows. While the number of encampments on private land appears high for 2017/18 the overall trend has been down.
- 7.8 Council records suggest that a high proportion of those on unauthorised encampments live in housing and are travelling to seasonal fairs and events along with family gatherings.

Figure 7: Unauthorised encampments by month 2017/18



Source: Durham County Council Traveller Liaison Service

- 7.9 The seasonal nature of unauthorised encampments, and their concentration in parts of the County associated with fairs or other events of significance to Gypsies and Travellers suggests that unauthorised encampments in County Durham are more to do with the travelling culture itself rather than indicating accommodation need. In particular, parts of County Durham are situated on traditional travelling routes to Appleby Horse Fair.

7.10 This interpretation is borne out by the reasons provided to the Council (see Table 14). Very few encampments appear to be associated with either homelessness or attempts to secure planning permission.

Table 14: Reason for Unauthorised Encampment 2009-13

Reason	%
Fairs/Events	46.4%
Travelling	42.4%
Visiting Family	5.8%
Working	2.6%
Medical	1.1%
Homeless	0.9%
Other	0.4%
Planning a Private Development/Yard	0.3%
Total	100.0%

Source: Durham County Council Traveller Liaison Service

7.11 A small number of unauthorised encampments might be attributed to homelessness and this is borne out by the waiting list for Council sites. The supply and demand analysis put forward in section 9 of this report takes this into account in calculating the need for sites.

8. Current demand for Durham County Council sites

- 8.1 On reviewing the management of its Gypsy and Traveller sites in 2012, the Council had found 20% of pitches vacant, and few 'live' applicants on the waiting list. Consequently, there remained some uncertainty about future levels of pitch take up on the four sites refurbished in the 2013-15 period, especially as pitch fees were being increased to better reflect the true costs of providing a more customer-focussed management service. In the event, take up has proved strong on the newly refurbished sites. Only five pitches found to be empty during the household survey of October 2015, with three of these about to be re-let. The latest review of occupancy levels (September 2018) revealed that four pitches were vacant.
- 8.2 This section has drawn on lettings and termination data since the completion of the rebuilding programme in February 2015.

Table 15: Details of Durham County Council's Traveller sites and the Rebuilding Programme

Site	Location	Set up	After rebuild	Pitches
Adventure Lane	West Rainton	1988	Jun-14	19
Ash Green Way	Bishop Auckland	1972	Feb-15	25
Drum Lane	Birtley	1978	Oct-14	19
East Howle	Metal Bridge, Ferryhill	1984	Mar-11	25
St. Phillips	Coundon Grange	1986	Aug-09	25
Tower Road	Greencroft, Stanley	1985	Jul-14	13
TOTAL				126

- 8.3 In particular, this section maps the flows that have an impact upon the number of relets that are likely to be available on an annual basis and the level of demand that is likely to be generated.

Waiting List

- 8.4 The Council's Housing Solutions Team are responsible for the management of sites. They introduced a new banding system and waiting list in April 2016. All those living on Council sites understand that pitches are only re-let through the waiting list or, in extremis, the homelessness procedure. The Council endeavours to ensure that the wider Gypsy and Traveller community is aware of the waiting list procedure through the day to day contact of members of the community with its staff and other professionals, like health visitors. The site population is also understood to be highly inter-related with the housed community, and many are likely to be aware of the waiting list procedure through these relationships.
- 8.5 The waiting list has been taken as a useful measure of demand. At the end of August 2018 there were 13 active applicants on the waiting list. Coincidentally this was exactly the same level of demand recorded for September 2016 and reported in the TSNA 2017.
- 8.6 Table 16 gives a breakdown of the 'active' waiting list by the location and type of accommodation of the applicant as of 1 September 2018.

Table 16: Active waiting list by current location and type of accommodation (Sept 2018)

	County Durham	Outside of County Durham	Unknown	Total
House	2	2	0	4
Roadside	3	0	1	4
Trailer	4*	1	0	5
Total	9	3	1	13

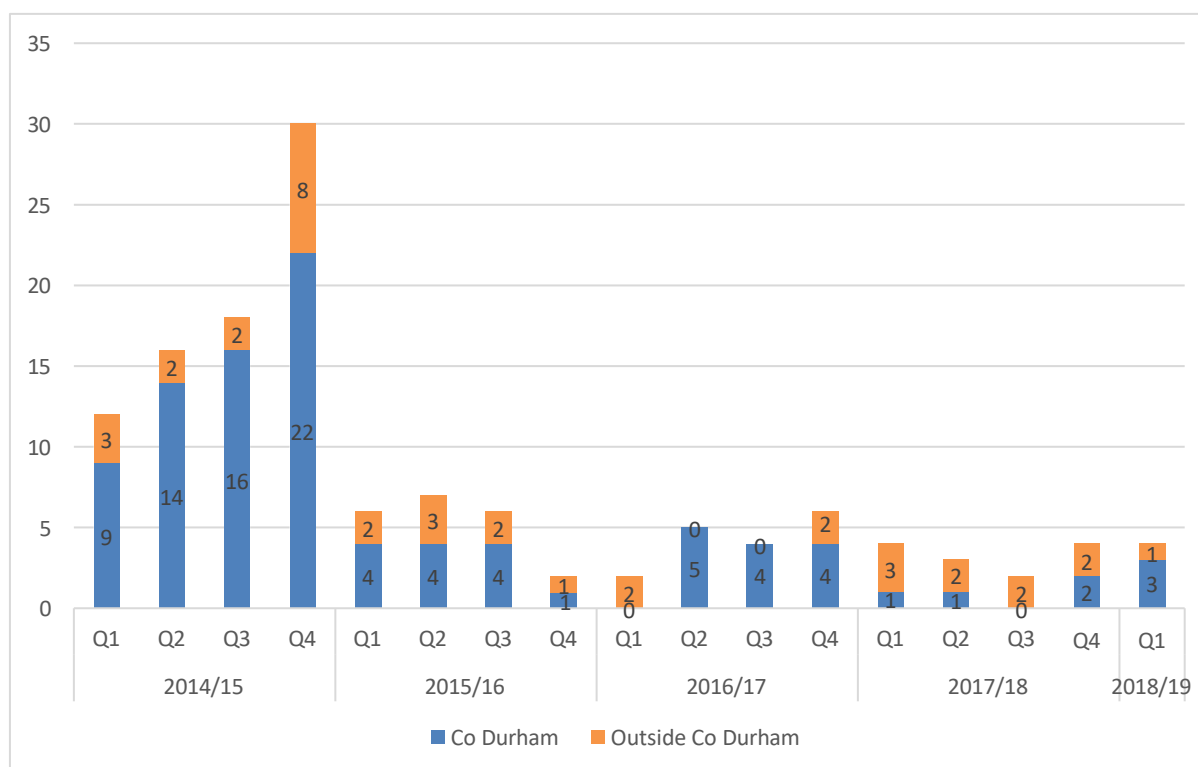
*All four of these applicants were ‘living with parents on Council sites –only one of these households was deemed to be overcrowded

Source: Durham County Council

8.7 The picture from the waiting list is that new demand from households in County Durham continues to be low. Of the nine, two had been offered Council pitches and declined them (a concealed family and a family living on the roadside). Demand from outside County Durham is now lower, and includes only one household that is currently living in a trailer. This supports the view expressed in the 2016 Assessment (TSNA, 2017) that the turnover of pitches has returned to a more stable equilibrium.

Lettings

Figure 8: Lettings on Council Sites 2014/15 to Q1 2018/19



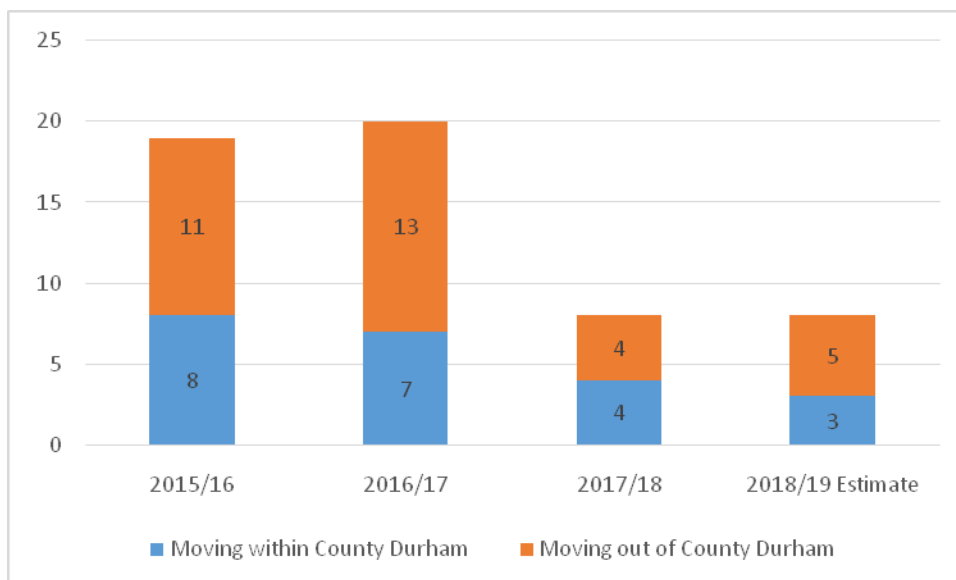
8.8 Lettings data has been collected consistently since April 2014. Figure 8 shows how the number of pitches let has, following the staged re-opening of sites in 2014/15, declined to an average of around one per month excluding internal transfers.

8.9 These new-lets represent demand from: those moving from within the County either from housing or from private sites, and in-migrants (i.e. those moving from outside of the County).

Terminations

8.10 Terminations data has also been collected since April 2015. Figure 9 shows there were 19 terminations in the year following the staged re-opening of sites (2015/16), excluding internal transfers. Terminations have been significantly lower, as expected, since 2016/17 at an annual figure of eight.

Figure 9: Terminations 2015/16 to 2018/19



Households likely to move from bricks and mortar accommodation onto sites

8.11 Only five housed Gypsy and Traveller households were prepared to participate in the 2016 housed survey despite considerable efforts to identify and engage with this community (see para. 3.16). Of the five households interviewed, all had lived in housing for over five years (three in their existing home). Only one had considered moving on to a site but they had decided on housing due to their family's needs. No comments were made about the affordability of sites but this was identified by those living on sites (2015 Survey) as a potential reason for moving into housing.

8.12 Over the last two complete years (2016/17 and 2017/18) allocations have been made to 8 households who were relocating from housing.

8.13 Either way, this suggests that demand from housing is now lower than it has been. An annual flow of four per year has been estimated, projecting forward the numbers from houses that moved on to sites each year since April 2016.

Older people vacating pitches

8.14 In 2013 it was estimated that 20 pitches would be vacated by older residents over a period of ten years. As a result of the rebuilding programme, the accommodation has been made more amenable for older people and the survey conducted in October 2015 suggested fewer would move off as a result of the aging process. The Health Needs Assessment (2010) suggests that the number of Gypsies and Travellers aged over 85 years is less than the national average.

8.15 The numbers of older people (65+) living on sites showed a steady drop between 2010 and 2015 (see Table 17). No up-to-date figures are available.

Table 17: Council site residents by age band

	Council Audit2010	Council Audit2015	2015 Survey
Under 16	39.0%	38.1%	37%
16 to 34	28.0%	29.8%	26%
35 to 49	22.0%	15.9%	18%
50 to 59	2.0%	7.3%	10%
60 to 64	1.0%	2.8%	3%
65 to 84	8.0%	5.9%	6%
85 and over	0.0%	0.3%	0%
Total	100.0%	100.0%	100%

8.16 In 2015 there were ten cases where all household members were over 70 years (Site Audit 2015). In the 2016 Assessment, it was considered likely that vacancies due to ageing and mortality would occur at the rate of just one per year overall.

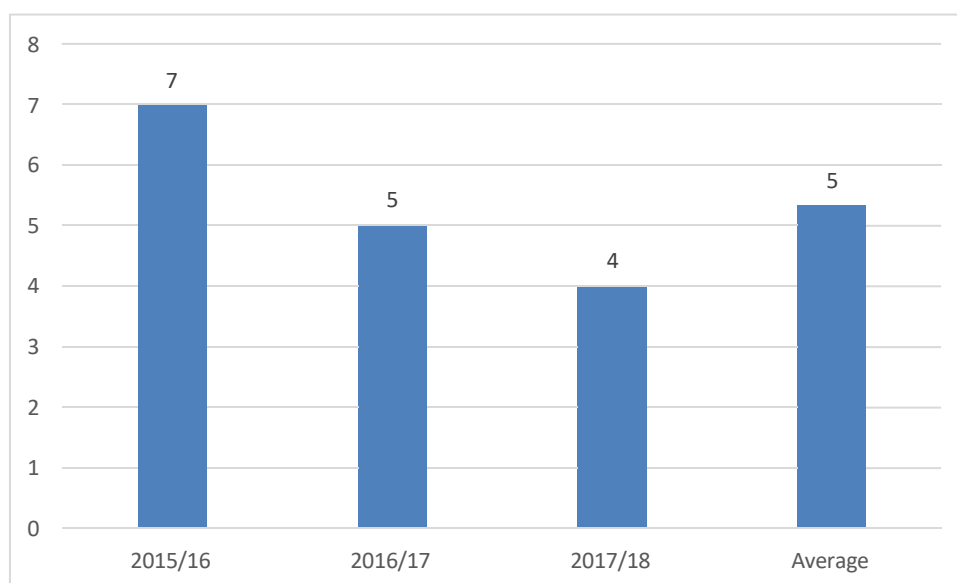
8.17 The ages of the occupants of households who have terminated their pitches over the last five quarters are not currently available. For the purposes of making pitch requirement estimates, older people who terminate due to mortality and old age are therefore incorporated with younger households moving to housing from Council sites in County Durham (see Section 9).

All households likely to move into bricks and mortar in County Durham

8.18 Three survey respondents (2015 weighted) indicated that they were likely to move into bricks and mortar housing in the next year. In these cases there was reference to the high costs associated with living on sites (pitch fee, water and electricity) compared with housing.

8.19 In April 2015 the authority began, where able, to record the reason for termination and the type of accommodation the occupant moved into. This includes those terminating due to old age, as explained in paragraph 8.18 above. Over the last three complete years an average of five households moved off sites and into housing in County Durham.

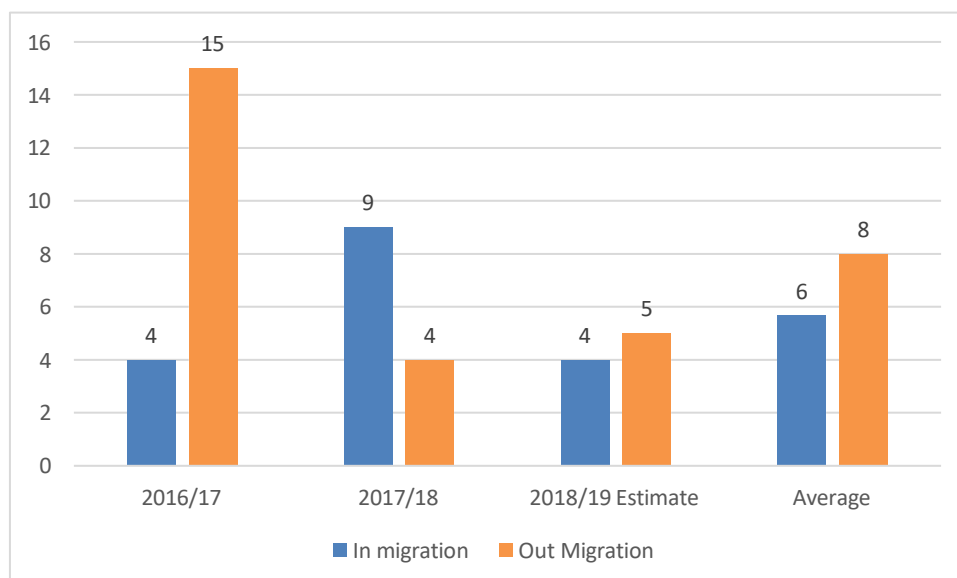
Figure 10: Households terminating a pitch and moving to Housing in County Durham



In/out migrants

- 8.20 The 2015 audit of sites indicated that 13 households moved onto sites from outside of the County; at the point where high number of lets became available following the rebuilding programme. This was a high proportion of these new lets; almost half when allowance is made for two lettings to those in County Durham who lived on a private site then in the process of being refurbished. 2015 Survey information suggested that a high proportion of these in-migrants were related to existing households who have lived on sites in County Durham for many years. Information also suggested that a few may have been displaced outside the County during the refurbishment process. A significant proportion of these in-migrants lived on permitted sites for Gypsies and Travellers elsewhere in the country.
- 8.21 Those that moved onto sites at that time included households from all over Britain. Only a few households moved into County Durham from adjoining authorities, with no strong local trend evident. Areas of origin included:
- The North West;
 - Yorkshire;
 - The Midlands;
 - The South East;
 - The South West;
 - Scotland; and
 - Northern Ireland
- 8.22 As for out-migration, only one 2015 survey respondent indicated that his/her family would move away from County Durham in the next year.
- 8.23 The lettings and terminations data, however, suggest that the average annual out-migration has been slightly higher than the in-migration since April 2016.

Figure 11: In- and Out-migration since April 2016



Private sites in County Durham

- 8.24 Planning permission had been secured for 24 pitches on private sites across the county between 2009 and the end of March 2016 (see Table 18). These are mainly small, single family sites, varying in the standard of accommodation they offer, but with some of a very high

quality. One site was granted temporary permission on appeal in 2011. This was a five-year permission which expired in 2016. The occupant reapplied for permission. This was declined and the applicant is currently going through the appeals process.

Table 18: Planning permission for private sites 2009-15

Year	Reference	Caravans	Pitches	Occupied 2018	
2009	383		3	Yes	Family
2010	348		2	Yes	Family
2010	245		1	Yes	Family
2010	581	3	2*	Yes	Family
2011	384	3	2*	Yes	Family**
2011	160		1	Yes	Family
2011	221		1	Yes	Family
2013	8/CMA/5/33		3	Yes	Family
2015	CE/13/01522/FPA		4	Part	Family
2015	CE/13/01580/VOC		5	No	Family
2016	DM/16/00001/VOC		10	No	To let
2016	DM/14/03148/FPA		1	Yes	Family
Total			35		

*Pitches have been derived from 'caravans' where not designated in the application

**Granted on appeal on a temporary basis and currently the subject of a renewed appeal.

- 8.25 Further permission has been granted for 10 private pitches 'to let' and one private family pitch since April 2016, bringing the total to 35 over the last nine years.
- 8.26 Nine of the ten sites (those receiving planning approval in the assessment period to April 2015) were visited in the course of the 2016 assessment, with household interviews being secured on five of them. Two of the sites had no caravans on them and seven pitches were vacant; one of these vacant sites had been severely vandalised and the other was undeveloped. One further site had a chalet on it which may have been unoccupied and one other had a caravan on it but the occupiers said that they were not Gypsies or Travellers. The current situation is unknown.
- 8.27 It was noteworthy that five of the private sites that were visited were around Shotton Colliery and, apart from a site where the occupier stated they were not Gypsies or Irish Travellers, were all Irish Traveller sites. Four of the five households had lived on a Council site before initiating the development of their own plot.

Satisfaction with Durham County Council sites and private sites

- 8.28 When asked how they rated the Council sites, 88% of respondents in the October 2015 survey rated them either 'good' or 'very good'. Although 9% of respondents on the Council sites did give a 'poor' rating due to ongoing issues with snagging, or to parking difficulties on the site that was first to be rebuilt, where layout was not as good as on the sites rebuilt later.

8.29 The full results for satisfaction with sites and pitches recorded in the October 2015 survey, comparing Durham County Council and private sites, are set out in Table 19.

Table 19: Satisfaction with site

	Durham County Council	Private	Total
Very good	54	1	55
	65%	13%	60%
Good	19	5	24
	23%	63%	26%
Neither	1	1	2
	1%	13%	2%
Poor	9	1	10
	11%	13%	11%
Very poor	0	0	0
	0%	0%	0%
Total	83	8	91
	100%	100%	100%

Weighted survey data 2015

8.30 Some survey respondents in October 2015 felt that however good the new pitches and amenity blocks may be, they now compared unfavourably in cost terms to renting or even buying a house where ‘you’d get more for your money’. Table 20 shows that around one third of residents reported difficulty in covering their accommodation costs.

Table 20: Affordability of Durham County Council sites

How easy do you find it to pay for your accommodation		
	Number	%
Very difficult	12	11%
Difficult	22	21%
Neither	4	4%
Easy	62	58%
Very Easy	0	0%
N/A	6	6%
Total	106	100%

Weighted survey data 2015

Concealed households

8.31 The survey data (2015 weighted) suggests that there were seven households on sites with family members who currently require their own pitches. However, the live waiting list (September 2018) only contains four current site residents. Only one was in priority need (due to overcrowding). This resident had declined an offer of a pitch. It is generally accepted that living as an extended household is for some Gypsies and Travellers a cultural preference. Survey interviews on sites were carried out at a time when a high number of new lets had become available and any new household that needed to form would have been able to do so. The waiting list data has therefore been taken as a more accurate indicator.

Family formation

- 8.32 Site survey (2015) respondents were asked how many members of their family who were living with them at that time were likely or needed to move on and set up by themselves in the next five years. In total 50 such individuals were identified (including the seven mentioned above in paragraph 8.39). Of these, 30 indicated that they would prefer to live in trailers on Council sites in County Durham. While it was difficult for respondents to indicate the likely nature of the households that would be formed many referred to the cultural emphasis on marriage and in 18 of the above cases it was suggested that this was the most likely scenario. In most of the other cases it was simply suggested that it was too early to say. These findings suggest that around 30 individuals will form households that will require a pitch in County Durham over the next five years. If all of these were to set up home with other members of the community from sites, the demand for pitches would be 3 per year (60 over a period of twenty years); a growth rate of about 2% per year.
- 8.33 The site audit suggested that eight newly forming households took up pitches in 2014/15 but none were recorded for 2015/16 or 2016/17. At the end of July 2016, there were only two such households on the waiting list. Current information suggests a much lower rate of new household formation of 20 households or less over the ten year period. The higher figure of 30 households is being used but it may be that newly forming households are increasingly choosing to live in housing, particularly if marriage partners already live in this type of accommodation. Again, change on sites will need to be routinely monitored over a longer period to establish robust trends.

9. Gypsy and Traveller pitch requirements 2016-35

9.1 An assessment of the likely supply and demand for permanent Gypsy and Traveller sites in County Durham during the period 2016 to 2035 is set out in Tables 21. The baseline for the estimate remains April 2016. While the 'current' supply and demand figures have not changed the projected flows have been updated to reflect the more accurate data reported above. An estimate of 10% of all Gypsies and Travellers has been used for Gypsies and Travellers meeting the PPTS definition but it should be noted that the 2015 survey suggested 7.4% of households interviewed on sites.

Table 21: Pitch Requirement estimates 2016 to 35

		Pitches
	Supply (April 2016)	
1	Current supply of local authority pitches	126
2	Current supply of authorised private family pitches	24
3	Current supply of authorised private pitches to let	0
4	Expected increase in supply of local authority pitches	0
5	Expected increase in supply of privately owned pitches to let	10
	Flows resulting in vacancies over twenty years	
6	Households likely to move into bricks and mortar (5 per year)	100
7	Out migrants: Number of households occupying or requiring pitches that are likely to leave County Durham (8 per year)	160
	STOCK AND RELETS AVAILABLE (Sum of 1 to 7)	420

		G&T (Meeting PPTS Definition)	All G&T
	Demand (April 2016)		
8	Number of households occupying authorised local authority pitches	12	123
9	Number of households currently occupying authorised private family pitches	2	16
10	Number of households currently occupying authorised private pitches to let	0	0
11	Number of households living on unauthorised developments	0	2
12	Number of households living on unauthorised encampments and intending to stay in County Durham	0	2
13	Concealed need on existing sites	0	2
14	Concealed need in bricks and mortar	0	1

		G&T (Meeting PPTS Definition)	All G&T
	Flows increasing occupancy over twenty years		
15	Households likely to move from bricks and mortar accommodation onto sites	8	80
16	In migrants: Number of households requiring pitches that are likely to move to County Durham	12	120
17	Family formation from existing sites	6	60
18	Family formation from bricks and mortar	2	20
	CURRENT AND FUTURE DEMAND (Sum of 9 to 19)	42	426
	NET NEED (Current and future demand - Stock and relets available)	0	6

Twenty year supply

- 9.2 A need has been identified for 6 additional Gypsy and Traveller households over the twenty year period from 2016 to 2035. None of these are likely to meet the PPTS definition. The assessment suggests that there is no need over the next twenty years for that sub-population, but it should be noted that the Council is also required to assess the needs of all Gypsies and Travellers alongside those of the general population.
- 9.3 Since the base date of the assessment, additional pitches have been granted planning permission. This includes a private site which accommodates two Gypsy and Traveller households (Ref DM/14/14103148/FPA) and a private 'to let' site of ten pitches (of which three were vacant on 1 September 2018). The Council has also advised that it has capacity for an additional 14 pitches with its existing permitted social sites, although it has no immediate plans to bring these forward. This additional capacity, as assessed by the Council, is detailed in Appendix C.

Five Year Supply

- 9.4 DCLG guidance on 'Planning for Traveller Sites', 2015 advises that local planning authorities should also identify and update annually a supply of specific deliverable sites sufficient to provide five years' worth of sites against their locally set targets. On the basis of the net need defined above, the five year supply requirement would give rise to a net need of pitches for 5 households over the five years from 1 April 2016. This five year supply figure is met from 3 vacant pitches to let on a private site at Drum Lane (adjacent to the Council's site) and the 4 currently vacant pitches on the Council's own sites. The five year supply offers a degree of choice beyond the Council's own provision.

Turnover and under occupation

- 9.5 Turnover on social sites is running at a significant 12% over the last two complete years, with around 15 pitches across sites becoming vacant each year (just over one per month). It is also

of note that of the 126 social pitches managed by the Council, 101 are double pitches. Most of these are occupied by single households but were designed with the intent that they could provide accommodation for two households. While these factors have not directly influenced the pitch requirement calculation they do further validate the comparatively low forecast figures.

Notes on Supply and Demand

9.6 The following notes are provided to explain the source of the figures and the assumptions that have been made.

SUPPLY AT 1 APRIL 2016

1. Current supply of local authority pitches - 126

On 1 April 2016 there were 126 pitches on Council sites. There has been no change since this time.

2. Current supply of authorised private family pitches - 24

This is an estimate of the number of private family pitches at 1 April 2016 based on planning permission granted since 2009 (see Table 19 above).

3. Current supply of authorised private pitches to let - 0

None known.

4. Expected increase in supply of local authority pitches - 0

None at the current time although there is scope to expand existing sites.

5. Expected increase in supply of privately owned pitches to let - 10

A private site (owned by a Traveller) gained planning permission for 10 pitches on 5 April 2016. There are currently three vacancies on that site.

Flows resulting in vacancies

6. Households likely to move into bricks and mortar - 100

This figure is based on terminations data for the last three complete years.

7. Out migrants: Number of households occupying or requiring pitches that are likely to leave County Durham - 160

This figure is based on terminations data for the last three complete years.

DEMAND

8. Number of households occupying authorised local authority pitches - 123

On the 1 April 2016 there were three vacancies on Council sites. The number of current vacancies (1 September 2018) is 4.

9. Number of households currently occupying authorised private family pitches - 16

Interviews were conducted on 8 of these sites. Two sites were empty at the time of the study. An estimate of occupied pitches at 1 April 2016 is 16. The current situation is unknown.

10. Number of households currently occupying authorised private pitches to let - 0

Seven of the ten private pitches to let at Drum Lane (adjacent to the Council Site) are currently occupied. Permission was granted for this site on 5 April 2016.

11. Number of households living on unauthorised developments - 2

On 1 April DCC were taking enforcement action on an unauthorised development which included two households. There are currently no known unauthorised developments apart from one that is the subject of a forthcoming appeal.

12. Number of households living on unauthorised encampments and intending to stay in County Durham - 2

Unauthorised encampments in Co Durham are mostly associated with travel to horse fairs and other seasonal gatherings. Encampments during the winter months of November to February are the best indicator of unmet need. There were two households living on the roadside whose application for a site was pending at 1 April 2016. The live waiting list at 1 September 2018 includes three applicants currently listed as 'roadside'. One of these applicants had been offered a pitch on a Council site.

13. Concealed need on existing sites (Council and private) –2

There were two households on the active waiting list on 1 April 2016 with family members who were deemed to be in need and required their own pitch due to overcrowding. The equivalent number on 1 September 2018 was one.

14. Concealed households in bricks and mortar - 1

The active waiting list on 1 April 2016 included one household with family members who were deemed to be in need and required their own pitch due to overcrowding. The equivalent number on 1 September 2018 was also one.

Flows resulting in increased demand

15. Households likely to move from bricks and mortar accommodation onto sites - 80

An average of 4 household per year moved onto sites from housing within the County over the last three complete years.

16. In migrants: Number of households requiring pitches that are likely to move to County Durham - 120

An average of 6 households moved onto sites from outside the County over the last three years.

17. Family formation from existing sites - 60

Analysis of the survey data (2015) and from the Audit of sites (2015) cross-checked against waiting list records suggests a family formation rate of three a year. This is also supported by the lettings and waiting list

18. Family formation from bricks and mortar - 20

Lettings data indicates an annual flow of one new household emerging from an existing household in housing.

10. Travelling Showpeople and Site Requirements 2016 - 2035

- 10.1 There is a small, well established community of around 30 Travelling Show people in County Durham, who are all members of the Showmen's Guild of Great Britain, the exclusive trade body for everyone engaged in the business.
- 10.2 The Showmen's Guild of Great Britain traces its roots back to the formation of the United Kingdom Showman and Van Dwellers' Protection Association in 1889. The association was formed to protect and safeguard the interests of Travelling Showpeople in response to moves to introduce legislation curtailing their activities (Sheffield University <http://hri.shef.ac.uk/fairground/guilds.html>). In 1917 the Showmen's Guild of Great Britain, as it became known, was recognised as the trade association of those working in the travelling funfair business and it acquired the right to represent those involved in the business locally and nationally.
- 10.3 The modern day Guild is divided into ten regional sections with a regional committee and secretary in each area. The sectional divisions still follow the exhibition patterns of the nineteenth century and are based on the routes followed by Travelling Showpeople to and from their run of fairs. Durham falls in the Northern Region along with Northumberland, Tyne and Wear and the northern part of North Yorkshire (including Leyburn, Richmond and Northallerton).
- 10.4 Travelling Showpeople have specific site needs related to their business requirements. As well as needing enough space for a residential trailer or chalet, they also need space to store and maintain equipment, which often include heavy goods vehicles. Sites need to be well related to the cycle of shows they attend with good access to the main road network. Some noise related to the maintenance and transportation of show equipment is to be expected, making close proximity to residential areas generally undesirable.
- 10.5 Most Travelling Showpeople in the North East live in nearby Sunderland which has 98 plots according to the January 2018 national caravan count.
- 10.6 County Durham has just three small family sites for Travelling Showpeople. Around twelve Showpeople households live in two private sites belonging to established families They have been in operation for many years and the Showpeople and their families feel fully part of the local community in each case. The third site is owned by the Showmen's Guild; it has room to accommodate six yards but is vacant, being unpopular with Showpeople due to its narrow access road. A number of years ago the Showmen's Guild asked the former Easington District Council to swap the site for more accessible land nearby. The Council did not agree to this and there continues to be no planning basis to support such a request as there is no apparent need for extra Travelling Showpeople yards in that locality, particularly as adjoining Local Planning Authorities are actively meeting the needs of Showpeople living in their areas.
- 10.7 Negotiations are currently underway between DCC and a family of Showpeople at the Thornley site to secure a substantial expansion to the south of the current site boundary, initially for storage but also thereby releasing more space on site for residential use when required.
- 10.8 If families need extra living space in the future once all the new generation of households have started to live independently and have children, they are likely to continue to pursue any needs that might arise through planning applications on suitable sites rather than through allocations in the Plan.

11. Conclusion

- 11.1 This Traveller Sites Needs Assessment has been carried out as part of Durham County Council's progressive strategy for meeting the needs of Gypsies, Travellers and Travelling Showpeople. The Council's approach consists of:
- Completely rebuilding all six local authority Gypsy and Traveller sites by February 2105 to turn them into clean, warm, welcoming and modern living environments;
 - Increasing by ten the number of pitches on these modernised sites, bringing the total number of pitches to 126;
 - Introducing double pitches to five of the sites to offer more flexibility in letting and raise caravan capacity to 252;
 - Introducing a new, modern, customer-focussed site management service on the sites, along with greatly improved asset management to ensure that sites can be maintained in a very good condition;
 - Providing stop-over sites for Gypsies and Travellers visiting or moving through County Durham, as part of a tolerant but effective approach to unauthorised encampments;
 - Establishing corporate arrangements, including an Executive Group on Gypsy and Traveller issues, with related sub groups to ensure that issues related to Gypsies and Travellers are appropriately addressed and co-ordinated across the Council.
- 11.2 The assessment has drawn on a range of sources to calculate the sizes of the Gypsy and Traveller and Travelling Showpeople populations in County Durham.
- 11.3 By using data from the 2011 Census along with more recent information produced by Durham County Council including from its Traveller Education Service, and output from the household survey on sites conducted in October 2015 for this study, the Assessment estimates that Gypsy and Traveller population in County Durham appears likely to consist of between 1,300 and 1,800 (in round numbers) in around 470 to 650 households.
- 11.4 The majority of Gypsies and Travellers in County Durham live in bricks and mortar housing, generally in localities near to Council sites. The number living in bricks and mortar is likely to be between 960 and 1380 (in round numbers). In addition to this, around 390 Gypsies and Travellers live on sites (Council and private).
- 11.5 Travelling Showpeople total around 30 in number, living on three sites.
- 11.6 In relation to Gypsies and Travellers, the needs assessment has revised the forecasts made in the 2016 Assessment (TSNA 2017) as there was considerable volatility in the lettings and terminations data at that point due to the rebuilding of the Council sites.
- 11.7 Travelling Showpeople's needs have been unaffected by the Traveller site renewal programme, and their needs are assessed on the basis of fieldwork carried out in 2013.
- 11.8 The assessment of likely supply and demand for permanent Gypsy and Traveller sites in County Durham from 2016 to 2035 has been arrived at by identifying the current level of supply and demand, and then making adjustments for flows of households moving between different types of accommodation and into or out of the County. Household flows that increase supply include for example households vacating pitches to move into bricks and mortar housing, or moving out of the County. Examples of flows that increase demand include new families setting up home, or households in bricks and mortar choosing to move onto sites.

- 11.9 Unauthorised encampments in County Durham are mainly associated with the travelling culture itself and with the travelling season related to events, rather than indicating unmet permanent accommodation needs. Durham County Council's policy of providing stop-over sites as opposed to transit sites appears therefore to be an appropriate response in these circumstances. However, a very few unauthorised encampments do appear to be due to homelessness or attempts to secure planning permissions.
- 11.10 Since 2009, planning permission has been secured for 31 pitches on twelve privately owned sites across the County with ten of these available for letting. Four out of five Gypsies/Travellers on private sites who were interviewed for the 2016 Assessment had been living on a Council site before submitting planning permission. This small flow of Gypsies and Travellers from Council sites to small, family based private developments is likely to continue to exert pressure on the planning system over the course of the Local Plan period.
- 11.11 This Assessment concludes that for the twenty year period to 2035 there will be need for additional pitches for six Gypsy and Traveller households. However, since the base date of the assessment, an additional private family site was granted planning permission which accommodates two Gypsy and Traveller households (Ref DM/14/14103148/FPA).
- 11.12 The assessment has also analysed the five year supply of sites at the point the assessment was carried out. DCLG guidance on 'Planning for Traveller Sites', 2015 advises that local planning authorities should identify and update annually a supply of specific deliverable sites sufficient to provide 5 years' worth of sites against their locally set targets. On the basis of the net need defined, the five year supply requirement would give rise to a net need of pitches for 1.5 households over the five years from 1 April 2016. Currently, this five year supply figure is more than met from 3 vacant pitches to let on a private site at Drum Lane in Birtley (adjacent to the Council site) and the 4 vacant pitches on Council sites. Moreover, turnover on social sites has at a significant 12% for last two complete years, with around 15 pitches across sites becoming vacant each year (over one per month). Of the 126 social pitches managed by the Council, 101 are double pitches. Most of these are occupied by single households but were designed with the intent that they could provide accommodation for two households. These vacancy and turnover figures, and the fact that the Council's waiting list is currently very modest, also suggest there is no substantial and immediate need for pitches evident at the present time.
- 11.13 County Durham has just three small family sites for Showpeople, currently providing home to around twelve resident households in all.
- 11.14 Negotiations are currently underway between DCC and a family of Showpeople at the Thornley site to secure a substantial expansion to the south of the current site boundary, initially for storage but also thereby releasing more space on site for residential use when required.
- 11.15 If families need extra living space in the future once all the new generation of households have started to live independently and have children, they are likely to continue to pursue any needs that might arise through planning applications on suitable sites rather than through allocations in the Plan.

APPENDIX A: Site Survey 2015

Durham County Council - Traveller Site Needs Assessment 2016 – Survey on Sites

1. Were you living on this site before it was refurbished?
2. When did you move on to this site? - Date
3. How long have you lived on this site in total including any time before it was refurbished?
4. What do you normally live in?
5. Do you own or rent the land?
6. What is provided on your pitch?
7. What is provided for your use elsewhere on the site?
8. How did you find out that there was a pitch available here?
9. Why did you move here (wait then prompt)?
10. Why did you move here - other reasons
11. Do you think your home is overcrowded?
12. Please say why:
13. How would you describe its state of repair?
14. Why do you think the state of repair is very poor/poor?
15. How easy do you find it to pay for your accommodation?
16. Where did you live before you came here (ignore temporary decants due to refurbishment)?
Please record location and name of any sites.
17. Where lived before
18. How long did you live there?
19. What kind of home did you have there?
20. Did you own or rent the land?
21. Did you (previous tenure)?
22. How would you describe its state of repair?
23. Why do you think the state of repair was poor?
24. How easy or difficult did you find it to pay for your previous accommodation?
25. Why did you leave that place (prompt fully)?
26. Other reasons for moving:
27. How many people were there living in your previous household? (Enter a number)

28. How many times have you moved in the last two years (not including travelling)? (Enter a number)
29. Do you travel every year for any time?
30. How many days or weeks do you normally travel?
31. Why do you travel?
32. Other reasons for travelling
33. Do you see yourself (and your family) moving in the next year?
34. Where do you think you will move to? (Prompt for location and site name)
35. What type of accommodation would you be likely to move into?
36. Is it likely that you would?
37. Is it likely that you would (tenure)?
38. How many members of your family who are living with you now, if any, are likely or need to move on and set up by themselves in the next five years?
39. Household 1: When will they need to move out?
40. Household 1: What type of household are they likely to form:
41. Household 1: Where are they likely to go?
42. Household 1: What type of accommodation are they likely to have?
43. Household 1: Would they be likely to (tenure)
44. Household 1: Is it likely that they will travel for some part of the year?
45. Any more family members likely or need to move on and set up by themselves in the next five years?
46. Household 2: When will they need to move out?
47. Household 2: What type of household are they likely to form:
48. Household 2: Where are they likely to go?
49. Household 2: What type of accommodation are they likely to have?
50. Household 2: Would they be likely to (tenure)
51. Household 2: Is it likely that they will travel for some part of the year?
52. Any more family members likely or need to move on and set up by themselves in the next five years?
53. Household 3: When will they need to move out?
54. Household 3: What type of household are they likely to form:
55. Household 3: Where are they likely to go?

56. Household 3: What type of accommodation are they likely to have?
57. Household 3: Would they be likely to (tenure)
58. Household 3: Is it likely that they will travel for some part of the year?
59. Any more family members likely or need to move on and set up by themselves in the next five years?
60. Household 4: When will they need to move out?
61. Household 4: What type of household are they likely to form:
62. Household 4: Where are they likely to go?
63. Household 4: What type of accommodation are they likely to have?
64. Household 4: Would they be likely to (tenure)
65. Household 4: Is it likely that they will travel for some part of the year?
66. What type of accommodation are they likely to have?
67. How would you describe your existing household?
68. Respondent - Age
69. Respondent - Sex
70. Respondent - Marital Status
71. Respondent - How would you describe your cultural identity/ethnicity?
72. Anyone else in the household?
73. P2 (spouse/partner if applicable) - Age
74. P2 - Sex
75. P2 - Marital Status
76. P2 - How would you describe your cultural identity/ethnicity?
77. Anyone else in the household?
78. P3 - Age
79. P3 - Sex
80. P3 - Marital Status
81. P3 - How would you describe your cultural identity/ethnicity?
82. Anyone else in the household?
83. P4 - Age
84. P4 - Sex
85. P4 - Marital Status

86. P4 - How would you describe your cultural identity/ethnicity?
87. Anyone else in the household?
88. P5 - Age
89. P5 - Sex
90. P5 - Marital Status
91. P5 - How would you describe your cultural identity/ethnicity?
92. Anyone else in the household?
93. P6 - Age
94. P6 - Sex
95. P6 - Marital Status
96. P6 - How would you describe your cultural identity/ethnicity?
97. Anyone else in the household?
98. P7 - Age
99. P7 - Sex
100. P7 - Marital Status
101. P7 - How would you describe your cultural identity/ethnicity?
102. Would you be happy to be contacted again?
103. Is there anything else that you would like to say?

APPENDIX B: Housed Survey 2016

- 1 I am an independent researcher doing a study on the accommodation needs of Gypsies and Travellers. Durham County Council are paying us to do this study. We want to find out how many homes – sites and houses – Gypsies and Travellers in County Durham will need in the future. We would like to talk to you about these things – it should only take about 20 minutes? Your answers are completely confidential – I won't use your name in any report that I write and no one will be able to trace any back to you. You don't have to answer everything - if you don't want to answer any particular questions, just tell me to skip them. We will be writing a report based on the findings of this survey so that the council can make plans for Traveller sites in the future.
- 2 Location of the respondent's home? (Town/Village)
- 3 How long have you lived here?
 - 1: Up to 1 year
 - 2: Over 1 and up to 2 years
 - 3: Over 2 and up to 3 years
 - 4: Over 3 and up to 4 years
 - 5: Over 4 and up to 5 years
 - 6: Over 5 years
- 4 Type of property?
 - 1: House
 - 2: Flat
 - 3: Bungalow
 - 4: Chalet
 - 5: Other*
- 5 Do you own or rent your home?
 - 1: Own
 - 2: Own with a mortgage
 - 3: Rent privately
 - 4: Rent from the Council
 - 5: Rent from a Housing Association
 - 6: Other*
- 6 Why did you move here (wait then prompt)? Tick all that apply
 - 1: To be nearer family members
 - 2: Stay in the area
 - 3: Near to my work
 - 4: It was more affordable than where I was living before
 - 5: Other (please specify)
- 7 Why did you move here - other reasons
- 8 Did you consider moving onto a Gypsy or Traveller Site

1: Yes
? Skips to question 9

2: No
? Skips to question 11

9 Why did you decide to move into a house/flat etc. rather than a site?

1: Didn't have a trailer
2: Cost of sites
3: No spaces available
4: Prefer a house/flat etc.
5: Other (please specify)

10 Reason for not moving onto a site (Other)
Max Characters: 200

11 Do you think your home is overcrowded?

1: Yes
? Skips to question 12

2: No
? Skips to question 13

12 Please say why:

13 How would you describe its state of repair?

1: Very good
? Skips to question 15

2: Good
? Skips to question 15

3: Neither
? Skips to question 15

4: Poor
? Skips to question 14

5: Very poor
? Skips to question 14

14 Why do you think the state of repair is very poor/poor?

15 How easy do you find it to pay for your accommodation?

1: Very easy

2: Easy

3: Neither

4: Difficult

5: Very difficult

6: N/A

- 16 Where did you live before you came here? Please record location and name of any sites.
- 17 How long did you live there?
 1: Up to 1 year
 2: Over 1 and up to 2 years
 3: Over 2 and up to 3 years
 4: Over 3 and up to 4 years
 5: Over 4 and up to 5 years
 6: Over 5 years
- 18 What kind of home did you have there?
 1: Trailer or wagon
 ? Skips to question 19
 2: Chalet/mobile home
 ? Skips to question 19
 3: House
 ? Skips to question 20
 4: Bungalow
 ? Skips to question 20
 5: Flat
 ? Skips to question 20
 6: Sheltered accommodation
 ? Skips to question 20
 7: Other*
 ? Skips to question 19
- 19 Did you own or rent the land?
 1: Own land where trailer/wagon was normally located (with planning permission)
 ? Skips to question 21
 2: Own land where trailer/wagon was normally located (no planning permission)
 ? Skips to question 21
 3: Rent pitch from a council
 ? Skips to question 21
 4: Rent pitch privately (with planning permission)
 ? Skips to question 21
 5: Rent pitch privately (no planning permission)
 ? Skips to question 21
 6: Other*
 ? Skips to question 21
- 20 Did you (previous tenure)?
 1: Own your own home or live in a home belonging to your family
 2: Rent from a council or housing association
 3: Rent from a private landlord
 4: Other*
- 21 How would you describe its state of repair?

- 1: Very good
? Skips to question 23
- 2: Good
? Skips to question 23
- 3: Neither
? Skips to question 23
- 4: Poor
? Skips to question 22
- 5: Very poor
? Skips to question 22

22 Why do you think the state of repair was poor?

23 How easy or difficult did you find it to pay for your previous accommodation?

- 1: Very easy
- 2: Easy
- 3: Neither easy nor difficult
- 4: Difficult
- 5: Very difficult
- 6: N/A

24 Why did you leave that place (prompt fully)? Tick all that apply

Minimum responses: N/A

Maximum responses: N/A

- 1: Moving out to set up by yourself
- 2: Leaving parent(s)
- 3: Leaving a previous spouse/partner
- 4: Found it difficult to afford
- 5: Move to a better quality site
- 6: Other - record in next question

25 Other reasons for moving:

26 How many people were there living in your previous household? (Enter a number)

27 How many times have you moved in the last two years (not including travelling)? (Enter a number)

28 Do you travel every year for any time?

- 1: Yes
? Skips to question 29
- 2: No
? Skips to question 32

29 How many days or weeks do you normally travel?

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

30 Why do you travel?

Minimum responses: N/A

Maximum responses: N/A

- 1: Horse fairs etc.
- 2: Personal preference
- 3: Work related
- 4: Visit family/friends
- 5: Family events (weddings/funerals etc.)
- 6: Only way of life I know
- 7: Other - add in the next question

31 Other reasons for travelling

32 Do you see yourself (and your family) moving in the next year?

- 1: Yes
 - ? Skips to question 33
- 2: No
 - ? Skips to question 37

33 Where do you think you will move to? (Prompt for location and site name)

34 What type of accommodation would you be likely to move into?

- 1: Trailer or wagon on a site
 - ? Skips to question 35
- 2: Chalet/mobile home or similar
 - ? Skips to question 35
- 3: House
 - ? Skips to question 36
- 4: Bungalow
 - ? Skips to question 36
- 5: Flat
 - ? Skips to question 36
- 6: Sheltered housing
 - ? Skips to question 36
- 7: Travelling most of the time
 - ? Skips to question 37
- 8: Other*
 - ? Skips to question 37

- 35 Is it likely that you would?
- 1: Own your own land where you'll live
? Skips to question 37
 - 2: Rent a pitch from a council
? Skips to question 37
 - 3: Rent a pitch privately
? Skips to question 37
 - 4: Other*
? Skips to question 37
- 36 Is it likely that you would (tenure)?
- 1: Own your own home or live in a home belonging to your family
 - 2: Rent from a council or housing association
 - 3: Rent from a private landlord
 - 4: Other*
- 37 How many members of your family who are living with you now, if any, are likely or need to move on and set up by themselves in the next five years?
- 1: None N/A
? Skips to question 66
 - 2: 1
? Skips to question 38
 - 3: 2
? Skips to question 38
 - 4: 3
? Skips to question 38
 - 5: 4
? Skips to question 38
 - 6: Other*
? Skips to question 38
- 38 Household 1: When will they need to move out?
- 1: Now
 - 2: In the next year
 - 3: In the next 2 to 3 years
 - 4: In the next 4 to 5 years
- 39 Household 1: What type of household are they likely to form:
- 1: Single person (under 60 years)
 - 2: Single person (60 years and over)
 - 3: Lone parent
 - 4: Childless Couple (both under 60 years)
 - 5: Couple with children (both under 60 years).
 - 6: Older Couple (at least one over 60 years)
 - 7: Other*
- 40 Household 1: Where are they likely to go?

- 1: Stay on this site
- 2: Another local authority site in County Durham
- 3: A private site in County Durham
- 4: Outside of County Durham
- 5: Don't know
- 6: Other*

41 Household 1: What type of accommodation are they likely to have?

- 1: Trailer or wagon
? Skips to question 44
- 2: Chalet/mobile home or similar
? Skips to question 44
- 3: House
? Skips to question 42
- 4: Bungalow
? Skips to question 42
- 5: Flat
? Skips to question 42
- 6: Sheltered housing
? Skips to question 42
- 7: Other*
? Skips to question 44

42 Household 1: Would they be likely to (tenure)

- 1: Own their own home or live in a home belonging to their family
- 2: Rent from a council or housing association
- 3: Rent from a private landlord
- 4: Other*

43 Household 1: Is it likely that they will travel for some part of the year?

- 1: Yes
- 2: No

44 Any more family members likely or need to move on and set up by themselves in the next five years?

- 1: Yes
? Skips to question 45
- 2: No
? Skips to question 66

45 Household 2: When will they need to move out?

46 Household 2: What type of household are they likely to form:

47 Household 2: Where are they likely to go?

48 Household 2: What type of accommodation are they likely to have?

49 Household 2: Would they be likely to (tenure)

- 50 Household 2: Is it likely that they will travel for some part of the year?
- 51 Any more family members likely or need to move on and set up by themselves in the next five years?
- 52 Household 3: When will they need to move out?
- 53 Household 3: What type of household are they likely to form:
- 54 Household 3: Where are they likely to go?
- 55 Household 3: What type of accommodation are they likely to have?
- 56 Household 3: Would they be likely to (tenure)
- 57 Household 3: Is it likely that they will travel for some part of the year?
- 58 Any more family members likely or need to move on and set up by themselves in the next five years?
- 59 Household 4: When will they need to move out?
- 60 Household 4: What type of household are they likely to form:
- 61 Household 4: Where are they likely to go?
- 62 Household 4: What type of accommodation are they likely to have?
- 63 Household 4: Would they be likely to (tenure)
- 64 Household 4: Is it likely that they will travel for some part of the year?
- 65 What type of accommodation are they likely to have?
- 66 How would you describe your existing household?
1: Single person (under 60 years)
2: Single person (60 years and over)
3: Lone parent
4: Couple (both under 60 years) - no children at home
5: Couple (both under 60 years) - with children at home
6: Older Couple (at least one of 60 years or over) - no children at home
7: Older Couple (at least one of 60 years or over) - with children at home
8: Other (please specify)
- 67 Respondent - Age
Max Characters: 2
- 68 Respondent - Sex
1: Male

- 2: Female
- 69 Respondent - Marital Status
- 1: Never married
 - 2: Married
 - 3: Separated (but still married)
 - 4: Divorced
 - 5: Widowed
 - 6: Other*
- 70 Respondent - How would you describe your cultural identity/ethnicity?
- 1: Romany Gypsy
 - 2: English Gypsy
 - 3: English Traveller
 - 4: Irish Traveller
 - 5: Welsh Gypsy
 - 6: Welsh Traveller
 - 7: Scottish Gypsy
 - 8: Scottish Traveller
 - 9: New Traveller
 - 10: Showman
 - 11: Circus Traveller
 - 12: DK/No answer
 - 13: Other*
- 71 Anyone else in the household?
- 1: Yes
 - ? Skips to question 72
 - 2: No
 - ? Skips to question 101
- 72 P2 (spouse/partner if applicable) - Age
- 73 P2 - Sex
- 74 P2 - Marital Status
- 75 P2 - How would you describe your cultural identity/ethnicity?
- 76 Anyone else in the household?
- 77 P3 - Age
- 78 P3 - Sex
- 79 P3 - Marital Status
- 80 P3 - How would you describe your cultural identity/ethnicity?

- 81 Anyone else in the household?
- 82 P4 - Age
- 83 P4 - Sex
- 84 P4 - Marital Status
- 85 P4 - How would you describe your cultural identity/ethnicity?
- 86 Anyone else in the household?
- 87 P5 - Age
- 88 P5 - Sex
- 89 P5 - Marital Status
- 90 P5 - How would you describe your cultural identity/ethnicity?
- 91 Anyone else in the household?
- 92 P6 - Age
- 93 P6 - Sex
- 94 P6 - Marital Status
- 95 P6 - How would you describe your cultural identity/ethnicity?
- 96 Anyone else in the household?
- 97 P7 - Age
- 98 P7 - Sex
- 99 P7 - Marital Status
- 100 P7 - How would you describe your cultural identity/ethnicity?
- 101 Would you be happy to be contacted again?
1: No
2: Yes - please record contact details separately
- 102 Is there anything else that you would like to say?

103 Thank you very much for helping us with our research. We will make sure that we keep this information completely anonymous but by analysing the answers to this survey we hope to help Durham County Council work out the need for Traveller sites in this area. We have already spoken with those living on the six local authority sites in County Durham and a number of private or commercial sites but we would like to speak to more Gypsies and Travellers living in house or flats. Do you know anyone who might help us? Please make a separate note of contact details or ask the respondent to let them have my phone number xxxxxx.

APPENDIX C: ADDITIONAL CAPACITY FOR PITCHES ON COUNCIL SITES

The Council has advised that the social sites in its ownership have capacity for additional pitches within their existing boundaries, subject to full site investigations (site conditions are generally well understood as a result of the refurbishment process):

Ash Green Way

Site currently accommodates 25 pitches

Site can be extended by 2-4 pitches to east

Diversion of gas main may be required. Further investigation needed to assess if sewer would need to be diverted.

Drum Lane

Site currently accommodates 19 pitches

Site can be extended by up to 4 pitches to the east

Some retaining work may be needed due to levels

Would require an additional access leg with turning head

Adventure Lane

Site currently accommodates 19 pitches

Site can be extended by 2 pitches to the east, accessed from existing turning head.

The existing drainage systems can be extended.

East Howle

Site currently accommodates 25 pitches

Site can be extended by 4 pitches to the east.

The paddock area concerned may have been used for on site storage of contaminated soils and capped. The soil may need to be removed from site.

The existing drainage system is unknown and requires further investigation.

APPENDIX D: Review of Pitch Requirement Estimates in 2006

A study of the Accommodation and Support Needs of Gypsies and Travellers in County Durham was conducted by DCHR in 2006 (published 2007). This was the first Gypsy and Traveller Accommodation Assessments to be conducted in Durham and one of the first studies of this kind in the UK. It was based on fieldwork undertaken for DCHR by Renaissance Research and was a very early attempt to apply the evolving CLG Guidance; possibly the first.

The study forecast a shortfall of 61 pitches and a further need of 37 pitches between 2007 and 2015 (see Table 22A).

Table 22A: An estimate of need for residential site pitches in County Durham: 2007 – 15

Current residential supply		
1	Current supply of occupied Local Authority residential site pitches	113
2	Current supply of occupied authorised privately owned site pitches	25
3	Total Households	138
4	Number of unused Local Authority pitches, and vacancies on privately owned sites available	0
5	Number of existing pitches expected to become vacant in near future	0
6	Number of households in site accommodation expressing a desire to live in housing	27
7	New Local Authority pitches already planned in year	0
8	Existing applications for private site development/extension likely to gain planning permission during year	0
9	Total Relets	27
10	Total pitch provision available (= Total Households + Total Relets)	165
Current residential demand		
11	Seeking permanent site accommodation in the area	21 ¹⁶
12	On unauthorised encampments	9 ¹⁷
13	Unauthorised developments for which planning permission is not expected	2
14	Currently overcrowded	15 ¹⁸
15	New households expected to arrive from elsewhere	11 ¹⁹
16	New family formations expected to arise from within existing households	15 ²⁰
17	In housing but with a need for site accommodation	15 ²¹
18	Total new demand	88
Net demand and projected need		
19	Current Shortfall (Total new demand - Total relets)	61
20	Family formation 2007 – 2015	37
21	Thus extra pitch need 2007 - 2015 (= Current Shortfall + Family Formation)	98

Source: (DCHR, 2007)

¹⁶ Note states the estimate derived from survey.

¹⁷ Note states that this assumes average stays of approximately 2 weeks over the winter period.

¹⁸ Note states the estimate derived from survey.

¹⁹ Note states the estimate derived from survey.

²⁰ Note states the estimate derived from survey.

²¹ Note states the estimate derived from survey.

The estimates were calculated on the basis of the ODPM (DCLG) Guidance issued in 2006 but there were problems both with the guidance and with the estimates made.

The model advocated in the guidance appears to conflate stocks of need with flows. Line 6, for example, the ‘number of households in site accommodation expressing a desire to live in housing’, is presented as a fixed sum rather than a flow. Line 11, ‘seeking permanent site accommodation in the area’ and line 15 ‘new households expected to arrive from elsewhere’, also assume a fixed figure rather than flows. In fact the only elements in the model that imply flows are the allowances for ‘in-migration’ at line 15 and ‘family formation’ at line 20.

At the point that this assessment was undertaken, there was very limited information available to the researchers to ensure that each element was calculated accurately. Crucially, no management records were available to the researchers conducting the study. It was apparent, for example, that there were no allocation systems (waiting list and application procedures etc.).

The management review of the County’s sites conducted by Renaissance Research in 2013 (7 years later) found a vacancy rate of 20% which immediately cast doubt on the assessment’s finding that the sites were full in 2006. Since 2013 there has been a significant improvement in the detail and reliability of the data available.

While the 2006 assessment suggested that less than 4 households vacated their pitches each year, the current analysis suggests the annual figure for terminations is nearer to 17 per year.

The report suggests that, with the exception of Lines 12 and 13, demand was derived from the 2006 survey but there is very limited explanation of how. Further analysis of the original survey data has been undertaken to check the figures adopted.

The phrase ‘seeking permanent site accommodation in the area’ (Line 11) is vague. Table 23(A) shows that there were 21 County Durham households interviewed who expressed a preference for remaining in the County but 11 of these were already living on Sites in County Durham and 3 expressed a preference for Housing. This leaves 7 households (4 of whom were on unauthorised encampments and should be counted at line 2). Crucially no time period was specified.

Table 23(A): Future accommodation preferences of those wishing to remain in County Durham by Survey (2006)

Survey (type of accommodation)					
	Housed	LA Sites	Private Sites	Encampments	Total
LA Site	1	9	0	0	10
Housing	0	0	2	1	3
Private Site	2	2	0	4	8
Total	3	11	2	5	21

Source: Re-analysis of 2006 survey data

The figure of 9 for unauthorised encampments (Line 12) ‘assumed an average stay of approximately 2 weeks over the winter period’ but 20 encampments over a period of 6 months (See Table 24A) is an average of just 3 to 4 a month with no apparent analysis of the proportion intending or wishing to stay within the County. The County now has much more detailed records of encampments and a better appreciation through their waiting list of the number wishing to remain on sites in the County.

Table 24(A): Unauthorised encampments by District and month (2006/07)

Date	04/06	05/06	06/06	07/06	08/06	10/06 to 03/07	Total
Chester-le-Street	0	2	1	1	4	1	9
Derwentside	0	0	0	4	0	0	4
Durham City	1	2	3	2	1	2	11
Easington	0	0	1	4	3	2	10
Sedgefield	0	3	6	3	7	4	23
Teesdale	4	5	9	3	3	2	26
Wear Valley	0	6	5	4	14	9	38
Total	5	18	25	22	32	20	121

Source: (DCHR, 2007)

The model advocated in the 2006 guidance appears to include in-migration but exclude out-migration. The in-migration estimate of 11 for 2007-15 amounts to less than 2 per year compared to the current estimate of 9 per year. It is highly likely, of course, that the current figure is inflated due to the rebuilding programme. Crucially, however, ignoring the outflow (now estimated at 10 per year) seriously skews the estimate of need.

The 2006 study succeeded in engaging with the Gypsy and Traveller communities and opened the way for further research but the combination of poor guidance and limited data resulted in a flawed assessment of need. Subsequent iterations of the assessment have drawn on improved data and a refined methodology to arrive at more reliable and robust projections and therefore good estimates of current and future need.