



## **SELBY DISTRICT COUNCIL TRAVELLER NEEDS ASSESSMENT**



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# 1. Introduction

## The Survey

- 1.1 Opinion Research Services (ORS) and Peter Brett Associates (PBA) were commissioned by Selby District Council to undertake a Traveller Needs Assessment (TNA). The study was undertaken in parallel with one for Harrogate Borough Council, but all findings in this report relate only to Selby District Council.
- 1.2 The main objective of this study was to provide the Council with robust, defensible and up to date evidence about the accommodation needs of Gypsies & Travellers and Showmen in Selby during the period until 2028 in five year sections covering 2013-2018, 2018-2023 and 2023-2028.
- 1.3 The study also had a number of other objectives, including;
  - To propose targets for future provision in Selby to address the identified need
  - To identify broad locations for that provision
  - To provide the Council with the means to explain this evidence, and these proposed targets clearly, simply and effectively to a range of audiences, including the local community.

## Legislation and Guidance for Gypsies and Travellers

- 1.4 Decision making for policy concerning Gypsies & Travellers and Showmen sits within a complex legislative and national policy framework and this study must be viewed in the context of this legislation and guidance. For example, the following pieces of legislation and guidance are relevant when constructing policies relating to Gypsies & Travellers and Showmen:
  - Planning Policy for Traveller Sites 2012;
  - National Planning Policy Framework 2012;
  - Gypsy and Traveller Accommodation Needs Assessments Guidance October 2007
  - Environmental Protection Act 1990 for statutory nuisance provisions;
  - The Human Rights Act 1998, when making decisions and welfare assessments;
  - The Town and Country Planning Act 1990 (as subsequently amended);
  - Homelessness Legislation and Allocation Policies;
  - Criminal Justice and Public Order Act 1994 (sections 61, 62);
  - Anti-social behaviour Act 2003 (both as victims and perpetrators of anti-social behaviour);
  - Planning and Compulsory Purchase Act 2004;
  - Housing Act 2004 which requires local housing authorities to assess the accommodation needs of Gypsies & Travellers and Showmen as part of their housing needs assessments. This study complies with this element of government guidance ;
  - Housing Act 1996 in respect of homelessness.
- 1.5 The Criminal Justice and Public Order Act 1994 (Sections 61, 62) is particularly important with regard to the issue of planning for Gypsy and Traveller site provision. This repealed the duty of local authorities to

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

- 1.6 The previous Labour Government guidance focused on increasing site provision for Gypsies and Travellers and encouraging local authorities to have a more inclusive approach to Gypsies and Travellers within their housing needs plans. The Housing Act 2004 required local authorities to identify the need for Gypsy and Traveller sites, alongside the need for other types of housing, when conducting Housing Needs Surveys. Therefore all local authorities were required to undertake accommodation assessments for Gypsies and Travellers either as a separate study such as this one, or as part of their main Housing Needs Assessment.
- 1.7 Local authorities were encouraged rather than compelled to provide new Gypsy and Traveller sites by central government. Circular 1/06 'Planning for Gypsy and Traveller Caravan Sites', released by the DCLG in January 2006, replaced Circular 1/94 and suggested that the provision of authorised sites should be encouraged so that the number of unauthorised sites would be reduced.
- 1.8 The Coalition Government announced that the previous government's thinking contained in Planning for Gypsy and Traveller Caravan Sites (Circular 01/06) was to be repealed, along with the Regional Spatial Strategies which were used to allocate pitch provision to local authorities. This happened in 2012 with the publication of the CLG document 'Planning Policy for Traveller Sites' in March 2012.

## Planning Policy for Traveller Sites

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

1.10 In practice the document states that (Planning Policy for Traveller Sites Page 3):

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

Local planning authorities should, in producing their Local Plan:

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

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

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

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

## Tackling Inequalities for Gypsy and Traveller Communities

1.13 In April 2012 the government issued a further document relating to Gypsies and Travellers in the form of ‘Progress report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers (CLG April 2012)’.

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

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



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

## Funding for New Sites

- 1.15 The Coalition Government policies also involve financial incentives for new affordable pitch provision in the form of the New Homes Bonus. For all new annual supply of pitches on local authority or Registered Social Landlord owned and managed sites, local councils receive a New Homes Bonus equivalent to council tax (based on the national average for a Band A property), plus an additional £350 per annum for six years. This equates to around £8,000 pounds per pitch.
- 1.16 Direct grant funding is also available for Gypsy and Traveller sites. The Homes and Communities Agency (HCA) took over delivery of the Gypsy and Traveller Sites Grant programme from CLG in April 2009. Since then they have invested £16.3m in 26 schemes across the country to provide 88 new or additional pitches and 179 improved pitches. The HCA welcomes bids from local authorities, housing associations and traveller community groups working with Registered Providers.
- 1.17 The HCA has now confirmed allocations for all of its £60m of future funding which will support 96 projects around the country for the provision of new Gypsy and Traveller sites and new pitches on existing sites, as well as the improvement of existing pitches.
- 1.18 While all HCA funds for Gypsy and Traveller pitches have now been allocated, further funding may become available as a result of slippage over the course of the programme. Providers are advised to continue to work closely with HCA area teams to develop their proposals should any funding become available.

## Research Methodology

- 1.19 This section sets out the methodology we have followed to deliver the outputs for this study. Over the past 10 years ORS have developed a methodology which provides the required outputs from a Traveller Needs Assessment and this has been updated in light of Planning Policy for Traveller Sites.
- 1.20 The stages below provide a summary of the process undertaken by ORS, with more information on each stage provided in the appropriate section of the report.

### Stage 1: Background

- 1.21 At the outset of the project we sought to understand the background to Gypsy and Traveller and Travelling Showpeople population in Selby. The study sought to identify the location of all known sites in the study area and the number of pitches or plots on each one. The study also gathered information from recent caravan counts and also waiting lists for public sites which are managed by Horton Housing.

## **Stage 2: Stakeholder Engagement**

- 1.22 This study included extensive stakeholder engagement with council officers from the Selby council, neighbouring councils and other stakeholders. The aim of this engagement was to help understand the current situation in the study area, in particular to households not on known existing sites and also to discuss Duty to Cooperate issues with neighbouring councils.

## **Stage 3: Household Survey**

- 1.23 The research methodology for identifying the housing needs of Gypsies and Travellers adopted in this report was largely based upon face to face interviews with Gypsies and Travellers across Selby. The survey questionnaire has been developed over the past 10 years, with significant input from Gypsy and Traveller representative groups, most notably the Derbyshire Gypsy Liaison Group. We sought to undertake a census of Gypsy and Traveller households in November 2012. Interviews were attempted with every known Gypsy and Traveller household present during this time period and 32 interviews were achieved in total on-site for Gypsies and Travellers with a further 4 interviews in bricks and mortar.

## **Stage 4: Future Pitch and Plot Requirements**

- 1.24 The methodology used by ORS to calculate future pitch and plot requirements has been developed over the past 10 years and has drawn on lessons from both traditional housing needs assessments and also best and worst practice for Gypsy and Traveller and Travelling Showpeople Accommodation Needs Assessments conducted across the country.
- 1.25 The overall principles behind assessing future needs are relatively simple. The residential and transit pitch requirements for Gypsies and Travellers are identified separately from those for Travelling Showpeople and for each group the requirements are identified in 5 year periods to 2028 in line with the requirements of Planning Policy for Traveller Sites

## **Stage 5: Broad Locations**

- 1.1 The methodology used by PBA to identify broad locations for future sites is based upon technical land use considerations such as how the site would fit with other spatial strategies, the needs of households, physical constraints and protected areas. The assumptions for the broad locations work were also discussed at a workshop attended by Officers and Members from partner authorities and Gypsy, Traveller and Travelling Showpeople representatives.

## **Stage 6: Conclusions**

- 1.26 This stage draws together the evidence from Stages 1 to 5 to provide an overall summary of the requirements for Gypsies and Travellers and Travelling Showpeople in Selby.

## 2. Gypsy and Traveller Sites and Population

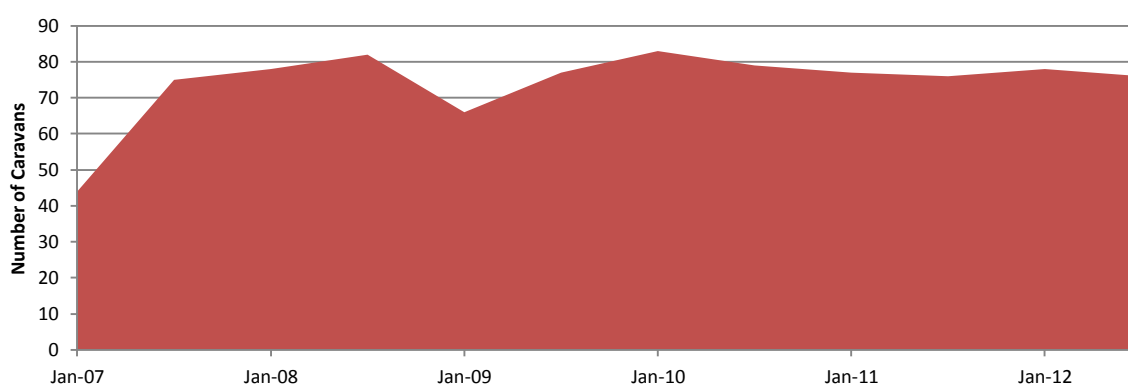
### Sites in Selby

- 2.1 A mainstream Housing Needs Survey typically focuses upon the number of dwellings required in an area, and how many of these should each be provided by the public and private sector. The central aim of this study was to follow a similar format for Gypsy and Traveller accommodation requirements.
- 2.2 The main consideration of this study is the need to provide pitches and sites for Gypsies and Travellers, and plots and yards for travelling showmen. A pitch is an area which is large enough for one household to occupy and typically contains enough space for one or two caravans, but can vary in size. A site is a collection of pitches which form a development exclusively for Gypsies and Travellers. A plot is similar to a Gypsy pitch, except it is much larger as it would typically accommodate equipment such as a fairground ride on a truck, and also space to erect, maintain and repair it. A Yard is a collection of plots, and is usually home to a single group of showmen who work together.
- 2.3 The public and private provision of mainstream housing is also largely mirrored when considering Gypsy and Traveller accommodation. One common form of Gypsy and Traveller site is the publicly-provided residential site, which is provided by the local authority, or by a registered provider (usually a housing association). Places on public sites can be obtained through a waiting list, and the costs of running the sites are met from the rent paid by the licensees. Therefore, public sites are a direct equivalent of social housing among bricks and mortar tenants. There are currently two public sites in Selby, both managed by the Horton Housing.
- 2.4 The alternative to public residential sites is private residential sites for Gypsies and Travellers. These result from individuals or families buying areas of land and then obtaining planning permission to live on them. Households can also rent pitches on existing private sites. Therefore, these two forms of accommodation are the equivalent to private ownership and renting for those who live in bricks and mortar housing.
- 2.5 The Gypsy and Traveller population also has other forms of sites due to its mobile nature. Transit sites tend to contain many of the same facilities as a residential site, except that there is a maximum period of residence which can vary from a few weeks to a period of months. An alternative is an emergency stopping place. This type of site also has restrictions on the length of time for which someone can stay on it, but has much more limited facilities. Both of these two types of site are designed to accommodate Gypsies and Travellers whilst they travel.
- 2.6 Further considerations in the Gypsy & Traveller population are unauthorised developments and encampments. Unauthorised developments occur on land which is owned by the Gypsies and Travellers, but for which they do not have planning permission to use for residential purposes. Unauthorised encampments occur on land which is not owned by the Gypsies and Travellers.

## Caravan Count

- 2.7 The best quantitative information available on the Gypsy and Traveller communities derives from a bi-annual survey of Gypsy and Traveller caravans which is conducted by each local authority in England on a specific date in January and July of each year. This count is of caravans and not households which makes it more difficult to interpret for a study such as this. It must also be remembered that the count is conducted by the local authority on a specific day and that any unauthorised encampments which occur on other dates will not be recorded. The count also only features those caravans the local authority is aware of. Therefore, it may not reflect all of the Gypsy and Traveller caravans in the authority.
- 2.8 Selby has two authorised public sites with 24 pitches. It also contains 3 private sites with temporary planning permissions, one caravan site which contains some Gypsy and Traveller households and a small number of unauthorised sites. At the time of the survey the area contained no authorised Showperson's yard, but one has subsequently been granted on appeal..

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



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## 3. Consultation with Parish Councils

### The Consultation

- 3.1 To supplement the findings of this study, a consultation was carried out with Parish Councillors in Selby during November and December 2012 which asked about the Councillors' experiences of and views they had in relation to Gypsies and Travellers in the area, as well as future site provision. A short open-ended questionnaire was sent to 67 Parish Councils (for whom we had contact details) in the area (43 via email and 24 by post) and 11 completed responses were received.

### Dealings/Relationships with Gypsies and Travellers

- 3.2 Many of the Parish Councillors have no dealings or relationships with Gypsies and Travellers in either their parish or in the district, predominantly because there are no sites in their parish or nearby. While most do not have any permanent sites in their parish, several note that Gypsies and Travellers occasionally travel through their area, sometimes on their way to events such as Appleby Fair.

### Gypsy and Traveller Sites in the Area

- 3.3 Most Parish Councillors do not have any Gypsy or Traveller sites in their parish and only experience Gypsies and Travellers passing through. However, some responding parishes did have permanent sites within their area.
- 3.4 While most report that there is nothing that attracts Gypsies and Travellers to their parish or that they do not know, Parish Councillors suggest that traditional travelling routes, particularly to horse fairs and races; and work opportunities, particularly with scrap metal, may attract Gypsies and Travellers to the area.

### Issues

- 3.5 Around two thirds of Parish Councillors have had no issues with Gypsies and Travellers in their Parish or district; however several had experienced particular issues. Issues mentioned include problems with litter/waste, excrement, burning wood and bonfires, damage to land including the cutting down of trees, theft, illegal parking and illegal access to land.
- 3.6 One Parish Councillor reported some prejudice within the community although felt that this had no basis as the Gypsy/Traveller family currently residing in the Parish are settled and are causing no problems. It was also mentioned that the presence of Gypsies in the parish caused a reduction in the value of nearby properties.

## Trends

- 3.7 The majority of Parish Councillors feel that there are no particular trends and that there have been no changes. However some report increases in the number of travellers passing through on the roads than before.
- 3.8 Most of the Councillors also feel that there aren't any seasonal fluctuations, although some identify spring and summer, which coincides with travelling around the times of fairs, as a time when they see an increase in Gypsies and Travellers visiting the area.

## Future Provision

- 3.9 Almost all of the Parish Councillors state that no pitches would be acceptable in the local area with a few qualifying this with the fact that there is no need/demand for any pitches in their parish. Where there is already provision this is felt to be sufficient and no further sites would be acceptable.
- 3.10 A range of constraints locally on further provisions of sites are given. Some of the Parish Councillors feel that, in general, there are concerns and resistance from the local community but the most frequently mentioned constraint is the lack of suitable land/space, particularly as it is mostly privately owned, along with a lack of suitable amenities and infrastructure.

## What Makes a Good Site?

- 3.11 In terms of general location it is considered by some that the edge of settlements, where they are still relatively close to local facilities and have easy access to road networks, is the most suitable place for sites to be located.
- 3.12 Reasonable accessibility and proximity to community facilities such as primary schools, GP surgeries, local shops etc. are generally considered important/vital. However there is some concern that there are few (or no) local facilities in their area anyway and some mention that even when facilities are available the Gypsy and Travellers often do not use them, particularly schools. The parish which currently has a couple living on a small authorised site has no qualms as the couple pay towards local amenities along with the rest of the population.
- 3.13 As with community facilities, on-site services such as water, sewerage, electricity, refuse collection and washing and toilet facilities are considered essential but again there is some concern that these wouldn't be readily available in their parish or that the cost would be prohibitive.

## Other Comments

- 3.14 The general feeling is that of resistance to further sites. Some specifically state that there is no room to make provision for Gypsies and Travellers in their parish and there are insufficient amenities in the area to accommodate them.

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## 4. Stakeholder Consultation

### Introduction

- 4.1 In order to set the context of the research and ensure the study is based on a sound understanding of the relevant issues, ORS conducted 22 semi-structured, in-depth telephone interviews between November 2012 and January 2013. Interviews were undertaken with officers from the planning and enforcement and housing departments and with Elected Members representing Selby District and Harrogate Borough. Horton Housing contributed via an email response.
- 4.2 Representative groups including the Gypsy and Traveller Involvement Officer and the Showmen's Guild were interviewed.
- 4.3 As stated in the Planning Policy for Traveller Sites, Local Authorities have a duty to cooperate on planning issues that cross administrative boundaries. For this purpose North Yorkshire County Council and neighbouring local authorities also contributed to the study.
- 4.4 This section also draws upon updated findings of the Gypsy and Traveller Accommodation Assessment which was conducted by ORS on behalf of Hambleton District Council between June and August 2012.
- 4.5 Interviews allowed interested parties to reflect and feedback on the general situation - as well as how matters relating to Gypsies, Travellers and Showpersons are currently handled and perceived within Selby District Council, Harrogate Borough Council and the surrounding areas. Qualitative research of this type attempts to gain a deeper understanding of the issues and is used to supplement the statistical information gathered through quantitative surveys of the Gypsy, Traveller and Showperson communities. In some cases, the information stakeholders share with interviewers will be factually incorrect or considered inappropriate; however, this section is based upon their perceptions rather than evidence corroborated by data sources.
- 4.6 The interviews also gave stakeholders the opportunity to share any information and contacts they had of Gypsies and Travellers and Showpersons who currently live in bricks and mortar accommodation but would prefer to live on a site.
- 4.7 The areas have been reported separately. Due to issues surrounding data protection and in order to protect the confidentiality of those who took part, this section represents a summary of the views expressed by interviewees.

# Selby District Council

## Main Policy Tools and Background

- 4.8 Officers representing Selby District Council (SDC) referred to the Local Development Framework; the previous GTAA (undertaken by ARC4 in 2008) and the Site Allocation Development Plan (SADPD) 2010. In light of changes to the National Planning Policy framework (NPPF) and on-going work on the Core Strategy, the Site Allocation Development Plan Document (SADPD) will recommence after the Core Strategy has been adopted in 2013.
- 4.9 Discussion of policy led a few stakeholders to supply background information relating to the previous Gypsy and Traveller Accommodation Assessment and the Site Allocations Development Plan Document (SADPD). The level of need reported in the 2008 ARC4 GTAA was not accepted politically. This was on the basis of the *difference between need and desire to live in a caravan*. Those classed as having a desire to live in a caravan were discounted and the estimated need was reassessed from 26 to seven – to ensure flexibility Councillors subsequently rounded this figure to ten. The Executive have reconsidered this position in light of the publication of the Planning Policy for Traveller Sites and, in July 2012 the five year supply, as defined by Selby District Council (SDC), was 15.
- 4.10 In 2010, in order to meet the aforementioned need, attempts were made to find a suitable site. Sixty sites were put forward and two landowners expressed an interest but, faced with public opposition, they subsequently withdrew their offer. Therefore, despite effort, the Local Authority had no alternative site.
- 4.11 With regard to Showpersons, officers referenced the North Yorkshire Accommodation Requirements of Showmen 2009 (NYARS) undertaken by ARC4, which cited a need for ten plots. The Council disagreed with this figure on the basis that there had been no historical need.
- 4.12 Officers noted that, in the past, there had been a trend toward refusing planning applications; however, faced with a shortfall of sites (as shown by the 2008 GTAA), council officers have advised that temporary planning permission be given. Consequently, since the 2008 GTAA a number of sites have been granted temporary status.

## Accommodation Provision and long-Term Unauthorised Developments

- 4.13 For the discussions, stakeholders were asked to identify site provision, authorised and long-term unauthorised developments and to consider the appropriateness of current provision.
- 4.14 Stakeholders were readily able to identify the current provision and all were aware of the two North Yorkshire County Council sites at Burn (12 pitches) and Carlton (12 pitches). Stakeholders reported that the



- sites have recently been refurbished and are managed by Horton Housing Association<sup>1</sup>. One officer claimed that the refurbishment process went well and tenants are happy with the new units.
- 4.15 In terms of site allocation Horton Housing have a waiting list in place. In order to form an accurate picture of pitch requirements for the District, the waiting list had been reviewed prior to this TNA being carried out and this data was passed to the District and ORS.
- 4.16 Stakeholders were also aware of a privately run residential caravan park located in the area. One officer said that although the site does not solely cater for the Gypsy and Traveller community an unspecified number will be allowed to stay on the site at the behest of the owner.
- 4.17 There was a general agreement that current accommodation is meeting the needs of the residents and the majority of stakeholders were of the opinion that both sites are *well managed* and Horton Housing have *developed a good rapport with tenants*.
- 4.18 An Elected Member did argue that the Burn site lacks suitable access to facilities although this issue will be tested through the planning application process.
- 4.19 One Elected Member felt the lack of recreational space at Flaxley Road site was a weakness and alleged that this is of concern to residents when children play on the road. However, the Member accepted that this can be the case on many housing estates and, overall, it is a *suitable* site.
- 4.20 In terms of forthcoming provision stakeholders were aware of the proposed 15 pitch site on the land adjacent to the Burn site. Each pitch will accommodate a maximum of two caravans (a static and a touring caravan) and the site will also have a hard standing for two transit touring caravans. SDC are currently in talks with the Homes and Community Agency (HCA) who own the land and have also had discussions with North Yorkshire County Council about the development of the site.
- 4.21 Stakeholders also referred to a number of private sites in the area, some with temporary planning and other unauthorised sites and also identified a number of long-term unauthorised developments in the area.

## Travelling Showpeople

- 4.22 Officers referred to the 2009 NYARS which indicated a shortage of 10 plots for Showmen. During the study period a site for ten plots at Thorpe Willoughby was granted permission on appeal, therefore meeting the need identified in that report.
- 4.23 Interviews with officers, Elected Members and the representative of the Showman's guild were undertaken when the status of the site was at appeal stage and they expressed strong support for granting planning permission for the site.
- 4.24 For instance, when Elected Members were asked their views on the accommodation needs of Showpeople, one Elected Member felt that the group had largely been ignored by SDC and that this was evidenced in the

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<sup>1</sup> Horton Housing are also commissioned by North Yorkshire County Council to provide a floating support service - GaTEWAY NY - to Gypsies and Travellers across North Yorkshire. It works with any Gypsy and Traveller who lives in bricks and mortar, at the roadside or on-site aged 16 and above who is in need of support to maintain independent living to access more appropriate accommodation, to manage debt, access benefits, education and training.

previous GTAA study, which highlighted the different needs and requirements of the two groups. Furthermore, it was argued that a large amount of fairs take place across North Yorkshire and more accommodation (transit and permanent) is required. Permanent accommodation was viewed positively by one Member as they explained that the elders/retired Showpeople need somewhere to live during the year.

- 4.25 A representative of the Showman's Guild explained that fairs are distributed and occur all over the country, therefore yards should also be evenly spread, with every Local Authority making some provision.
- 4.26 In addition, the representative was of the view that Selby would be an ideal location for a Showman's Yard, particularly given its in close proximity to the A1 and A19 and argued that, in the event that the application succeeds, it would meet the need identified in the 2008 GTAA in *one go*.

## Bricks and Mortar

- 4.27 Stakeholders were of the view that it was likely that there are currently Travellers living in bricks and mortar, who would prefer to live on a site. In terms of producing evidence of this officers referenced the 2008 ARC 4 report which identified 13 households. However, when asked for contact details of Gypsies and Travellers who are in the situation, stakeholders revealed they could not identify them. One officer, however, was party to instances whereby Gypsies and Travellers had been made homeless and were now living in bricks and mortar accommodation in the area. For the purpose of this study help was sought from the Housing Options team to contact Gypsies and Travellers in Selby who would like to move back onto a site. Unfortunately, no contacts were acquired through this source. Elected Members also felt it likely that there are Gypsies and Travellers living in bricks and mortar in the District but could not provide any data sources or contacts.
- 4.28 Overall, identifying Gypsy and Travellers living within bricks and mortar is an issue facing Local Authorities nationally. The issue of recording ethnicity continues to be problematic as the Gypsy and Traveller community themselves avoid self-identification, for fear of discrimination once their ethnic identity is known. Therefore, Housing Departments and Registered Providers continue to grapple with the sensitive issue of recording ethnicity.
- 4.29 We recommend that:

SDC works with Gypsy and Traveller support agencies to encourage and disseminate the benefits of self-identification, particularly in terms of informing future GTAA studies

SDC consults further with the Gypsy and Traveller support agencies to identify any persons known to them who would prefer to live on a site and also disseminate housing information to those on sites and to utilise the homelessness service

SDC Housing and Education departments and community officers work to develop a suitable monitoring process which can inform future TNA studies – best practice could be sought through cross-boundary work with neighbouring authorities.

## Short-Term Unauthorised Encampments

- 4.30 According to stakeholders roadside encampments do occasionally occur. Selby District is considered to be at the crossroads of a number of travelling routes, in particular the A1 corridor, and as such is considered a *natural stopping point and in-between where they want to be*, however, a Gypsy and Traveller representative felt that, although it is a traditional stopping place, Travellers are avoiding the area because they feel the *Council's aren't flexible or reasonable*.
- 4.31 One Member referred to a one-off gathering of around 5000 Gypsies and Travellers in the Carlton Towers area in summer 2012.
- 4.32 There is reportedly a surge in the number of unauthorised encampments during the summer, the main reason for this is travel to and from the various Traveller related events and fairs at Appleby, Seamer, Doncaster and Scarborough. A Gypsy and Traveller representative argued that there is a lack of Transit Provision on the route thus it is inevitable that unauthorised encampments occur during this time. However, the new development at Burn will be addressing this transit issue.

## Site Location and Site Criteria

- 4.33 Stakeholders were asked to consider what Gypsies and Travellers find particularly attractive about living in Selby District. One officer argued that, for a wide variety of people, Selby is attractive and offers a green, pleasant environment with low council tax. A Gypsy and Traveller representative was of the opinion that the community have traditionally worked in the area and as a result families have settled in the area. For those who have settled in the area it affords them good access to other areas.
- 4.34 Stakeholders were aware that through consultation with the Gypsy and Traveller community the SADPD revealed a preference for a site in the western half of the District which allows for good access to the national Motorway network and West Yorkshire conurbations. However, it was noted that land in this area of the District is predominantly green belt which restricts the likelihood that planning applications will be permitted (as set out in the site criteria below).
- 4.35 As explained by officers site criteria are set out in the SADPD which is one of the main documents used in the Local Development Framework to deliver the vision set out in the Council's Core Strategy. The purpose of the SADPD is to identify sufficient sites to accommodate the development found to be required in the District up to 2026 including *Site(s) for ten Gypsy and Traveller pitches*.<sup>2</sup>
- 4.36 As outlined by an officer potential Gypsy and Traveller sites will be considered using the following criteria. They should:
- Not be in green belt (consistent with national policy)
  - Not be in flood zone three (consistent with national policy)
  - Be close to facilities (where you would locate the settled community)
  - Be close to the main road network (to be within 5km drive to the main junctions).

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<sup>2</sup> <http://www.selby.gov.uk/upload/SADPD-Pref-Opt-Part-1.pdf>

- 4.37 However, officers considered the site criteria to be problematic and argued for greater flexibility when deciding upon the suitability of sites. It was felt that national policy should take into account the different preferences that the Gypsy and Traveller community may have. As discussed below, a ‘myth busting’ session held with Gypsies and Travellers found that some Gypsies and Travellers preferred sites near facilities, whereas others would prefer a rural location and would accept a greater distance from the settled community.
- 4.38 This view was echoed by a representative of the Gypsy and Traveller community who felt that when considering access issues private and public sites have to be considered differently. For instance when a Traveller buys a piece of land this suggests that the person is happy with the location, even in the event that it is not close to amenities. On the other hand, a public site will need to be located close to amenities because the assumption is people living on social sites have less disposable income and may have to use public transport.
- 4.39 All but one Elected Member argued that access to facilities should be the main consideration when thinking about the location of a site.
- 4.40 When considering accommodation for Travelling Showpeople, the representative of the Showmen’s Guild argued that, from experience, finding a suitable location and available suitable land is a key constraint, particularly considering that any site location will have to factor in proximity to main roads and accessibility for heavy vehicles.
- 4.41 Interestingly, the representative put forward a different approach for providing accommodation for Travelling Showpeople and suggested that SDC could, in the future, identify and sell land to the Showmen’s Guild who would be responsible for managing and renting out plots. The representative admitted this was not a tried and tested alternative but felt this alternative would provide a form of affordable housing for Travelling Showmen, in particular those just starting out and older Showpeople who are looking to retire. The representative was willing to consult with SDC in the future on any issue relating the needs of Travelling Showpeople.
- 4.42 We recommend that:

The Gypsy and Traveller community are consulted on the future provision of suitable locations

Where possible, site criteria is viewed with flexibility and takes into account the ownership of the site (public and private)

Make further contact with the Showmen’s Guild on a regular basis to discuss future need in the area.

## Community Relations – Myth Busting

- 4.43 There was general agreement that, where there are settled sites, community tension is not an issue. One Elected Member disagreed and claimed that the community are opposed to *any* Gypsies and Traveller site, authorised or unauthorised.
- 4.44 Stakeholders were of the view that community tensions arise in response to unauthorised encampments and proposed new sites and referenced the previous call for sites consultation which they felt was influenced by misconceptions and, as a result, had been quite negative. However, a Gypsy and Traveller

- representative and Elected Member argued that, in the main, community tensions don't exist and blamed the site consultation process, which includes *completely inappropriate locations which nobody wants* including the Gypsies and Travellers, which results in unnecessary tension between the two communities.
- 4.45 Overall, officers and most Elected Members felt an awareness campaign to improve people's perceptions of the community should be a key priority. Two Elected Members felt that more positive action should be taken forward to improve the relationship between the settled and Traveller community.
- 4.46 The Council and North Yorkshire Steering Group have already attempted to improve perceptions through myth busting sessions. Taking this forward Horton Housing has facilitated a joint session with Elected Members and Gypsies and Travellers. The focus of the group was to develop a better understanding of the Gypsy and Traveller community allowing Travellers to give their experiences and to dispel common misunderstandings held by the settled community for instance that Travellers don't pay tax.
- 4.47 An officer explained that the session was certainly useful insofar as it raised issues around site location preferences as aforementioned in paragraph 4.37. The officer claimed that there had been positive feedback from the fifteen councillors that attended, including how useful they thought the session was. The myth busting session was viewed positively by the majority of Elected Members who agreed that it had improved knowledge, increased awareness and challenged the views held by councillors. However, one member revealed mixed feelings about the session adding that *I am not sure we all laid our cards on the table* suggesting that members were not entirely open about their issues at the session. Nevertheless, there was strong support for the usefulness of this type of forum.
- 4.48 It was said that this was only the start of the myth busting process and that, moving forward, they intended to engage with the general public and the following three groups:
- Local media;
  - The Burn site community; and
  - The transient community.
- 4.49 On a positive note, officers were of the opinion that levels of acceptance amongst the settled community have increased recently and, in the instances of unauthorised encampments, *it does not hit the headlines as much as it used to*.
- 4.50 We recommend that:
- Current initiatives (myth busting) should be continued and good practice should be shared
  - Any future work to identify site locations avoids consulting on unsuitable and unrealistic sites
  - SDC encourage and provide support for work on education and dispelling myths within the community.

## Consultation with the Traveller Community

- 4.51 Consultation is said to be on an as and when basis. Council officers use a contacts database which includes national groups whenever there are planning related activities, allocations work or an issue specifically related to the community. For instance, when refurbishing the public sites (Burn and Carlton), tenants were

consulted on issues such as cupboard space and layout. This was said to have worked well and *most of their preferences were matched*. As aforementioned residents were said to be happy with their new units.

- 4.52 However, the Gypsy and Traveller representative considered the current approach to consultation to be inadequate and argued that the District needs to devote time and money to working with the Traveller community in order to *start building some trust*.
- 4.53 Elected Members supported the development of a communication channel which would be useful when consulting on specific issues. One Elected Member felt that it would be beneficial to have a representative from the Gypsy and Traveller community to act as a spokesperson by sharing the views and opinions of the Gypsy and Traveller community with the settled community. Others argued that the Gypsy and Traveller community should be encouraged and enabled to achieve greater local political representation.
- 4.54 We recommend that:

SDC develop a process for on-going consultation with the community (rather than on an as and when basis)

SDC works with support groups to empower members of the Gypsy and Traveller community to become representatives and to attend the North Yorkshire Steering Group Meetings.

## Future Accommodation Need

- 4.55 There was a general agreement that, for the reasons explained subsequently, additional accommodation is required. Of all the stakeholders, only one Elected Member disagreed with this assessment and predicted that, in the future, more members of the Gypsy and Traveller community will look to settle into bricks and mortar, thus decreasing the demand for site provision.
- 4.56 The two sites in Selby are considered to be stable with very low levels of occupancy turnover. However, there is said to be growing pressures, stemming from current family expansion and future family formation, on current accommodation. Officers were of the opinion that this has given rise to current overcrowding:

*Being familiar with the tenants and their families, I am aware that in terms of planning ahead for future years, there will be a substantial need for further pitches for those on sites who are already struggling to accommodate growing families...We have a number of 15-18 year olds who were born on these sites and have outgrown the caravan of their parents and in the near future will require pitches of their own*

*Current site provision cannot facilitate the needs of larger families who require 2, perhaps 3 caravans on a pitch, and additional vehicles*

*The sites at Selby were intended to be transit sites but some residents have been on there for 15 years. Families who are there now seem pretty settled and they have children going to school – all I can see is that the need will expand when the family expands and grows – they don't like moving away from the family. The plots are becoming a little overcrowded – there is a definite need.*

- 4.57 Elected Members gave a variety of reasons why additional permanent provision is required in the District:

*They need more permanent accommodation so they put an end to it. It will stop people just turning up and saying "well you haven't got any provision, your report says you haven't got enough, so you cannot turf me off"...There are those who buy the land, park their caravans on it and then apply for planning but they haven't really got any other choice*

*We have a duty to provide it...we should provide it anyway*

*In the previous report there was a clear lack of provision.*

- 4.58 In terms of meeting future need the additional 15 pitches, adjacent to Burn Airfield, were considered positively by stakeholders.
- 4.59 Stakeholders put forward two ideas for dealing with the long-term developments with temporary planning and unauthorised encampments. An Elected Member was of the opinion that those currently dwelling in unauthorised sites and, therefore, should be moved onto the new site at Burn.
- 4.60 Alternatively, a Gypsy and Traveller representative was of the opinion that the District could meet its five year supply by granting sites, which currently have temporary permission, permanent planning permission. An Elected Member was of a similar opinion and referred to an unauthorised site which has been on the Boot and Shoe site for a number of years. The Member was of the impression that the site has *no problems, is run very well and Travellers living at the site are happy*. The member thought that, in order to meet future accommodation needs, SDC *should* grant retrospective planning permission on that site *as they have done in other cases*.
- 4.61 Discussion of Transit Provision led most stakeholders to observe that a *temporary* stopping site is required for those who travel through the area en route to the horse fairs and shows in the area. An Elected Member indicated a possible location and a suitable size:

*For those that I have seen on the side of the road, there could be between five and ten pitches and it could be managed by Horton Housing because it could be attached to one of their sites. For instance it could be the one on the old A1 site (the Boot and Shoe site) because there is space around that area.*

- 4.62 When asked what they envisage will happen over the next fifteen years, one officer stressed the importance of the forthcoming TNA which will ultimately determine the future direction of SDC. Whatever comes out of the TNA one Elected Member was keen that SDC explore opportunities for financial assistance from central government to provide suitable sites, particularly if additional accommodation is required.
- 4.63 However, there was the question of whether anyone has the *political will* to address the accommodation needs of the community. One Elected Member explained that *it is difficult to muster the political will* when the *settled community jump up and down about it when the issue is raised*. It was recognised that, although this is not fair opposition, it does place Elected Members in a difficult position in terms of being seen to support the accommodation needs of Gypsies and Travellers.
- 4.64 In summary:

It is generally agreed that there is a shortfall in the provision of sites which stems from natural growth and future family formation and sites which have temporary planning permission

Most stakeholders agree that this shortfall can be met through the proposed site at Burn

There is disagreement surrounding the future of those with temporary planning, namely:

Those with temporary planning permission be given permanent permission

All those with temporary planning permission be housed in the new site

Transit provision would be beneficial during the summer months when Travellers are en route to various events – possibly this would only need to be a temporary seasonal site.

The new ten plot site near Thorpe Willoughby will meet the Travelling Showpeople need identified in the 2009 NYARS.



## Cross-Boundary Issues

4.65 As stated in the Planning Policy for Traveller Sites, Local Authorities have a duty to cooperate on planning issues that cross administrative boundaries. Interviews were achieved with officers representing North Yorkshire County Council and surrounding authorities which include:

Craven  
Doncaster  
East Riding  
Hambleton  
Leeds  
Richmondshire  
Ryedale  
Wakefield  
York.

4.66 In general, interviewees representing North Yorkshire could not identify any clear cross-boundary issues that they felt were in need of consideration, it was argued that there are different circumstances and varying levels of need within the area:

*There are a number of unauthorised encampments across the County and some districts in North Yorkshire have more than others. York, Selby and Hambleton, they are the areas with the larger Gypsy population and then Harrogate and Ryedale have their population with Craven, Scarborough and Richmondshire with less.*

4.67 When considering the transient Traveller population movement, a few interviewees raised the issue of one family which travels across the North Yorkshire districts on a continual basis. One interviewee argued that deciding who has responsibility for the family is a complicated issue which can prompt some cross-border discussion.

4.68 In general, movement is thought to be influenced by historic ties; movement to and from the horse fairs in Appleby, Darlington and Scarborough (up the A19); holidays and traditional stopping points. When asked to describe the aforementioned travelling patterns, interviewees stressed that information is not collated in a way that would enable them to make informed assessments. The North Yorkshire Steering Group has been set-up to address this issue, improve cross-border working and the exchange of information across the areas and is said to be currently working towards establishing data on the stopping patterns across the area.

4.69 The North Yorkshire Steering Group is also working on developing a single protocol for managing unauthorised encampments across the area. District Councils have different policies and approaches to moving families on, which is thought to create conflict and inconsistency. One interviewee thought it would be beneficial if there was cross - border clarity – this would allow support workers to be clearer when giving support and advice:

*The Districts don't actively try to move them over to another district and we are working to try to get to a point where we've got one consistent policy on unauthorised encampments across the county and City of York.*

- 4.70 According to one officer, cross-border working beyond North Yorkshire could be improved and communication with other neighbouring areas would be beneficial particularly regarding transit issues during the Appleby Fair and the possible benefits of working with Durham who do provide sites:

*We have not talked to Durham, Teesside or York regarding those issues – we may have been a bit insular in what we have been doing. The main part would be the communication on the unauthorised side of encampments – there are travelling routes from the south up to the north through to Appleby Fair. By talking to Durham who have a lot of provision during the Fair, they open up various sites for temporary usage. If we worked closer to Durham and we had people stopping on our highways and they were in reasonable distance to Durham and it was open we could redirect them there.*

- 4.71 An officer representing Leeds (West Yorkshire) also shared this view. The officer explained that Local Authorities making up West Yorkshire (Leeds, Bradford, Wakefield, Kirklees and Calderdale) meet on a quarterly basis. Issues discussed at the meetings include site issues (three of the LAs have sites), any commonalities, unauthorised encampments, movement, trends and sharing best practice. When dealing with Traveller related issues it was argued that it would be sensible if there was contact between West and North Yorkshire, as traveller related issues are difficult to understand within a vacuum:

*Because I don't have contact with any officers in those authorities I don't know what is happening there...I would assume they have a number of unauthorised encampments and have similar issues to us – for instance a need for additional pitches – the same as in other areas. I think it would make sense for cross-border working to happen.*

- 4.72 It was argued that joint working between the two areas would be beneficial. Cross-border movement occurs when travellers move Northwards through the UK en route to the various fairs at Appleby, Scarborough and Darlington. Therefore, there are opportunities to manage these encampments on a larger, more strategic level. One officer claimed that a favoured stopping point in Leeds is in Ledsham, which is in close proximity to the Selby border. Potentially, the Great North Road on the border of Leeds and Selby was seen as an area where cross-border movement could occur in the future.

- 4.73 It was the view of the officer that these issues and possible solutions, such as transit provision provided jointly by Selby and Leeds, could be explored if there was communication between the two areas. Sharing best practice and new ideas was also seen as helpful; for instance, Leeds have developed a new approach to reducing the amount of unauthorised encampments through creating a tolerated site with basic facilities for the families that it knows travel around the area. It was argued that this approach has worked well.

- 4.74 Two officers (one from North Yorkshire and one from West Yorkshire) referred to a family who are residing in Selby but access most of their services from Leeds. They reflected positively on the joint working which is taking place between the two areas.

- 4.75 An officer representing Wakefield (West Yorkshire) felt they would need to bear in mind where they position sites in the future and in doing so would need to work with Selby and the other Councils like Doncaster.

- 4.76 An officer representing Doncaster (South Yorkshire) revealed that there is a large Gypsy and Traveller and Travelling Showpeople population – with a need for further provision particularly for Showpeople. The officer reported issues in terms of overcrowding on sites. The turnover rate for the Council sites is reportedly quite high at around 18%. However, there are no records to show where people move and why.
- 4.77 Doncaster is said to be on the main travelling route (the A1) and the officer was of the opinion transit provision would provide a *link between the authorities*. However, the priority for Doncaster is to meet the needs of its existing population and create more permanent provision.
- 4.78 The officer felt that there has been a lack of cross-boundary work and in terms of recording unauthorised encampments it was argued that this should be routine and consistent across the region, however, the South Yorkshire assessment identified the different approaches used to record encampments. As such, it was suggested that cross-boundary work, identifying best practice on recording methodology, would be helpful and could provide a basis on which to share information in the future. The officer added that sharing best practice and guidance on carrying out the TNA would *provide more certainty* and would be helpful.
- 4.79 East Riding reported no issues.
- 4.80 We recommend that:

#### Within North Yorkshire

Current initiatives (establishing travelling patterns and single enforcement protocol) led by the North Yorkshire Steering Group should be continued and good practice should be shared

Officers within Housing and Community departments meet to discuss procedures, protocols and data exchange

Consideration should be given to the outcome of the TNA assessments across North Yorkshire.

#### Outside North Yorkshire

North Yorkshire County Council should attend the West Yorkshire Steering Group

Consideration should be given to holding a regional forum to discuss issues relating to:

Better understanding accommodation needs across the region

Recording and sharing data on unauthorised encampments

Sharing best practice on TNA methodology

Discuss the issues related to transit provision including necessity and possible locations.



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## 5. Gypsy and Traveller Population

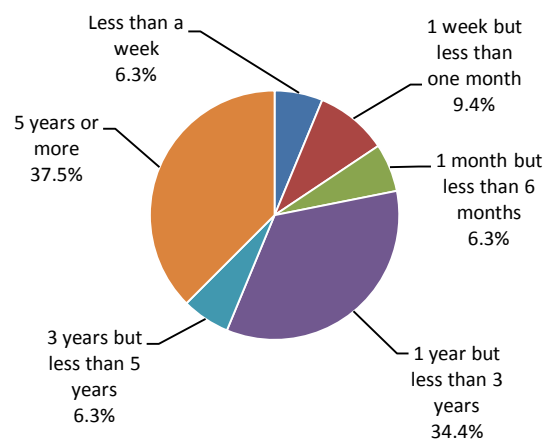
### Survey of the Gypsy and Traveller Population

- 5.1 One of the major components of this assessment was a detailed survey of the Gypsy and Traveller population in Selby. This aimed to identify current households with housing needs, and to assess likely future household formation from within the existing households to help judge the need for future site provision. The survey sought to provide a baseline position on the resident Gypsy and Traveller population of Selby.
- 5.2 Interviews were attempted with every Gypsy and Traveller household in the area who were present between August and September 2012. Therefore, the baseline point for the findings of this study is September 2012. Throughout the survey period interviewers worked from 9am to 7pm each day and made repeated visits to each household until a successful interview was concluded. In total, interviews were achieved on-site with 32 households and a further 4 in bricks and mortar.
- 5.3 Throughout this study the person responding to the survey will be referred to as the respondent, and in questions which refer to all people in the household they will be referred to as household members. Throughout the remainder of this report the majority of numbers which appear on the charts represent the percentage of respondents who appear in that category. The purpose of showing percentages is to allow the results of the survey to be extrapolated to the whole Gypsy and Traveller population of Selby. In a few cases it is more appropriate to use the actual number of respondents, and these cases are clearly identified. In all charts those respondents who answered 'don't know', or did not answer the question, are omitted unless otherwise stated.

## Length of Residence

- 5.4 Many Gypsies and Travellers surveyed had a long period of residence in Selby. 38% of respondents had lived on their current site for more than 5 years.

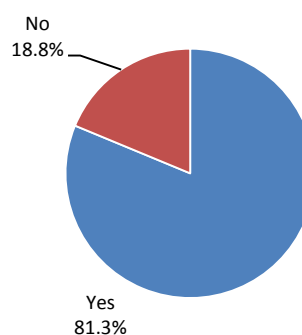
Figure 2  
Length of Time Respondents Have Lived on Their Current Site, by all Respondents (Source: Survey of Gypsy and Traveller Population On-site 2012)



## Permanent base

- 5.5 81% of respondents identified their current site as being their permanent base. Of those who identified their current site as not being their permanent one, all were on private sites. Some had no permanent bases and simply travel constantly, while others were just visiting the area.

Figure 3  
Whether Respondents consider their current site to be their permanent base (Source: Survey of Gypsy and Traveller Population On-site 2012)

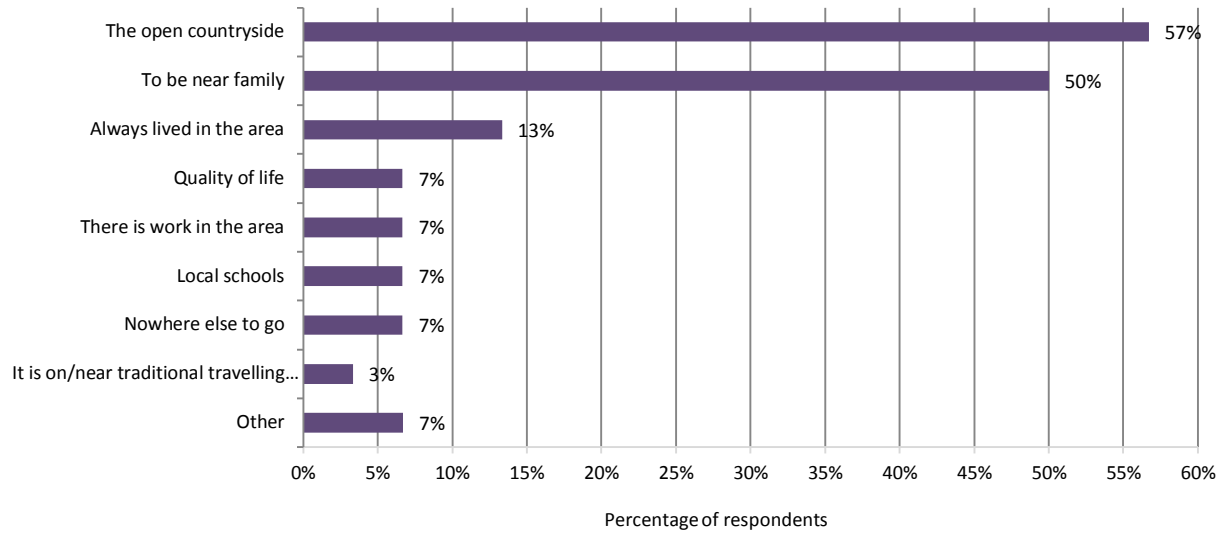


## Attractions of Living in Selby

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

Figure 4

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

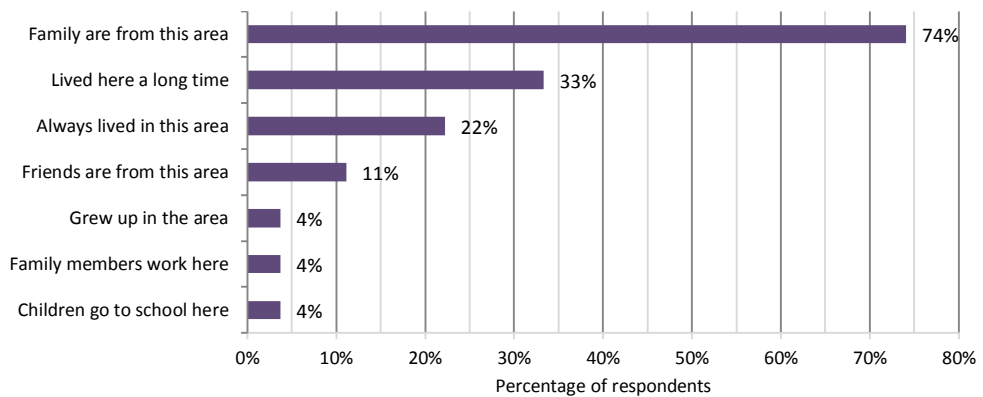


## Connections with the Area

- 5.8 Nearly nine-in-ten respondents felt they have strong connections to Selby (88%). In particular the main connection that Gypsy and Traveller households felt to the area was that their family were from the area; while many had either lived in Selby for a long time or had always lived in the area.

Figure 5

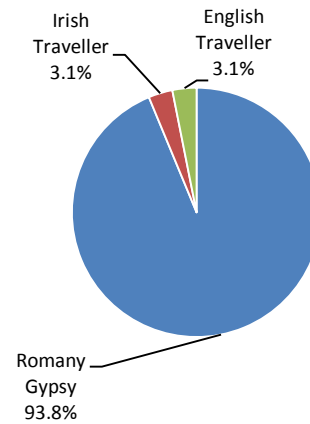
Nature of Local Connections in Selby, by all Respondents (Source: Survey of Gypsy and Traveller Population On-site 2012)



## Ethnicity

- 5.9 More than nine-in-ten respondents explicitly identified themselves as being Romany Gypsy.

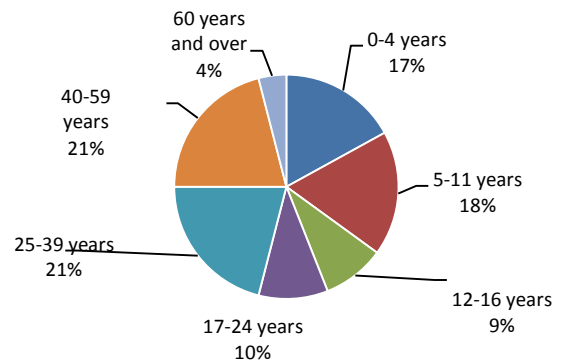
Figure 6  
Ethnicity of Respondents (Source: Survey of Gypsy and Traveller Population On-site 2012)



## Age and Household Profile

- 5.10 The households showed a mixed range of ages across their members. 4% of household members were aged 60 years or over, but 44% of all household members were aged 16 years or under. 27% of all household members were of school age and another 17% were children aged 4 years or less.

Figure 7  
Age of Household Members, by all Household Members (Source: Survey of Gypsy and Traveller Population On-site 2012)



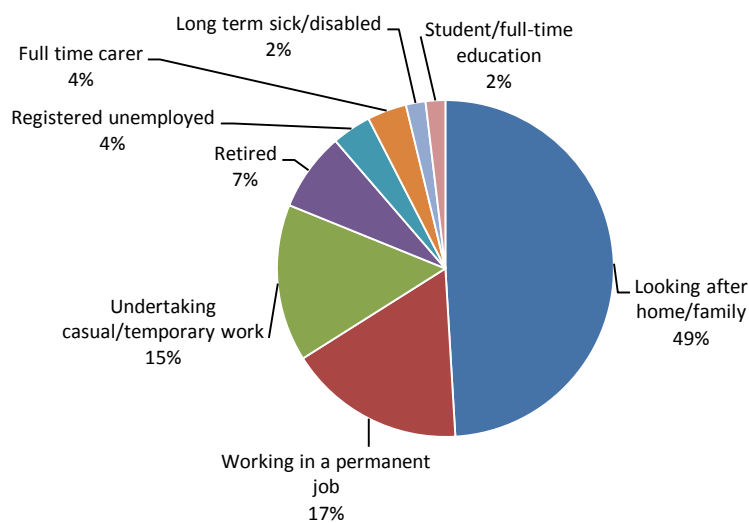


## Employment Status

- 5.11 Of those who had their employment status recorded, 49% were looking after their home/family, 7% were retired and 4% registered unemployed. 17% had a permanent job, while another 15% had casual/temporary work.

Figure 8

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



## Health Problems

- 5.12 28% of respondents interviewed reported that their household contained at least one member with a long-term health problem. However only one respondent reported that adaptations were required in their home to meet the needs of the household members currently suffering with health problems.



## 6. Existing Sites

### Type of Site

- 6.1 28 of the on-site interviews were completed on authorised sites (13 on private sites and 15 on public sites). 4 interviews were conducted on unauthorised developments or encampments.

### Type and Number of Caravans

- 6.2 All respondents were asked if they require extra caravans. The evidence from the survey is that only three households would like more caravans within their existing household. Only one of these had space at their existing pitch to accommodate these caravans.
- 6.3 The phrasing of this question focused on a need rather than a demand for more caravans. Respondents were asked, irrespective of who was purchasing the caravans, whether they needed more caravans for household members. Therefore, this question simply reflected a perceived need for more caravans, rather than an ability to afford (demand for) more caravans.

### Views of Sites

- 6.4 The majority of respondents were satisfied with their sites. 81% of respondents expressed satisfaction with their site, with 66% stating they were very satisfied. Only 3% expressed dissatisfaction.
- 6.5 Figure 10 shows the improvements which were identified by respondents as being required at their permanent sites. The majority of households are satisfied with their sites and a reflection of this is that 63% of respondents felt that no improvements were required on the site.
- 6.6 Of the respondents who did cite improvements, just over one-in-ten wanted improved road surfacing. Nearly one-in-ten respondents reported that they wanted better toilet facilities and larger pitches.

Figure 9  
Satisfaction with Current Site, by all Respondents (Source: Survey of Gypsy and Traveller Population On-site 2012)

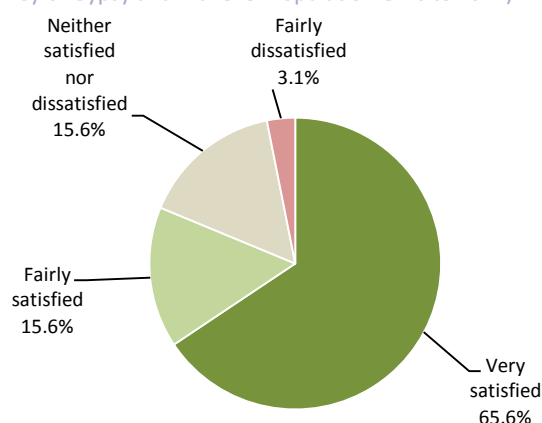
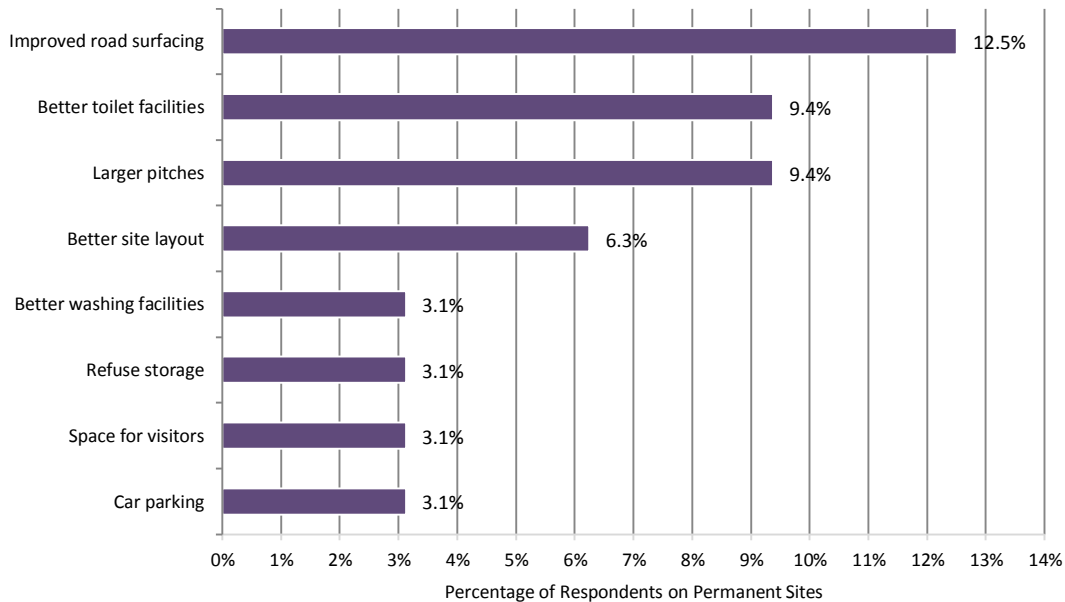


Figure 10

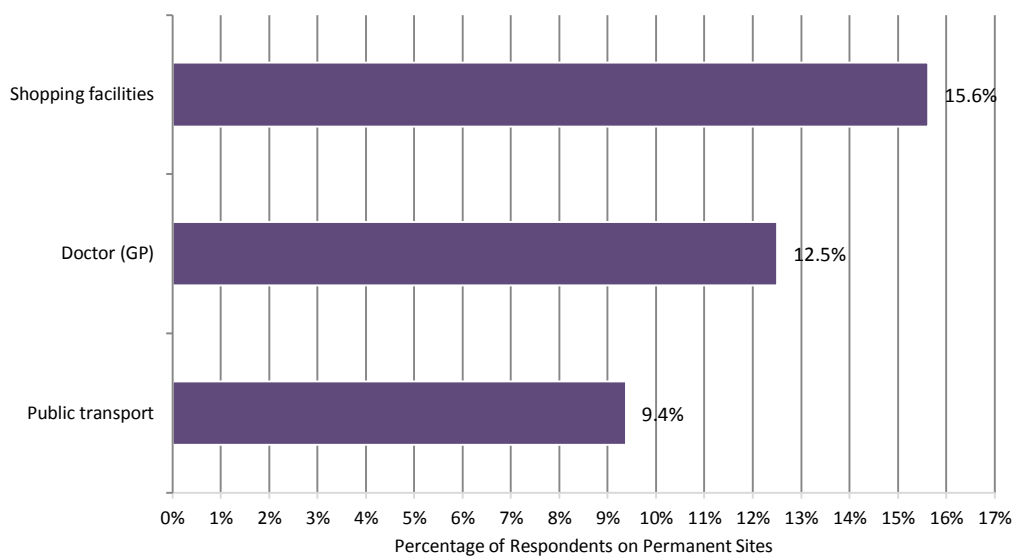
Improvements Respondents Would Like to See on Their Site, by all Respondents on Permanent Sites (Source: Survey of Gypsy and Traveller Population On-site 2012)



- 6.7 When asked what services they needed that they had difficulties accessing, the highest proportion of respondents cited shopping facilities (16%) and Doctor (GP) (13%) as being the hardest services to access.

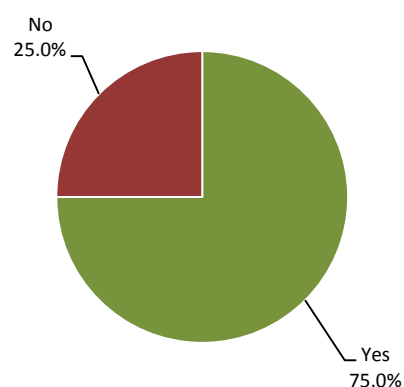
Figure 11

Services needed by respondents or their families that they have had difficulty accessing, by all Respondents on Permanent Sites (Source: Survey of Gypsy and Traveller Population On-site 2012)



- 6.8 Three quarters of respondents feel that their current accommodation and site meets all of their needs in terms of accommodation quality, space and site facilities (Figure 12). However, 8 respondents stated that their current site did not meet their accommodation needs.
- 6.9 The main reasons given by those who feel that their current accommodation and site do not meet their needs said that this was because their accommodation was too small and that the site was dirty/polluted poor state of repair.
- 6.10 Of the 8 respondents who felt that their current accommodation and site did not meet their needs, all said that their needs could be addressed at their current pitch.

Figure 12  
Whether current accommodation and site meet all of respondents' needs (Source: Survey of Gypsy and Traveller Population On-site 2012)



## Propensity to Travel

- 6.11 53% of respondents reported that they had not travelled at all during the last 12 months, but 29% of those who did not travel in the past 12 months had travelled in the past. The most common reasons households gave for not travelling were due to ill health of some family members, so that children could receive an education and that they wanted a more settled lifestyle.



## 7. Future Site Provision

### Site Provision

- 7.1 This section focuses on the extra site provision which is required in Selby currently and over the next 15 years by 5 year segments. This time period allows for robust forecasts of the requirements for extra provision based upon the evidence contained within this survey.
- 7.2 The March 2012, the CLG document ‘Planning Policy for Traveller Sites’, requires an assessment for future pitch requirements, but does not provide a suggested methodology for undertaking this calculation. However, as with any housing assessment, the underlying calculation can be broken down into a relatively small number of factors. In this case, the key issue for residential pitches is to compare the supply of pitches available for occupation with the current and future needs of the households. The key factors in each of these elements are set out below:

### Supply of pitches

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

### Current Need

- 7.4 There are four key components of current need. Total current need (which is not necessarily need for additional pitches) is simply:
- » Households on unauthorised developments for which planning permission is not expected;
  - » Concealed households;
  - » Households in brick and mortar wishing to move to sites; and
  - » Households on waiting lists for public sites.

### Future Need

- 7.5 There are three key components of future need. Total future need is simply the sum of the following:
- » Households living on sites with temporary planning permissions;
  - » New household formation expected during the study period; and

» Migration to sites from outside the study area.

7.6 We will firstly provide the model as set out above for Gypsies and Travellers. We will then separately analyse the possible need for additional transit provision in the study area before repeating the calculation for Travelling Showpeople.

## Current Gypsy and Traveller Site Provision

7.7 There are currently 24 pitches on public sites in Selby. The number of pitches on authorised private sites is harder to determine because the Flaxley Road caravan site in Selby is not exclusively occupied by Gypsies and Travellers. While the site has permission to accommodate up to 32 families, the household survey interviewed eight Gypsy and Traveller households on this site. The three sites in Selby with temporary planning permissions have capacity for seven pitches and there are three pitches on unauthorised developments. Therefore, there are at least 18 pitches occupied in the district beyond those on public sites and probably more. Therefore, we have allowed for a total of 45 households in the district.

7.8 The next stage of the process is to assess how much space is, or will become, available on existing sites. The main ways in which space is/will be freed are:

- Current empty pitches;
- New sites or site extensions which are likely to gain planning permission;
- Migration away from the area;
- Movement to bricks and mortar;
- Dissolution of households.

7.9 Currently, all authorised site pitches are occupied, so there is no available space. Selby Council is seeking to develop a new 15 pitch site near the existing public site at Burn. At the time of this study, a planning application was being considered prior to a decision. Local issues are being addressed as a result of the consultation process, but there remain a number of concerns. Therefore we have not counted this as part of the future supply, so currently, within the assessment; no additional pitches are expected to be granted permission.

7.10 For out-migration to other areas households will also wish to move in the opposite direction. Therefore, we have treated these as being part of the future need section of the calculation.

7.11 The dissolution of a household occurs when all the members leave the household. Common ways for a household to dissolve are for a person living on their own to die, or to move to an existing household. Given that households will also form in the future we have treated the net growth in household numbers as being part of the future need.

## Additional Site Provision: Current Need

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



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

## Current Unauthorised Developments

- 7.13 As noted earlier, Selby contains a small number of unauthorised sites. At the time of the survey the area contained two unauthorised sites. At the time of writing, one of these sites 'The Sycamores Sutton Lane Byram' is currently at planning appeal following an initial planning permission refusal. The other site near Drax has no planning application history. All households interviewed wished to remain in Selby and have been counted as need within this study.

## Concealed Households

- 7.14 A concealed household occurs when two households occupy one pitch when ideally they should be occupying two pitches. This is not simply overcrowding, but is a sharing of a space by households who should and would wish to be living on their own pitches, but cannot do so due to a lack of space. There is no evidence from the household survey of any concealed households.
- 7.15 This survey has identified three households who would like more caravans or trailer, or who said their current accommodation was too small. This is not an objective measure of overcrowding, but can be thought of as households who felt that they were overcrowded. However, this study feels that no extra net pitch provision is required for this group.
- 7.16 To understand the reasons for this it is necessary to consider how these overcrowding options can be addressed. For a household who feel that they need more caravans or trailers there are two possibilities. Either the extra caravans or trailers could be accommodated on the existing pitch, or if this is not possible, a new larger pitch is required. In Selby, one household who reported that they need more caravans feel that their needs could be met at their current pitch, while two would need to move from their pitches at private sites to find more space.

## Bricks and Mortar

- 7.17 Identifying households in bricks and mortar has been frequently highlighted as an issue with Gypsy and Traveller Accommodation Assessments. We would note that households who are seeking to move from housing to public sites can express a desire to do so through registering on the waiting list for public sites and therefore will have been counted elsewhere in this calculation.
- 7.18 We would also note that for a number of recent studies undertaken by ORS we have worked with national Gypsy and Traveller representatives to identify households in brick and mortar. For a number of recent studies the representatives reported over 100 known households in housing and they encouraged them to come forward to take part in the survey. The actual number who eventually took part in the surveys ranged from zero to six household per area, and not all wished to move back to sites. Therefore, while there is anecdotal evidence of many Gypsies and Travellers in housing, most appear to be content to

remain there and when provided with the opportunity by national representatives to register an interest in returning to sites few choose to do so.

- 7.19 For this study all stakeholders connected to the study area were asked if they knew of any households in bricks and mortar who would wish to take part in the survey. In total four interviews took place with households in bricks and mortar. None of these households expressed a desire to move back to sites, so no provision has been made for any movement. The 2011 Census identified a total on 158 Gypsy and Traveller persons living in Selby. Given that the pitches on-site will account for most of this population, this would indicate that the population in bricks and mortar is comparatively low.
- 7.20 It is also the case that with most face to face surveys undertaken on-site by ORS, a small number of households are seeking to move to bricks and mortar. However, in this case no household did wish to move from on-site to bricks and mortar.
- 7.21 Several potential sources of information on need arising from bricks and mortar have been interrogated in the study area as set out above. However there is no primary evidence of need arising from bricks and mortar. In the experience of ORS, deriving a need from this source based on assumptions derived from data elsewhere would be neither reliable nor appropriate, given the very low need found from this source in other studies by ORS. Therefore, the need arising from movement from bricks and mortar to sites is assessed as zero.

## Waiting Lists for Public Sites

- 7.22 The method of registering a desire to obtain a pitch on a public site is through placing your name on the waiting list held by Horton Housing. Across the two public sites in Selby, there are currently 7 households on the waiting list. Their current circumstances are set out below.
- One applicant who is living in bricks and mortar housing in Selby.
  - Two applicants who are on unauthorised sites in Selby.
  - One who is living on a site in North Yorkshire.
  - Two from outside the area that are trying to join family on the sites.
  - One who is from outside the area with no local connection.
- 7.23 We would note that this study has already considered the needs of those currently on unauthorised sites in Selby and therefore there is no need to count them additionally here.
- 7.24 Similarly those households who are currently living on authorised sites and wish to transfer to Selby do not necessarily represent need in Selby. In many cases the desire to live on these sites can be considered to be aspirational rather than need. The households are not currently homeless or living in bricks and mortar while not wishing to do so. Therefore, we have included the two households seeking to join family members and the one household in bricks and mortar as being need. This generates an additional need of three pitches.

## Additional Site Provision: Future Need

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

## Temporary Planning Permissions

- 7.26 Selby currently has three sites with temporary planning permissions, with a combined total of 7 pitches. In all cases the permissions will expire within the next 5 years, they have therefore been counted as need within this assessment, but not as supply of pitches.

## New Household Formation

- 7.27 It is recognised that an important group for future pitch provision will be older children who form their own households. Many studies of Gypsy and Traveller populations assume a net growth in the population of around 3% per annum. Long-term trends indicate that the number of Gypsy and Traveller caravans on site has grown by 134% nationally in the past 34 years, which equates to a net growth of around 2.5% per annum. On the basis that the age profile for the Gypsy and Traveller population in the study area is not exceptional, it is this figure of 2.5% that is used in this study for the calculation of future household formation.
- 7.28 When including the impact of compound growth, a 2.5% growth per annum provides for 45% growth over 15 years. This gives a total rounded net growth from household formation of 20 households. This figure already includes any household dissolution through death.

## In-migration from Other Sources

- 7.29 The most complicated area for a survey such as this is to estimate how many households will require accommodation from outside the area. Potentially Gypsies and Travellers could move to Selby from anywhere in the country. The number of household seeking to move to Selby is likely to be heavily dependent upon pitch provision elsewhere. It has been noted that a weakness of many Gypsy and Traveller Accommodation Assessments conducted across the country has been that they either allowed for out-migration without in-migration which led to under-counting of need, or they over-counted need by assuming every household visiting the area required a pitch.
- 7.30 Overall the level of in-migration to Selby is a very difficult issue to predict. We have allowed for a balanced level of migration on to existing sites. The advantage of allowing for net migration to sum to zero is that it avoids the problems seen with other Gypsy and Traveller Accommodation Assessments where the modelling of migration clearly identified too low or high a level of total pitch provision. An assumption of net nil migration implies that the net pitch requirement is driven by locally identifiable need.
- 7.31 Beyond this number, rather than assess in-migrant households seeking to develop new sites in the area, we would propose that each case is assessed as a desire to live in the area and that site criteria rules are

followed for each new site. It is important for Selby to have clear criteria based planning policies in place for any new potential sites which do arise.

## Overall Needs

- 7.32 The estimated extra site provision that is required now and in the near future for Selby will be 33 pitches to address the needs of all identifiable households. This includes the existing households on temporary or unauthorised sites, and growth in household numbers due to household formation.

Figure 13  
Extra Pitches which are Required in Selby from 2013-2028

Reason for Requirement/Vacancy	Gross Requirement	Supply	Net Requirement
<b>Supply of Pitches</b>			
Additional supply from empty pitches	-	0	
Additional supply new sites	-	0	
Movement to bricks and mortar	-	0	
<b>Total Supply</b>		<b>0</b>	
<b>Current Need</b>			
Current unauthorised developments or encampments and seeking to stay in the area	3	-	
Concealed households	0	-	
Movement from bricks and mortar	0	-	
Waiting list for public sites	3	-	
<b>Total Current Need</b>	<b>6</b>		
<b>Future Needs</b>			
Currently on sites with temporary planning permission	7	-	
Net migration	0	-	
Net new household formation	20	-	
<b>Total Future Needs</b>	<b>27</b>		
<b>Total</b>	<b>33</b>	<b>0</b>	<b>33</b>

## Split Public/Private Sites to 2028

- 7.33 To split the need by time period, we have taken any backlog of need and loss of sites with temporary permission as occurring in the first five years. Meanwhile, household formations have been assumed to occur evenly over the time period so beyond the next 5 years the level of growth in the population is even. In summary, Figure 14 sets out the net requirement for new pitch provision in 5 year period until 2028.

Figure 14  
Extra Pitch Provision in Selby by Time Period

	2013-2018	2018-2023	2023-2028
<b>Total</b>	<b>19</b>	<b>7</b>	<b>7</b>

## Transit/Emergency Stopping Site Provision

- 7.34 There is currently no transit site provision in Selby. Transit sites serve a specific function of meeting the needs of Gypsy and Traveller households who are visiting an area or who are passing through on the way to somewhere else. They do not have a function in meeting local need which must be addressed on permanent sites.
- 7.35 Therefore, the key issue in determining if there is a requirement for transit site provision is whether there is evidence of sufficient travelling through the area. We would also note that transit sites are an area where cross boundary working could prove to be particularly effective and that the transit needs of Gypsy and Travellers visiting North and West Yorkshire are an issue which should be considered at a more strategic level.
- 7.36 The household survey identified a number of households who were in Selby, but not at their permanent base. Therefore, a small transit site provision would provide for household visiting Selby and its surrounding area.

## Showpersons

- 7.37 A 10 plot Showperson's yard at Thorpe Willoughby was granted planning permission on appeal in 2013. Therefore, there is no identified need for Travelling Showpersons plots in Selby. Again it is important for Selby to have clear criteria based planning policies in place for any new potential Showpersons's yards which do arise.

## 8. Broad Locations

### Introduction

- 8.1 The study has investigated the potential for the identification of broad locations which will be a guide for the subsequent identification of specific sites.
- 8.2 Criteria for defining broad locations have been developed taking account of national policy, guidance, the results of the needs assessment and identified physical constraints. Broad locations have then been defined taking account of these key criteria.
- 8.3 The work has been informed by stakeholder interviews set out in section 4 above and a stakeholder workshop held on 16 January 2013. Stakeholders included Council representatives, Gypsy and Traveller support services, planning agents and representatives from the travelling communities from the Selby and Harrogate area.

### Policy background for determining locational criteria

#### *National policy*

- 8.4 National planning policy for Gypsies and Travellers is contained within Planning policy for traveller sites<sup>3</sup> (PPTS). This identifies three key criteria for identifying appropriate sites for delivery through the planning system. To be deliverable within five years or developable within years 6-15, sites should:
- Be available - the site should be available now or there should be a reasonable prospect that the site is available at the point envisaged;
  - Be suitable – the site should be in a suitable location for development
  - Be achievable – there is a realistic or reasonable prospect that housing could be viably developed at the point envisaged.
- 8.5 Local planning authorities should identify sufficient deliverable sites to provide five years' worth of sites against their locally set targets. For years 6-10 and, where possible, for years 11-15, they should identify a supply of specific developable sites or broad locations for growth.
- 8.6 National policy recommends that criteria should be developed to guide land allocations if there is identified need and if there is no identified need, to develop criteria-based policies to provide a basis for determining planning applications which may nevertheless come forward.
- 8.7 Criteria "should be fair and should facilitate the traditional and nomadic life of travellers while respecting the interests of the settled community" (PPTS, para. 10). Many previous studies and local plan criteria based policies across the country have used very restrictive criteria which have prevented many reasonable

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<sup>3</sup> Planning policy for traveller sites, Communities and Local Government, March 2012

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

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

### *Local policy*

- 8.9 The Selby District Local Plan (SDLP), which was adopted on 8 February 2005, is being replaced by a new Core Strategy, although policies in the adopted SDLP remain in force for the time being. Policy H16 is a saved policy designed to permit small-scale proposals for the accommodation of Gypsies, provided there is an established traditional need and subject to satisfying a number of individual suitability criteria.
- 8.10 Selby District Council submitted its Core Strategy to the Secretary of State for Communities and Local Government on 05 May 2011. The plan included Policy CP7 which listed a new set of suitability criteria. At the examination a number of proposed changes have been proposed, including the removal of detailed criteria, instead referring to applications for traveller development to be determined in accordance with national policy. The proposed changes policy states that “the Council will establish at least a 5-year supply of deliverable sites and broad locations for growth to accommodate additional traveller sites/pitches/plots required through a Site Allocations DPD, in line with the findings of up to date assessments or other robust evidence.”
- 8.11 A Site Allocations DPD (SADPD) was progressed in 2009, which included a significant amount of work towards Gypsies and Travellers. A Preferred Options document identified a potential site for allocation. The SADPD is now on hold while the Core Strategy adoption process continues.

### *Other policy and guidance*

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

### *Criteria for identifying broad locations*

- 8.14 At the stakeholder workshop, detailed discussion centred around the following themes:
- Fit with spatial strategies
  - Settlement hierarchy and the relationship of sites to sustainable settlements

- Access to the road network and major public transport corridors
- Accessibility to key services
- Impact on local infrastructure
- Fit with identified needs
- Location of current site provision
- Pattern of movements through the district
- Projected future needs
- Needs of different travelling communities
- Reducing the need for long distance travelling
- Avoiding physical constraints and protected areas
- Nature conservation designations
- National Park and landscape considerations
- Historic built environment designations
- Floodplain and areas of high flood risk
- Relationship with other land uses
- Co-existence with local communities
- Residential amenity
- Scale of sites relative to settled community
- Mixed planning use sites
- Noise and air quality

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



Figure 15  
Criteria for Identifying Broad Locations

<i>Fit with spatial strategy</i>	<p>Gypsy and Traveller residential sites and Travelling Showpeople sites should, where possible, be located close to sustainable settlements with a range of local services.</p> <p>Gypsy and Traveller transit sites or temporary stopping places should be very close to main transport routes.</p> <p>Local infrastructure should be capable of accommodating development.</p>
<i>Fit with identified needs</i>	<p>Gypsy and Traveller residential sites and Travelling Showpeople sites should have good access to local services.</p> <p>New Gypsy and Traveller residential sites should reflect the patterns of emerging needs to avoid the need for long distance travelling and extensions to existing sites may be appropriate to accommodate future immediate family needs.</p> <p>Gypsy and Traveller transit sites or temporary stopping places should be located along historic transit routes.</p>
<i>Avoiding physical constraints and protected areas</i>	<p>Sites should not be located within an international, national or local nature conservation designation or in a location where it will have a significant effect upon any designation.</p> <p>Sites should not be located within Green Belt except in very special circumstances.</p> <p>Sites should not be located within areas at high risk of flooding which cannot be mitigated.</p> <p>Sites should not be located within historic parks and gardens or scheduled ancient monuments.</p> <p>Sites within Areas of Outstanding Natural Beauty are acceptable in principle but conserving landscape, wildlife and cultural heritage are important considerations.</p>
<i>Relationship with other land uses</i>	<p>Sites, or a combination of sites, should respect the scale of the nearest settlement.</p> <p>The location of sites should avoid adversely impacting upon neighbouring residential amenity.</p> <p>Residential sites should not be located immediately adjacent to major transport corridors unless noise, safety and air quality impacts can be mitigated.</p> <p>Sites with mixed residential and business uses can contribute to sustainability.</p> <p>Sites should, where possible, make effective use of previously developed or derelict land.</p> <p>Sites should not be located on unstable land or on contaminated land which cannot be mitigated.</p>

## Identifying broad locations

### *Fit with spatial strategies*

- 8.16 Saved Policy H16 of the SDLP permits small-scale proposals for the accommodation of Gypsies on sites outside designated Development Limits on the outskirts of built-up areas provided that, amongst other criteria, the sites have “reasonable access” to schools, shops and other facilities. The submission draft Core Strategy Policy CP7 states that new sites should be located “in or close to a settlement containing a primary school, shops, and other local services”. The latest proposed changes (November 2012) remove references to local locational criteria.
- 8.17 At the stakeholder workshop, it was agreed that public residential Gypsy and Traveller sites should be located with good access to services and facilities. In relation to private sites, views were expressed that due to high property and land prices and the expectations of current landowners in those locations for residential development, it was unrealistic to expect private residential Gypsy sites to come forward within or immediately adjacent to settlements and that a more flexible approach should be taken. It was pointed out that national policy does not preclude development within the countryside.
- 8.18 Whilst access to local employment is one of the considerations for travelling communities in Selby, it is noted that many travellers are self employed and sites are effectively live-work units. Therefore, councils should consider being flexible when defining sustainable locations for sites. Within this context, national policy states that Travellers working and living from the same location could contribute to sustainability (para. 11).
- 8.19 The Council has previously assessed potential site allocations in a Preferred Options Site Allocations DPD using a locational criteria of within a 5km drive of a Principal Town, Local Service Centres and/or Designated Service Village. However, this was not intended to be used for development management purposes.
- 8.20 For the purposes of defining broad locations, it is recommended that the priority should be to identify sites within approximately 1 mile of key facilities within settlements. This figure represents a reasonable maximum walking distance for site residents to be able to access those facilities without reliance on the use of the private car.
- 8.21 National policy identifies health services, schools, welfare services and employment as key local services which local authorities should promote access to. Workshop attendees identified GP services, education, community centres and access to regular bus services as the key facilities. Large public sites should also have a community building.
- 8.22 Saved Policy H16 of the SDLP states that sites should have good access to the highway network. The submission draft Core Strategy Policy CP7 states that sites should have “safe and convenient” access to the highway network. It was recognized at the workshop that this is a particular requirement for transit sites or temporary stopping places where the aim should be to discourage unauthorised roadside encampments as Travellers move through the district. Such sites should therefore be very close to main transport routes.
- 8.23 At the stakeholder workshop, a view was expressed that although some local authorities are looking to incorporate sites for the travelling communities within planned urban extensions, none of the proposed extensions are likely to be acceptable locations for Gypsies, Travellers or Travelling Showpeople.

Landowners and developers are fundamentally opposed to the principle of providing for Gypsies and Travellers on housing sites.

### *Fit with identified needs*

- 8.24 Selby has two authorised public Gypsy and Traveller sites with 24 pitches at Burn (12 pitches) and Carlton (12 pitches). Selby also has 3 private sites with temporary planning permissions, one caravan site which contains some Gypsy and Traveller households (privately run residential caravan park located on Flaxley Road) and a small number of unauthorised sites.
- 8.25 The evidence from the interviews with Gypsies and Travellers suggests that the existing spatial pattern reflects a long period of residence for the Gypsy and Traveller communities, with the main reasons given for their current location including being near family and because they have lived in the area for a long time.
- 8.26 A large majority of respondents are satisfied with their existing sites and only one household expressed a wish to move outside of the area to Leeds, although a few respondents wish to move onto new private sites within the area.
- 8.27 Future residential site needs are predominantly generated from a combination of achieving pitches for those currently living on unauthorised sites or sites subject to temporary permissions within the area, for those on the waiting list for public sites or to meet future household growth from existing sites. There is a need for a small Gypsy and Traveller transit site in the study area to provide for households visiting Selby and its surrounding area.
- 8.28 At the workshop it was agreed that the west of Selby district is favoured by Gypsies and Travellers because it affords them good access to the motorway network and the West Yorkshire towns. It is an issue of accessibility not travelling patterns.
- 8.29 Gypsies on private sites want to be able to accommodate existing and future immediate family needs and would generally object to having other families on site.
- 8.30 There would appear to be a need for more public pitches, but stakeholders stated that there was no room for new pitches at existing sites. One view expressed was that land adjacent to the Burn site should be used not for more pitches but to redesign and expand existing pitches to reduce current overcrowding.
- 8.31 In terms of longer distance travelling patterns, 53% of respondents reported that they had not travelled at all during the last 12 months. However, 29% of these stated that they had travelled in the past.
- 8.32 At the workshop, one view expressed was that transit need is a “red herring”. The main needs are residential and if these are met the number of unauthorised encampments will reduce significantly. However, others said that there is a need for temporary stopping places to allow Travellers passing through to pitch up for a fortnight.
- 8.33 Travellers have traditionally travelled through the area to visit horse fairs in Appleby, Darlington and Scarborough, holidays etc. but now tend to travel through adjoining districts which are more sympathetic to Traveller needs. Other Traveller destinations in the area mentioned at the workshop included Seamer, Whitby and Barnard Castle.

- 8.34 In terms of future provision, stakeholders stated that transit sites should be kept away from residential sites and that different groups of Gypsies and Travellers would not want to be on the same site or on sites next to each other.
- 8.35 Transit routes were identified along the A1 (M), old A1, M62, A19, A63 and A64. One view expressed was that tolerated temporary stopping places along these routes may be more appropriate than a permanent transit site.
- 8.36 The Traveller Needs Assessment has not identified a need for further Travelling Showpeople plots. However, the stakeholder workshop noted that two families have been looking to locate adjacent to the A63 to the west of Selby.

### *Avoiding physical constraints and protected areas*

- 8.37 The National Planning Policy Framework and Circular 06/2005 identify the protection that should be given to international, national and locally designated biodiversity and geological conservation sites. Heritage assets of the highest significance, such as scheduled monuments, battlefields and historic parks and gardens should also be protected and development at these locations wholly exceptional.
- 8.38 Sites for Gypsies and Travellers and Travelling Showpeople constitute inappropriate development in terms of national Green Belt policy and should not be approved on Green Belt land except in very special circumstances. However, Green Belt boundaries can be reviewed through the local plan process.
- 8.39 PPTS identifies areas at high risk of flooding including functional floodplains should be avoided given the particular vulnerability of caravans.
- 8.40 In discussing these issues, the stakeholder group agreed that there are a number of constraints that are absolute due to national policy which identifies such locations as generally inappropriate for built development.
- 8.41 For the purposes of defining broad locations, these areas are:
- Sites of Special Scientific Interest, Local Nature Reserves and other sites of importance for nature conservation and within buffer zones where a significant effect is determined
  - Ancient woodland
  - Areas at high risk of flooding
  - Historic battlefields
  - Historic parks and gardens
  - Scheduled ancient monuments

- 8.42 Whilst some stakeholders at the workshop stated that existing brownfield sites within Green Belt should be considered appropriate locations to meet existing needs, it was acknowledged that national policy does not consider such locations to be appropriate unless land is taken out of the Green Belt through the local plan process.

- 8.43 Other designations, such as listed buildings, conservation area, etc. whilst being a major constraint on development are not absolute constraints, as the acceptability or otherwise of development depends upon a site assessment of impact.
- 8.44 A representative from the Environment Agency commented at the workshop that groundwater source protection zones are vulnerable to non-mains sewerage systems and therefore the location of future sites should take this into consideration.
- 8.45 The NPPF also states that local planning authorities should give great weight to conserving landscape and scenic beauty, wildlife and cultural heritage in Areas of Outstanding Natural Beauty. However, this designation is not an absolute constraint.

### *Relationship with other land uses*

- 8.46 PPTS states that local planning authorities should have due regard to the protection of local amenity, for example by ensuring that the scale of sites in rural locations does not dominate the nearest settled community.
- 8.47 In addition, local authorities should give proper consideration to the effect of local environmental quality (such as noise and air quality) on the health and well-being of occupants of sites.
- 8.48 Generally speaking, these issues are site specific and it is difficult to identify any general implications for the identification of broad locations.

### **Recommended broad locations**

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

### *Residential sites*

- 8.50 The broad locations for future residential Gypsy and Traveller sites reflect the existing pattern of sites and the nearest most sustainable settlements, include land within 1 mile of the principal town of Selby, the two smaller local service centres of Sherburn in Elmer and Tadcaster and the villages of Brayton, Brotherton and Byram, Carlton and North Duffield.
- 8.51 Within each broad location, the following absolute constraints should be avoided:
- Green Belt
  - Sites of Special Scientific Interest, Local Nature Reserves and other sites of importance for nature conservation
  - Ancient Woodland
  - Areas at high risk of flooding
  - Historic battlefields

- Historic parks and gardens
- Scheduled ancient monuments

- 8.52 Within each broad location, proximity to settlements should be a key consideration. An assessment of sites should take into consideration the distance from each site to health, education, welfare services and employment opportunities and if opportunities exist for residents to access public transport services.
- 8.53 The recommended broad locations, together with physical constraints and protected areas, identified settlements and existing Gypsy and Traveller site locations, are identified in Appendix 1.
- 8.54 The identification of further Gypsy and Traveller residential sites should focus on the broad locations and should take into account where the need arises and the capacity of local infrastructure to determine the most appropriate broad location to commence the site search.
- 8.55 If suitable sites cannot be identified within the most appropriate broad location, other broad locations should be investigated before sites outside broad locations are considered.
- 8.56 The Council should investigate public site provision within the most sustainable broad locations, particularly in locations where there is good access to main facilities and services such as local hospitals.
- 8.57 The Council should be reasonably flexible about the location of small private sites and should consider sites outside but close to the broad locations.

#### *Transit sites or temporary stopping places*

- 8.58 The broad locations for transit sites or temporary stopping places, if required, include land immediately adjacent to the A1, A19, A63, A64 and M62.
- 8.59 For Gypsies and Travellers travelling through the area, the Council should focus the search for suitable sites with good access within these appropriate broad locations. The study has not identified the need for searching outside these locations.
- 8.60 The Council should also consider allowing one or two pitches within or adjacent to existing private residential pitches to accommodate the needs of seasonal visitors to existing families.

#### *Other considerations*

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

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## 9. Conclusions

### Introduction

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

### Gypsy and Traveller Future Pitch Provision

- 9.2 Based upon the evidence presented in Chapter 7, the estimated extra pitch provision that is required for Gypsies and Travellers in the next 15 years in Selby is 33 pitches. This represents 19 pitches in the period 2013-2018 and 7 pitches each in the periods 2018-2023 and 2023-2028.

### Travelling Showperson Requirements

- 9.3 There are currently no sources of need for the provision of Travelling Showperson yards in Selby. Nonetheless, Selby should ensure that criteria based policies are in place in order that any applications for sites received from Travelling Showpeople in the future can be evaluated effectively.

### A Supply of Deliverable and Developable Sites

#### Safeguarding existing sites

- 9.4 In developing their local plans, “Planning Policy for Traveller Sites” requires local planning authorities to identify and keep up-to-date a supply of specific deliverable sites sufficient to provide five years’ worth of sites against those locally set targets and a supply of specific developable sites or broad locations to meet needs, where possible, for up to 15 years.
- 9.5 We would suggest that an initial starting point would be for the Council to consider safeguarding existing authorised Gypsy, Traveller and Travelling Showpeople sites, to ensure that existing needs continue to be met in perpetuity. If sites are lost from these uses, then new replacement sites may need to be found to maintain an adequate supply to meet needs in accordance with the identified pitch and plot targets.

#### Broad Geographical Locations

- 9.6 Where specific deliverable or developable sites for further Gypsy, Traveller and Travelling Showpeople provision cannot be identified, the Council should consider including broad geographical locations within their Local Plans.
- 9.7 This document recommends that the identification of further Gypsy, Traveller and Travelling Showpeople residential sites should focus on the broad geographical locations and should take into account where the need arises and the capacity of local infrastructure to determine the most appropriate broad location to commence the site search.

- 9.8 If suitable sites cannot be identified within the most appropriate broad location, other broad locations should be investigated before sites outside broad locations are considered.
- 9.9 The Council should investigate public sites within the most sustainable broad locations, particularly in locations where there is good access to main facilities and services such as local hospitals.
- 9.10 The Council should be reasonably flexible about the location of small private sites and should consider sites outside but close to the broad locations.

### **Sites with Potential to Meet Future Needs**

- 9.11 The Council should investigate the potential from existing sites to achieve additional pitches/plots either through increasing the capacity within existing boundaries or through site extension onto adjoining land.
- 9.12 To provide a medium and long term supply, the Council should consider allocating sites through their Local Plans. This can either be through a Core Strategy, Local Plan or a Site Allocations DPD, depending upon the nature of the development plan within each area.

### **Delivery**

- 9.13 As with other forms of development, the release of Gypsy, Traveller and Travelling Showpeople sites should be managed to ensure a good fit with identified need.
- 9.14 However, there is no direct correlation between existing and future needs and sites which may have potential to meet those needs. For example, a family may need further pitches in the future to meet the future needs from existing children, but their current site may not have capacity, whilst an existing family may not require pitches in the future but they may have a site where there is potential for future provision.
- 9.15 It is important to note that the future availability of existing private sites to accommodate needs is entirely dependent on existing site owners being prepared to accommodate future needs on these sites.
- 9.16 It is also important to note that Romany Gypsies and Irish Travellers have separate traditions and patterns of movement and may not be prepared to share sites. Similarly, Travelling Showpeople families operate separate commercial businesses and are unlikely to share sites.
- 9.17 There is therefore a strong likelihood that more than the bare minimum of sites will need to be identified and brought forward to provide a flexible and sufficient pool of sites to meet identified existing and future needs.
- 9.18 We would suggest that it would be prudent for the Council to identify a potential reserve supply from the identified sites or other sites which could be brought forward in the future if required to ensure a continuous supply of deliverable and developable sites.

### **Phasing, Monitoring and Review**

- 9.19 Any release of land to meet future needs would require active monitoring of supply against need, at least on an annual basis. It would also require the Council to undertake periodic reviews of the needs evidence base.





