

# Greater Norwich Gypsy and Traveller Accommodation Assessment

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Main Report of Study Findings  
August 2012





**Opinion Research Services** The Strand, Swansea SA1 1AF

**Nigel Moore**

Catherine Nock · Hugo Marchant

enquiries **01792 535300** · [info@ors.org.uk](mailto:info@ors.org.uk) · [www.ors.org.uk](http://www.ors.org.uk)

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**Lead Officer for Greater Norwich:** Keith Mitchell (Housing Strategy Manager) South  
Norfolk Council, Long Stratton, Norwich, NR15 2XE

enquiries 01508 533756 · [kmitchell@s-norfolk.gov.uk](mailto:kmitchell@s-norfolk.gov.uk)

# Contents

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<b>Chapter 1: The Study Context .....</b>	<b>7</b>
The Survey .....	7
Legislation and Guidance for Gypsies and Travellers .....	7
Planning Policy for Traveller Sites .....	8
Tackling Inequalities for Gypsy and Traveller Communities.....	9
Funding for New Sites .....	10
Research Methodology .....	10
<b>Chapter 2: Gypsy and Traveller Sites and Population .....</b>	<b>13</b>
Sites in Greater Norwich .....	13
<b>Chapter 3: On-site Gypsy and Traveller Profile .....</b>	<b>17</b>
Survey of the Gypsy and Traveller Population.....	17
Length of Residence .....	18
Attractions of Living in Greater Norwich .....	18
Connections with the Area.....	19
Ethnic Background.....	20
Age and Household Profile.....	20
Schooling .....	20
Employment Status .....	21
Health Problems.....	21
Bricks and Mortar Accommodation .....	21
<b>Chapter 4: Sites .....</b>	<b>23</b>
Type of Site.....	23
Type and Number of Caravans.....	23
Site Facilities.....	24
Views of Sites .....	25
Private Sites.....	26
Security and Crime .....	26
Propensity to Travel .....	26
Use of Transit Sites.....	28

<b>Chapter 5: Bricks and Mortar .....</b>	<b>31</b>
Introduction .....	31
<b>Chapter 6: Showmen.....</b>	<b>33</b>
Introduction .....	33
Survey of the Showmen Population .....	33
Length of Residence.....	34
Attractions of Living in Greater Norwich .....	34
Connections with the Area .....	34
Employment Status.....	35
Health Problems .....	35
Bricks and Mortar Accommodation.....	36
Type and Number of Caravans .....	36
Site Facilities .....	37
Views of the Site .....	37
Propensity to Travel.....	37
Further Consultation with Working Showmen.....	38
<b>Chapter 7: Extra Site Provision for Gypsies and Travellers and Showmen.....</b>	<b>39</b>
Site Provision .....	39
Space Available on Sites .....	39
Additional Site Provision.....	40
Current Unauthorised Developments and Encampments .....	40
Waiting lists for Council Sites.....	41
In-migration from Other Sources.....	41
Overcrowded Households .....	41
New Household Formation.....	42
Bricks and Mortar .....	42
Overall Needs for Permanent Site Provision .....	43
Location of Site Provision .....	43
Transit/Emergency Stopping Site Provision .....	44
Public Sites .....	44
Private Sites .....	44
Pitch Size .....	45
Additional Site Provision for Showmen .....	45
Space Available on the Site.....	46
Overcrowding .....	46

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New Household Formation .....	46
Overall Needs for Permanent Site Provision.....	46
<b>Chapter 8: Conclusions .....</b>	<b>47</b>
Introduction.....	47
Gypsy and Traveller Future Site Provision .....	47
Public/Private Site Provision .....	47
Transit Sites .....	47
Location of Site Provision .....	47
Pitch Size .....	48
Beyond 2016.....	48
Health .....	48
Showmen Site Provision.....	49



# Chapter 1: The Study Context

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## The Survey

- 1.1 Opinion Research Services (ORS) was commissioned by Greater Norwich Housing Partnership to undertake a Gypsy and Traveller Accommodation Assessment. The area under consideration will henceforth be known as Greater Norwich.
- 1.2 The main objective of this study was to assess the need for additional authorised Gypsy and Traveller site provision within Greater Norwich in at least the next 5 years. This required an identification of the broad location of where any additional sites should be located, and to have these apportioned to local authorities. It also required the identification of whether any extra site provision should be on public or private sites, and whether or not any of the local authorities need to plan for the provision of transit sites or emergency stopping places.
- 1.3 A secondary objective was to assess the needs of people living on existing sites in terms of any extra service provision that may be required. The study also seeks to highlight how Government planning guidance for Gypsy and Traveller sites will impact upon the planning and housing strategies employed by the local authorities.
- 1.4 The commissioning partners were:
  - Broadland District Council;
  - Norwich City Council;
  - South Norfolk District Council;
- 1.5 This document is the main report for Greater Norwich, which summarises the key findings of the study in particular where they relate to existing policies or have implications for future policy decisions across Greater Norwich. A separate executive summary has also been produced.

## Legislation and Guidance for Gypsies and Travellers

- 1.6 Decision making for policy concerning Gypsies & Travellers and Showmen sits within a complex legislative and national policy framework and this study must be viewed in the context of this legislation and guidance. For example, the following pieces of legislation and guidance are relevant when constructing policies relating to Gypsies & Travellers and Showmen:
  - Planning Policy for Traveller Sites 2012;
  - National Planning Policy Framework 2012;
  - Gypsy and Traveller Accommodation Needs Assessments Guidance October 2007
  - Environmental Protection Act 1990 for statutory nuisance provisions;
  - The Human Rights Act 1998, when making decisions and welfare assessments;
  - The Town and Country Planning Act 1990 (as subsequently amended);
  - Homelessness Legislation and Allocation Policies;
  - Criminal Justice and Public Order Act 1994 (sections 61, 62);

- Anti-social behaviour Act 2003 (both as victims and perpetrators of anti-social behaviour);
  - Planning and Compulsory Purchase Act 2004;
  - Housing Act 2004 which requires local housing authorities to assess the accommodation needs of Gypsies & Travellers and Showmen as part of their housing needs assessments. This study complies with the this element of government guidance ;
  - Housing Act 1996 in respect of homelessness.
- 1.7 To focus on Gypsies and Travellers, the Criminal Justice and Public Order Act 1994 (Sections 61, 62) is particularly important with regard to the issue of planning for Gypsy and Traveller site provision. This repealed the duty of local authorities to provide appropriate accommodation for Gypsies and Travellers. However, Circular 1/94 did support maintaining existing sites and stated that appropriate future site provision should be considered.
- 1.8 For site provision, the previous Labour Government guidance focused on increasing site provision for Gypsies and Travellers and encouraging local authorities to have a more inclusive approach to Gypsies and Travellers within their housing needs plans. The Housing Act 2004 required local authorities to identify the need for Gypsy and Traveller sites, alongside the need for other types of housing, when conducting Housing Needs Surveys. Therefore all local authorities were required to undertake accommodation assessments for Gypsies and Travellers either as a separate study such as this one, or as part of their main Housing Needs Assessment.
- 1.9 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.
- 1.10 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

- 1.11 The document 'Planning Policy for Traveller Sites' sets out the direction of government policy. Among other objectives the new policies aims in respect of Traveller sites are (Planning Policy for Traveller Sites Page 1-2) :
- *that local planning authorities should make their own assessment of need for the purposes of planning*
  - *to ensure that local planning authorities, working collaboratively, develop fair and effective strategies to meet need through the identification of land for sites*
  - *to encourage local planning authorities to plan for sites over a reasonable timescale*
  - *that plan-making and decision-taking should protect Green Belt from inappropriate development*
  - *to promote more private traveller site provision while recognising that there will always be those travellers who cannot provide their own sites*
  - *that plan-making and decision-taking should aim to reduce the number of unauthorised developments and encampments and make enforcement more effective*



- *for local planning authorities to ensure that their Local Plan includes fair, realistic and inclusive policies*
- *to increase the number of traveller sites in appropriate locations with planning permission, to address under provision and maintain an appropriate level of supply*
- *to reduce tensions between settled and traveller communities in plan-making and planning decisions*
- *to enable provision of suitable accommodation from which travellers can access education, health, welfare and employment infrastructure*
- *for local planning authorities to have due regard to the protection of local amenity and local environment.*

<sup>1.12</sup> In practice the document states that (Planning Policy for Traveller Sites Page 3):

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

*Local planning authorities should, in producing their Local Plan:*

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

<sup>1.13</sup> 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.*

<sup>1.14</sup> 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**

<sup>1.15</sup> 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)’.

1.16 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**

1.17 The new Coalition Government policies also involve financial incentives for new pitch provision in the form of the New Homes Bonus. Gypsy & Traveller and Showmen sites receive a New Homes Bonus of 6 times the Council Tax plus £1,800 per pitch provided. This is the equivalent of around £10,000-£15,000 per pitch.

1.18 Direct grant funding is also available for Gypsy and Traveller sites. The Homes and Communities Agency (HCA) took over delivery of the Gypsy and Traveller Sites Grant programme from CLG in April 2009. Since then they have invested £16.3m in 26 schemes across the country providing 88 new or additional pitches and 179 improved pitches.

1.19 HCA have now confirmed allocations for £47m of future funding which will support 71 projects around the country, for the provision of new Gypsy and Traveller sites and new pitches on existing sites, as well as the improvement of existing pitches. As of January 2012 a further £12.1m of funding was available for schemes outside of London and bidding will remain open until all the money is allocated.

### **Research Methodology**

1.20 The research methodology adopted in this report was largely based upon face to face interviews with Gypsies and Travellers, Showmen and New Age Travellers across Greater Norwich. . We sought to undertake a census of Gypsy and Traveller, Showmen and New Age Travellers households in Greater Norwich between March and April 2011. Interviews were attempted with every known Gypsy and Traveller household present in Greater Norwich during this time period, and 94 interviews were achieved in total on-site.

1.21 This survey had a number of objectives. One objective was to analyse the provision of services on existing sites to assess if more, or improved, service provision was required within the existing sites. Another main objective was to view travelling patterns and likely future household formation to analyse the future need for extra site provision.

1.22 The survey focused on Gypsies and Travellers and Showmen living on-site in Greater Norwich. A separate survey was conducted of Gypsies and Travellers in bricks and mortar accommodation. The

on-site survey was a census and therefore can be taken as representative of the views of Gypsies and Travellers living on-site. The bricks and mortar interviews were identified through the Greater Norwich Housing Partnership or from Gypsies and Travellers living on-site who suggested contacts in bricks and mortar. Therefore, the interviews are unlikely to be fully representative of all Gypsies and Travellers in bricks and mortar, but they do provide an interesting context for this group.

- <sup>1.23</sup> The evidence from the household survey was then tied to available sources of secondary data on the trends in the Gypsy and Traveller population of Greater Norwich.
- <sup>1.24</sup> One of these sources is the waiting list information for sites in Greater Norwich. Information was also provided on all applications for sites in recent years. The final main source of data comes from the bi-annual Gypsy and Traveller caravan count conducted by local authorities. This count gives a picture of historic trends in Gypsy and Traveller populations. The caravan count has been known to contain inaccuracies, but is useful as a guide to trends.



## Chapter 2: Gypsy and Traveller Sites and Population

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### Sites in Greater Norwich

- 2.1 A mainstream Housing Needs Survey typically focuses upon the number of dwellings required in an area, and how many of these should each be provided by the public and private sector. The central aim of this study was to follow a similar format for Gypsy and Traveller accommodation requirements.
- 2.2 The main consideration of this study is the provision of pitches and sites. A pitch is an area which is large enough for one household to occupy and typically contains enough space for two caravans. A site is a collection of pitches which form a development exclusively for Gypsies and Travellers. Throughout this study the main focus is upon how many extra pitches are required in Greater Norwich in at least the next 5 years.
- 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. 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.
- 2.4 The alternative to public residential sites is private residential sites. 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 and Traveller population are unauthorised developments and encampments. Unauthorised developments occur on land which is owned by the Gypsies and Travellers, but for which they do not have planning permission to use for residential purposes. Unauthorised encampments occur on land which is not owned by the Gypsies and Travellers.
- 2.7 Figure 1 shows the publically owned Gypsy and Traveller sites, and the number of pitches, which are to be found in Greater Norwich. The study area contains 3 authorised public residential sites managed by NPS and Broadland Homes on behalf of the County Council. These have a combined capacity of 44 pitches and 96 caravans.
- 2.8 Both Broadland and South Norfolk also contain a number of authorised private sites. In July 2011, Broadland contained 5 caravans and South Norfolk contained 41 caravans on authorised private sites.

2.9 There are no transit sites in Greater Norwich.

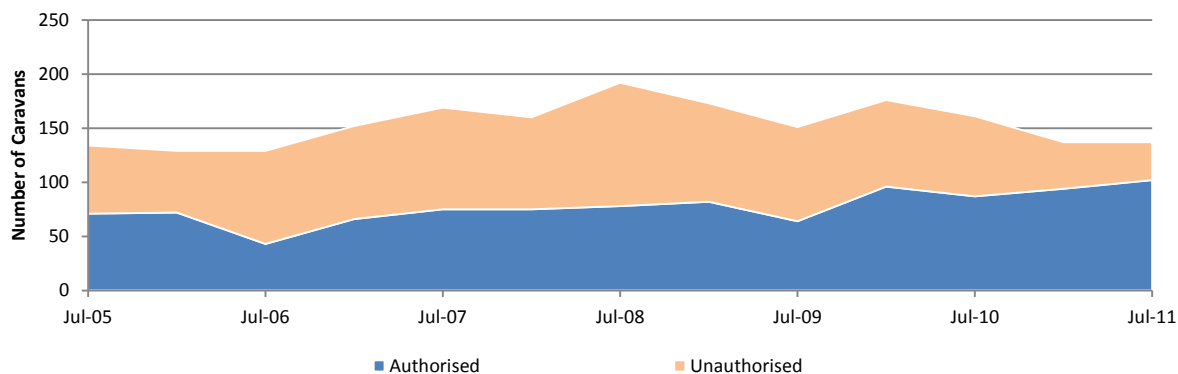
Figure 1  
Public Site Provision in Greater Norwich (Source: CLG Bi-annual Caravan Count and Local Authority Records)

Local Authority	No of authorised public sites	No of pitches	No of authorised caravans
<b>Broadland</b>	0	0	0
<b>Norwich</b>	1	18	36
<b>South Norfolk</b>	2	26	60
<b>Total</b>	<b>3</b>	<b>44</b>	<b>96</b>

2.10 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.

2.11 Figure 2 shows that during the caravan count in July 2011 there were 137 caravans across the whole of Greater Norwich. It should be noted that Figure 2 shows the cumulative total for the caravan count, so that in July 2011 there were 102 caravans on authorised sites and 35 on unauthorised sites. The number of caravans which are to be found on unauthorised sites has remained relatively constant in recent years.

Figure 2  
Gypsy Caravan Count for Greater Norwich: July 2005 – July 2011 (Source: CLG Bi-annual Local Authority Caravan Count)

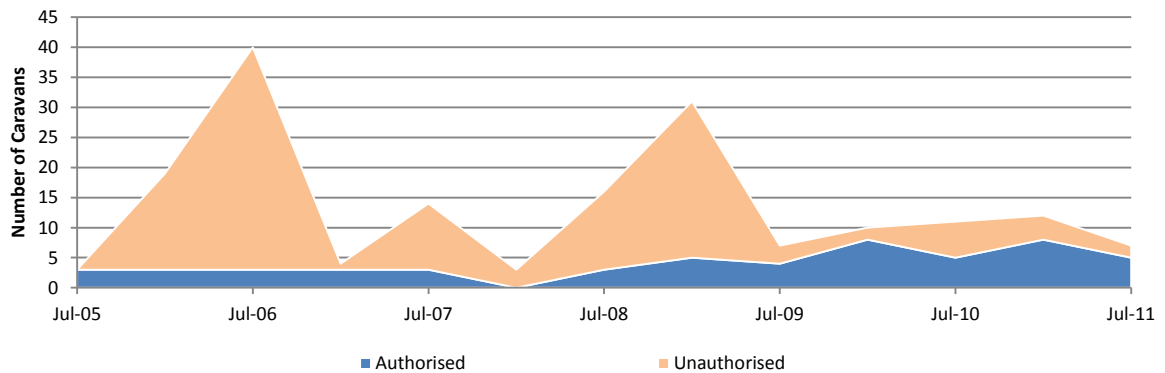


### **Broadland District**

- 2.12 Broadland District has the smallest on-site Gypsy and Traveller population in the sub-region. The area contains 3 authorised private sites and a small number of unauthorised encampments.

Figure 3

Gypsy Caravan Count for Broadland District: July 2005 – July 2011 (Source: CLG Bi-annual Local Authority Caravan Count)

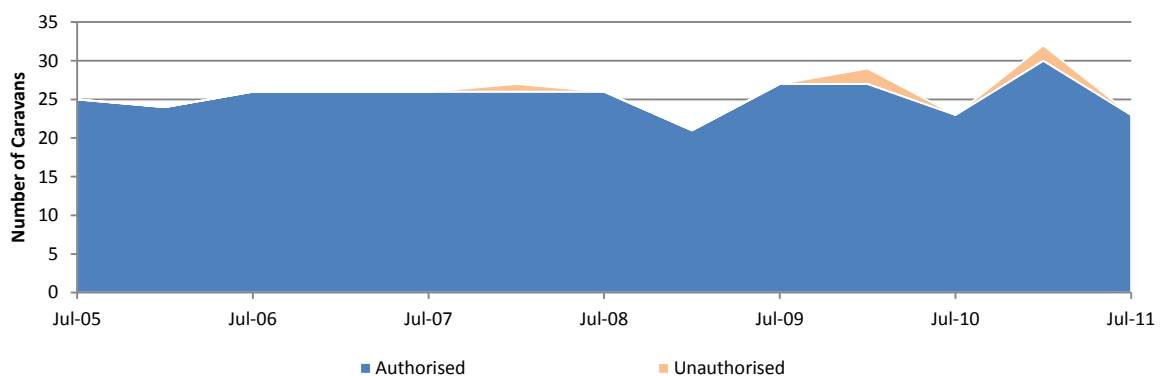


### **Norwich City**

- 2.13 Norwich City has one public authorised site at Mile Cross which has space for 19 families and 26 caravans and no authorised private sites. The local authority has little recent history of unauthorised encampments.

Figure 4

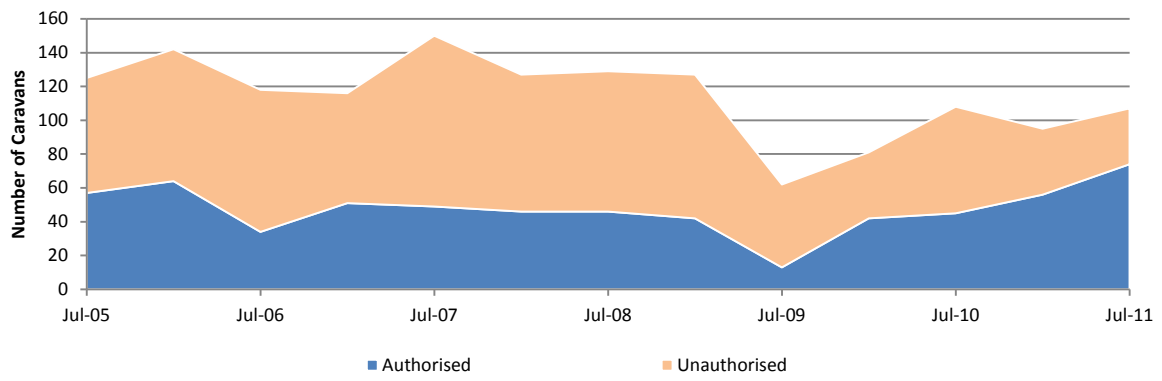
Gypsy Caravan Count for Norwich City: July 2005 – July 2011 (Source: CLG Bi-annual Local Authority Caravan Count)



### **South Norfolk District**

- 2.14 South Norfolk District contains two authorised public sites at Brookes Green, Keswick and Dereham Road Costessey which have a combined capacity for 29 families and 60 caravans. The authority also contains 6 authorised private sites. The authority is noteworthy for containing the highest number of unauthorised caravans in the sub-region, with the number of caravans on unauthorised sites consistently being higher than those on authorised sites.

Figure 5  
Gypsy Caravan Count South Norfolk District: July 2005 – July 2011 (Source: CLG Bi-annual Local Authority Caravan Count)





## Chapter 3: On-site Gypsy and Traveller Profile

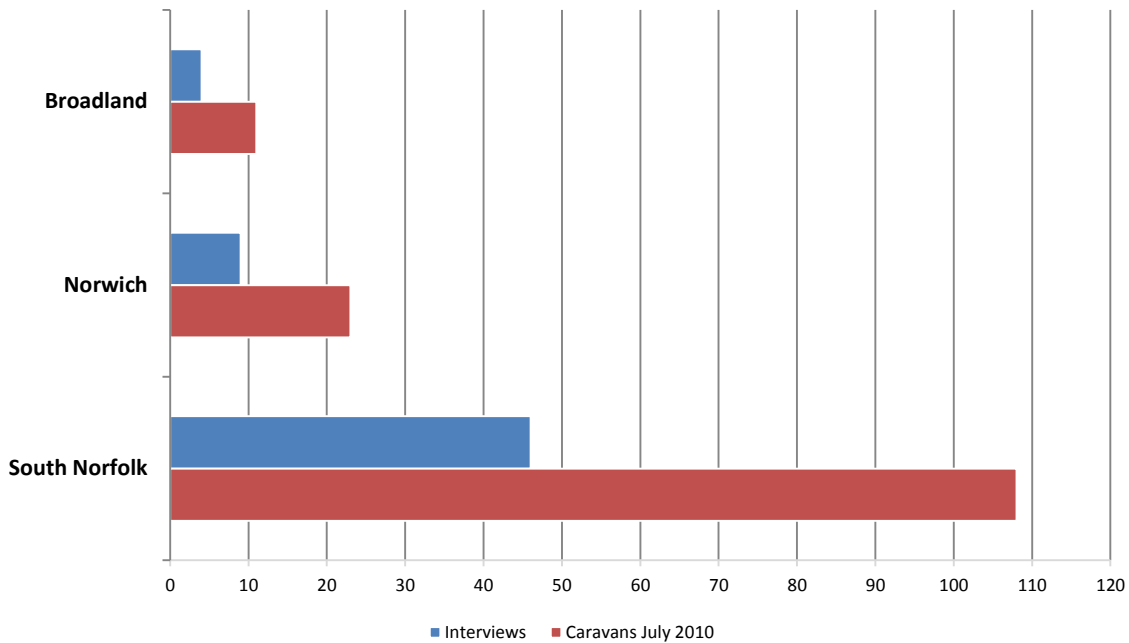
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### Survey of the Gypsy and Traveller Population

- <sup>3.1</sup> One of the major components of this assessment was a detailed survey of the Gypsy and Traveller population in Greater Norwich. 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 Greater Norwich.
- <sup>3.2</sup> Interviews were attempted with every Gypsy and Traveller household in the area who were present between March and April 2011. Therefore, the baseline point for the findings of this study is April 2011. 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. Despite some refusals, potential respondents were generally very keen to co-operate with the survey and wished to have their views taken into account. 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.
- <sup>3.3</sup> In total 63 interviews were achieved with Gypsies and Traveller households living on authorised and unauthorised sites in Greater Norwich. The definition used for a household was that of a pitch. Therefore, the 63 interviews all took place with respondents who lived at separate pitches.
- <sup>3.4</sup> Across the 63 interviews, the households occupied a total of 108 caravans. This represents around 80% of 137 caravans which were recorded at the time of the caravan count in July 2011. Therefore, the response rate to the survey is approximately 80%.
- <sup>3.5</sup> It was also the case that there are currently 44 authorised public pitches in Greater Norwich and interviews were achieved at 28 of these. A small number of pitches were not occupied at the time of the survey. Therefore, the response rate to the survey on public sites was also over two thirds.
- <sup>3.6</sup> 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 Greater Norwich. 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.
- <sup>3.7</sup> Figure 6, overleaf, shows the breakdown of interviews achieved, by local authority area in Greater Norwich. South Norfolk District contains the bulk of all authorised and unauthorised pitches in Greater Norwich and provided the vast majority of the interviews. However, we would note that while the majority of interviews occurred in South Norfolk, the majority of respondents identified that they live in 'Norwich'. This is likely to refer to the built-up area of Norwich which incorporates parts of South Norfolk and Broadland, with the Gypsies and Travellers not being aware of the administrative

boundaries. The two public sites in South Norfolk are located close to Norwich and many respondents on these sites stated they live in Norwich.

Figure 6  
Interviews by Local Authority (Source: Survey of Gypsy and Traveller Population On-site 2011)

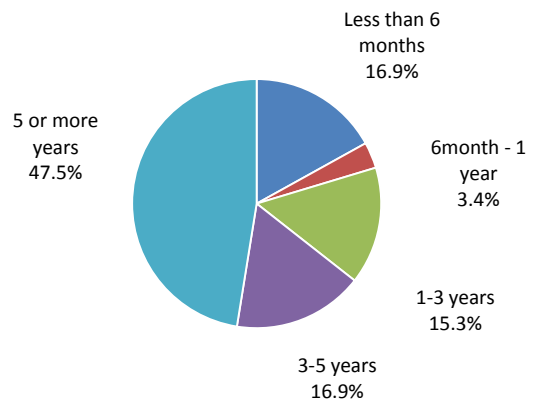


**Length of Residence**

3.8 Many Gypsies and Travellers surveyed had a long period of residence in Greater Norwich. 48% of respondents had lived on their current site for more than 5 years.

3.9 17% had been resident of their current site for less than 6 months. In total 10 of the 64 respondents reported that Greater Norwich was not their permanent base and therefore many of those who had been residing on-site for a short period of time are not permanent residents of Greater Norwich. It is also worth noting that 4 respondents reported that they had no permanent base.

Figure 7  
Length of Time Respondents Have Lived on Their Current Site, by all Respondents (Source: Survey of Gypsy and Traveller Population On-site 2011)



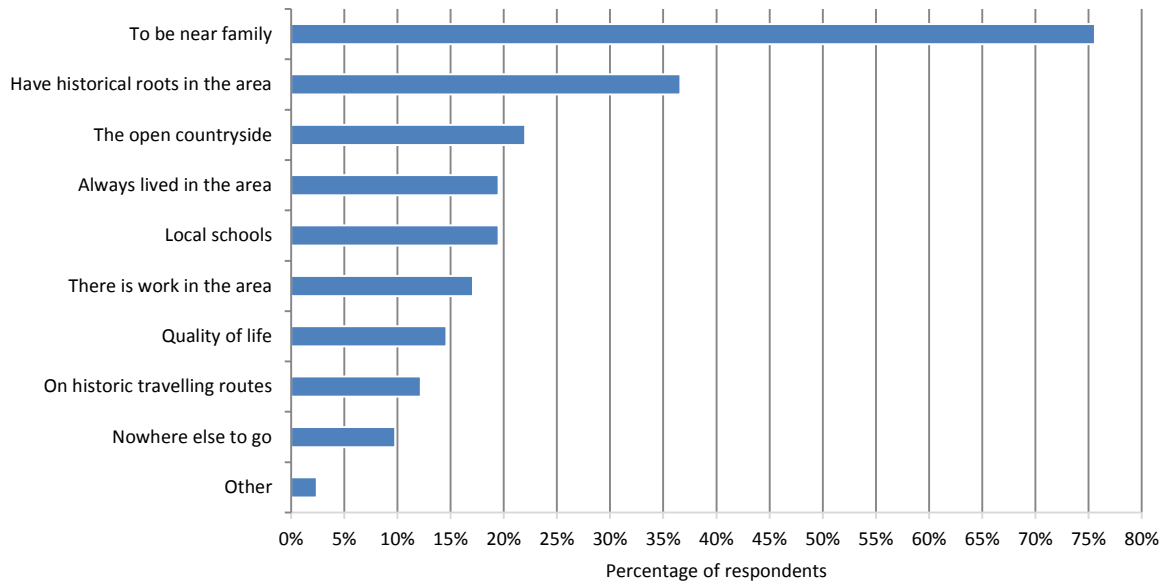
**Attractions of Living in Greater Norwich**

3.10 Respondents were asked to identify the main reasons that attracted them to live in Greater Norwich. They were allowed to select as many reasons as they wished from a list of nine options.

- 3.11 The main factors which attracted respondents to Greater Norwich were to be near to their family or because they have historic roots in the area. 10% of respondents reported that they were attracted to Greater Norwich because they had nowhere else to go.

Figure 8

What Attracted Them to Live in the Area, by all Respondents (Source: Survey of Gypsy and Traveller Population On-site 2011)

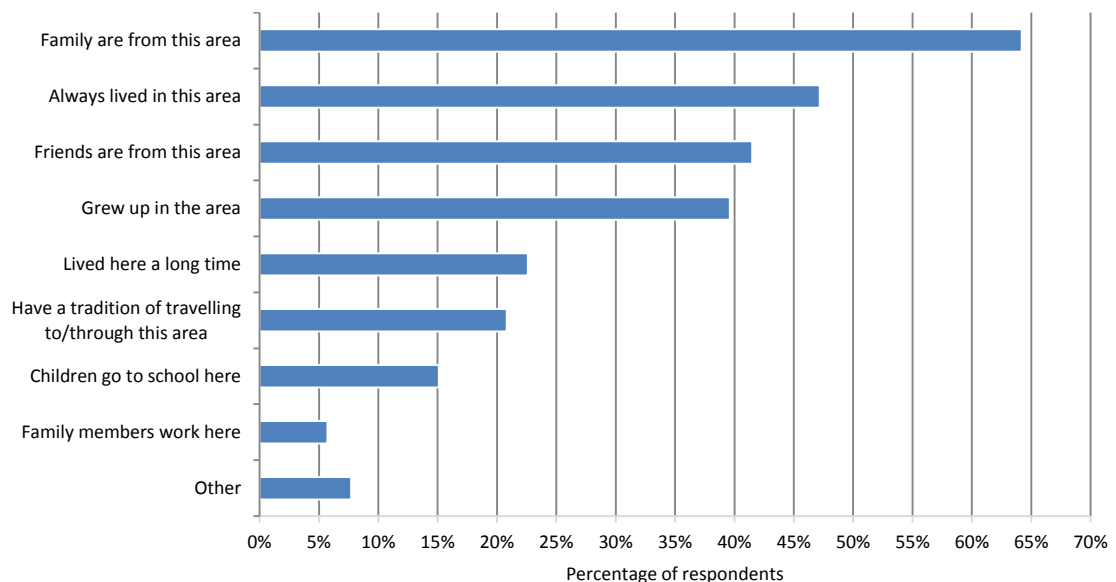


### Connections with the Area

- 3.12 91% of the respondents felt they have strong connections to Greater Norwich. In particular, Figure 9 shows that the main connection was that their family comes from the area, while many had either always lived in the area or had lived in Greater Norwich for a long time. The other category includes being attracted by fairs and through being married into a travelling family.

Figure 9

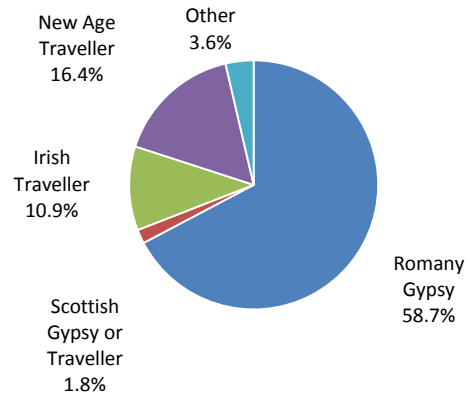
Nature of Local Connections in Greater Norwich, by all Respondents (Source: Survey of Gypsy and Traveller Population On-site 2011)



### Ethnic Background

3.13 Over half of all respondents explicitly identified themselves as being Romany Gypsies. Around a sixth of respondents were New Age Travellers, and another 10% regarded themselves as being Irish Travellers. Those who identified themselves as from another group stated alternative descriptions which cover Romany Gypsy or Irish Traveller.

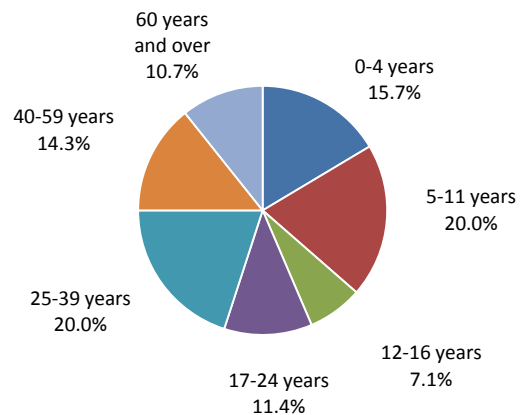
Figure 10  
**Ethnic Group by all Respondents** (Source: Survey of Gypsy and Traveller Population On-site 2011)



### Age and Household Profile

3.14 The households showed a mixed range of ages across their members. The households contained 10% of people who were of retirement age, but over 40% of all household members were aged 16 years or under. 27% of all household members were of school age and another 16% were children aged 4 years or less.

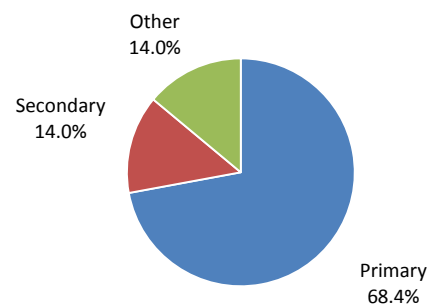
Figure 11  
**Age of Household Members, by all Household Members** (Source: Survey of Gypsy and Traveller Population On-site 2011)



### Schooling

3.15 The schooling details of the children aged 5-16 years were included in the responses to the survey. Almost all the children were schooled in either primary or secondary schools. Of the 14% of children who were schooled in other circumstances, most were schooled at home.

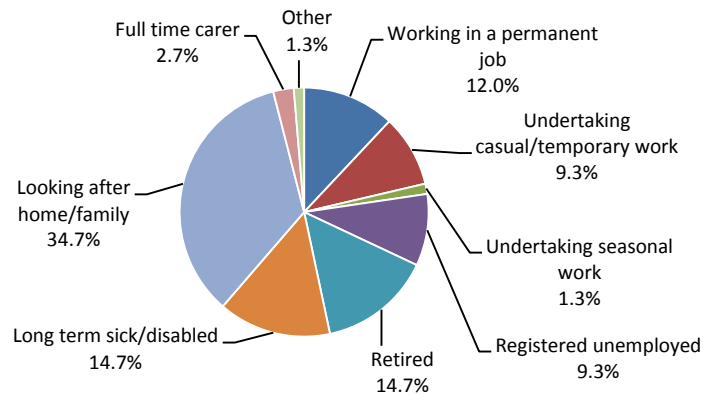
Figure 12  
**Type of School Attended, by all School Aged Children** (Source: Survey of Gypsy and Traveller Population On-site 2011)



## Employment Status

- 3.16 The employment status of household members aged 16 years or older is shown in Figure 13. Of those who had their employment status recorded, 35% were looking after their home/family. Another 15% were retired and 15% were long term sick or disabled. 12% had a permanent job, another 10% had casual or seasonal work. The most common jobs that were detailed were gardening and building.

Figure 13  
**Employment Status of Household Members, by All Household Members Aged Over 16 Years** (Source: Survey of Gypsy and Traveller Population On-site 2011)



## Health Problems

- 3.17 33% of respondents interviewed reported that their household contained at least one member with a long-term health problem. The most common problems experienced by members of the on-site Gypsy and Traveller population were walking and other mobility problems, stress or depression and diabetes.
- 3.18 45% of those households which contain a member with a health problem report that the person concerned has care needs. However, all report that these care needs are currently being met. Only one household requires any form of adaptation to help the person with health needs. Therefore, there appear to be serious health issues in the Gypsy and Traveller population of Greater Norwich, but their support needs are currently being met.

## Bricks and Mortar Accommodation

- 3.19 15% of respondents reported that they had lived in bricks and mortar accommodation in the past. Almost all of this group now occupy pitches on authorised public sites. However, none had done so in the last 3 years. Many respondents reported that they had left bricks and mortar housing because they felt it was not part of their way of life.
- 3.20 One respondent expressed a desire to move to bricks and mortar housing. Therefore, the evidence from this survey is that there is very little interest in bricks and mortar accommodation among the on-site Gypsy and Traveller population in Greater Norwich. However, it should be noted that movement between bricks and mortar and sites is a complex issue with many Gypsies continuing to travel on a periodic basis while living in bricks and mortar.

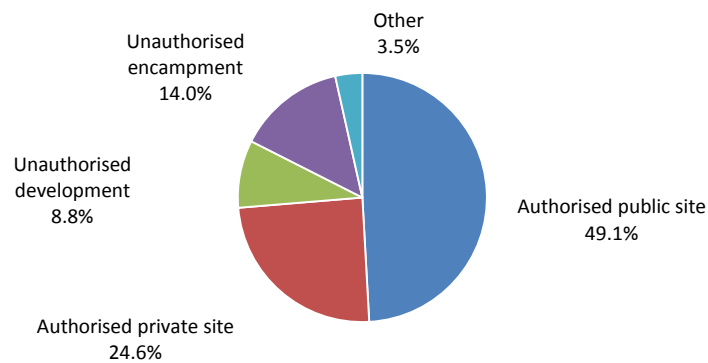


### Type of Site

- 4.1 49% of the on-site interviews were completed on authorised public sites. This represents interviews with around two-thirds of all authorised pitches on public sites in Greater Norwich. However, the authorised sites in Greater Norwich contained a number of empty pitches at the time of the survey and therefore the response rate was higher than two-thirds.
- 4.2 Over 20% of all interviews which took place for the survey were on unauthorised sites. All known unauthorised encampments were approached to be interviewed and in the majority of cases successful interviews were achieved.

Figure 14

Type of Site the Respondent is Currently Living on, by all Respondents (Source: Survey of Gypsy and Traveller Population On-site 2011)

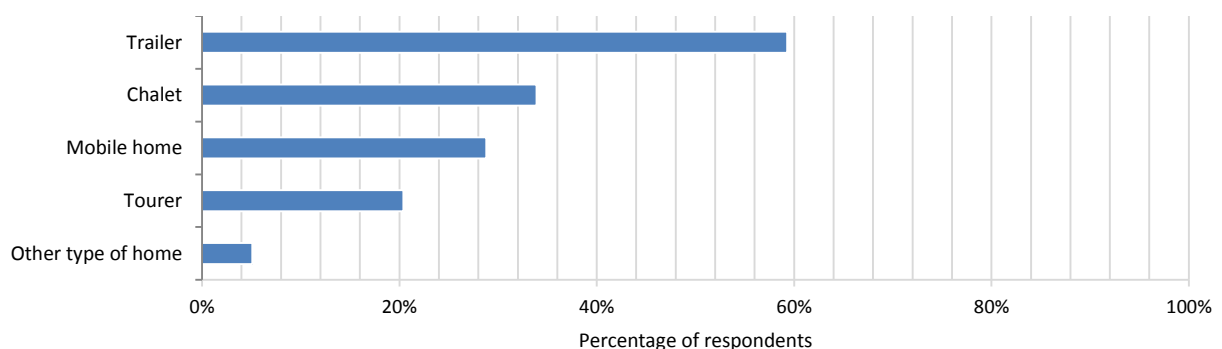


### Type and Number of Caravans

- 4.3 Figure 15 shows that the type of accommodation occupied by respondents shows considerable variation. Around 60% of all households occupied at least one trailer, while a number had a mobile home or chalet. If the household had any combination of accommodation then they were counted in all categories. The other types of accommodation occupied included a horse box and an old army vehicle.

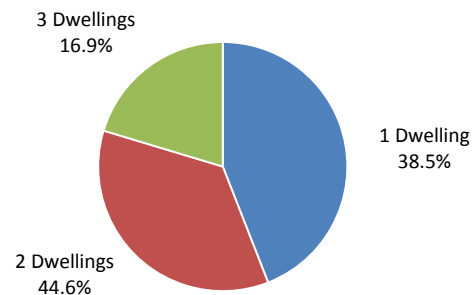
Figure 15

Nature of Accommodation, by all Respondents (Source: Survey of Gypsy and Traveller Population On-site 2011)



4.4 Figure 16 shows that nearly 40% of all the households interviewed had only one trailer/chalet/mobile home.

Figure 16  
**Number of Trailers/Mobile Homes/Chalets Owned by Respondent, by all Respondents** (Source: Survey of Gypsy and Traveller Population On-site 2011)



4.5 All respondents were asked if they require extra caravans. The evidence from the survey is that 1 of the households would like more caravans within their existing household.

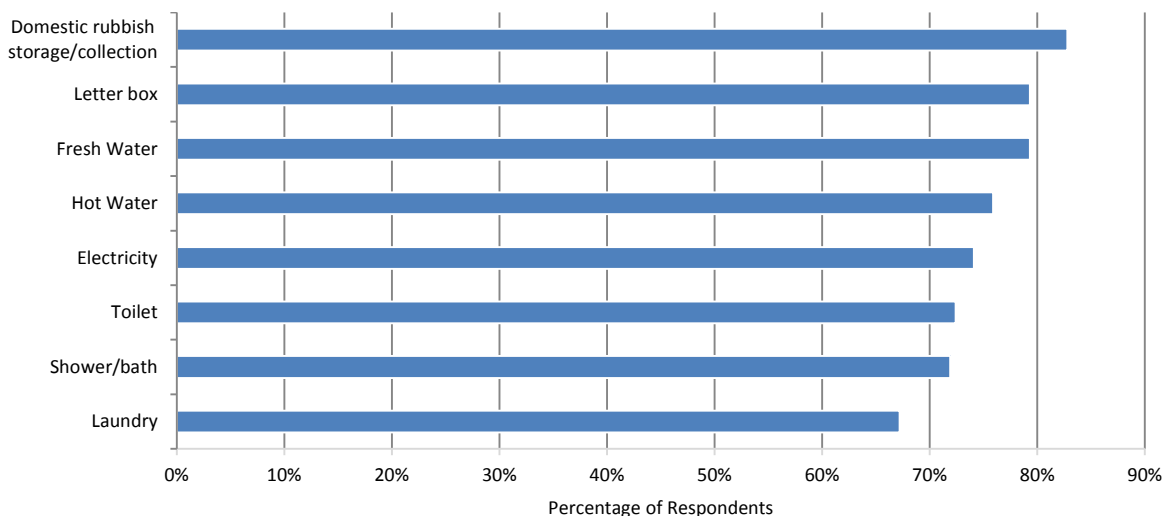
4.6 The phrasing of this question focused on a need rather than a demand for more caravans. Respondents were asked, irrespective of who was purchasing the caravans, whether they needed more caravans for household members. Therefore, this question simply reflected a perceived need for more caravans, rather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

4.7 It is also noteworthy that over 5% of households reported that there were people living elsewhere who they would like to have living with them. This group predominantly wanted either parents or adult children to be living with them. All but one of the additional persons lives outside of Greater Norwich. Therefore, if anyone was to join existing households it would not free any extra pitch provision in Greater Norwich.

**Site Facilities**

4.8 Figure 17 shows that the percentage of households with access to facilities which are just for their own use. Many of those who do not have access to facilities such as fresh water, electricity, a toilet and laundry were on unauthorised encampments.

Figure 17  
**Facilities That are Available to Respondents for the Use of Just Their Family, by all Respondents** (Source: Survey of Gypsy and Traveller Population On-site 2011)

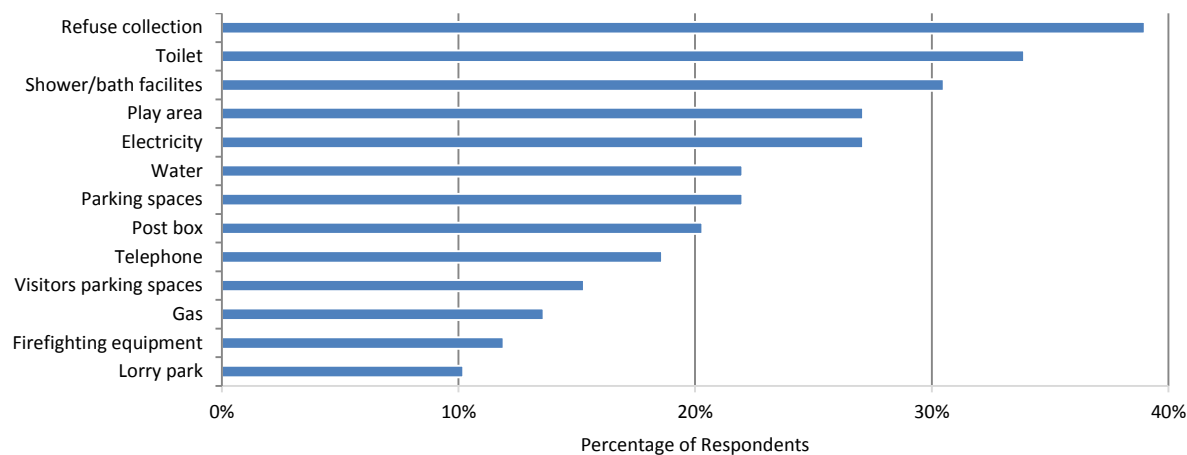




- 4.9 Figure 18 shows access to communal facilities for respondents. This shows that communal facilities are relatively limited on many of the sites.

Figure 18

Facilities That are Available to Respondents for Communal Use, by all Respondents (Source: Survey of Gypsy and Traveller Population On-site 2011)



### Views of Sites

- 4.10 The majority of respondents were satisfied with their sites. 70% of respondents expressed some form of satisfaction with their site, with only 19% expressing dissatisfaction.

- 4.11 Of the respondents who expressed dissatisfaction, many were living on unauthorised encampments.

- 4.12 The text comments which accompany this question indicate that many of those living on unauthorised encampments would like to move to a permanent base. However, there was also some dissatisfaction with the management and condition of the authorised sites.

- 4.13 Figure 20 shows the improvements which were identified by respondents as being required at their permanent sites. Despite the majority being satisfied with their sites, only just over 30% of respondents felt that no improvements were required. Almost all of these reside on private sites.

- 4.14 Many respondents who wanted better washing, larger pitches and toilet facilities resided on public sites. The other category includes a number who identified the condition of the fencing and firefighting equipment at the Roundwell site in South Norfolk as being a problem.

- 4.15 Very few respondents reported that they wanted more storage space for business needs or asked for better parking facilities.

Figure 19  
Satisfaction with Current Site, by all Respondents (Source: Survey of Gypsy and Traveller Population On-site 2011)

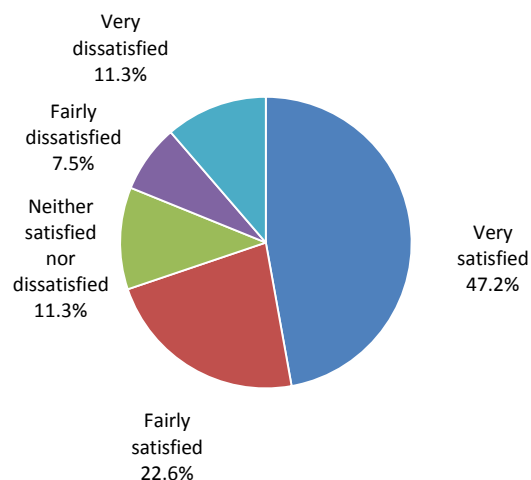
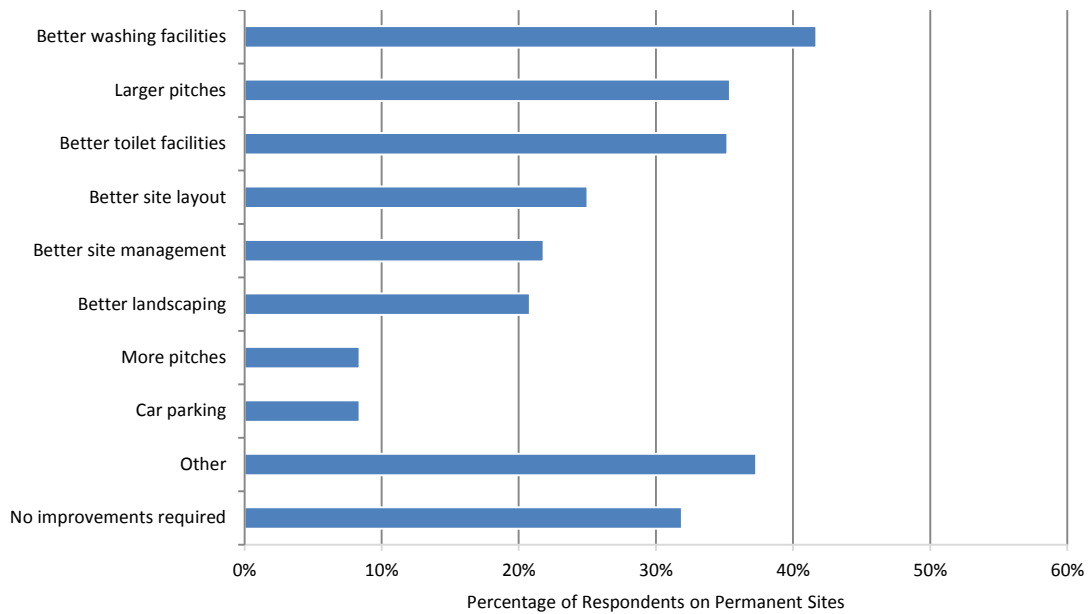


Figure 20  
**Improvements Which Respondents Would Like to See on Their Site, by all Respondents on Permanent Sites** (Source: Survey of Gypsy and Traveller Population On-site 2011)



4.16 Only a small minority (5%) of respondents reported that they had difficulty in accessing services at their current site.

**Private Sites**

4.17 8 respondents to the survey reported that they had required planning permission for their site. Of those who did need planning permission, three felt that this was very easy to obtain, one felt it was fairly easy, two felt it was neither easy nor difficult, one felt it was fairly difficult and 1 thought it was very difficult to obtain planning permission for their site.

**Security and Crime**

4.18 15% of respondents report that they have experienced at least one case of harassment, vandalism or loss of property from their site in the last 12 months. Of those who were willing to apportion blame, most respondents felt the problems were caused by local people from outside the site, but a small number also identified other site residents.

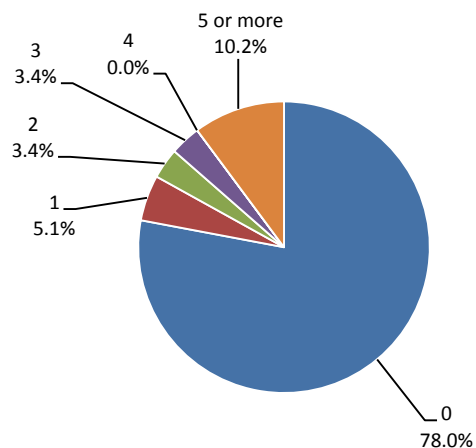
**Propensity to Travel**

4.19 78% of respondents reported that they had not travelled at all during the last 12 months. 10% had made five or more different trips from the permanent base.

4.20 Therefore, the Gypsy and Traveller population in Greater Norwich contains many household who do not travel.

4.21 Around a half of those who did not travel in the past 12 months had travelled in the past. Figure 22 shows that the most common explanation

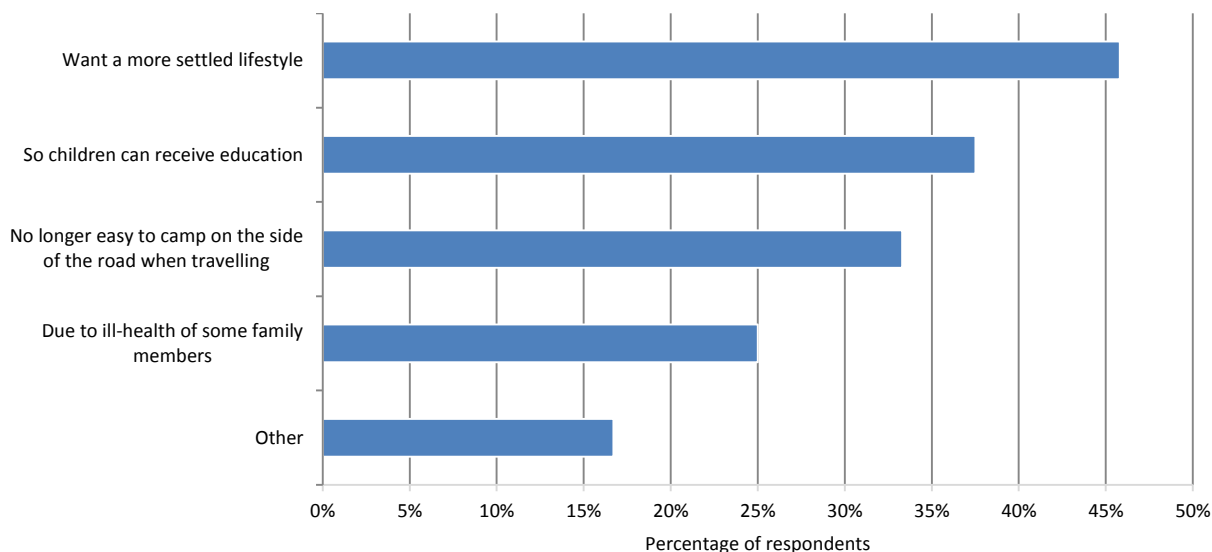
Figure 21  
**Number of Trips Made in Last 12 Months, by all Respondents** (Source: Survey of Gypsy and Traveller Population On-site 2011)



for this is that they want a more settled lifestyle or so that their children can receive education. However, some have also stopped travelling due to difficulties in camping at the side of the road.

4.22 Therefore, the low rate of travelling among the Gypsy and Traveller population in Greater Norwich appears to be due to a combination of a lack of opportunities to travel elsewhere, and a desire to settle in one place.

Figure 22  
**Why Respondents No Longer Travel, by all Respondents Who Have Travelled in the Past** (Source: Survey of Gypsy and Traveller Population On-site 2011)



4.23 Of those respondents who do travel, the main period for travelling is the summer or all year round.

Figure 23  
**Time of Year They Travel, by all Respondents who Currently Travel** (Source: Survey of Gypsy and Traveller Population On-site 2011)

4.24 Figure 24 shows that the main reasons for travelling is for a holiday or to attend fairs. Very few members of the Gypsy and Traveller population of Greater Norwich reported that they travel for economic reasons.

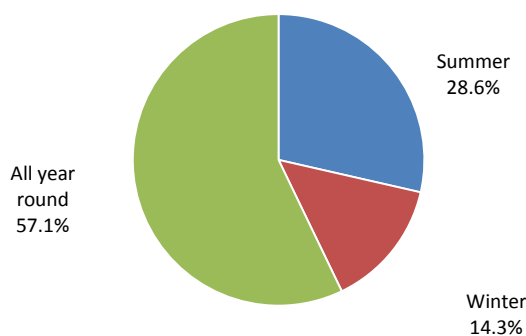
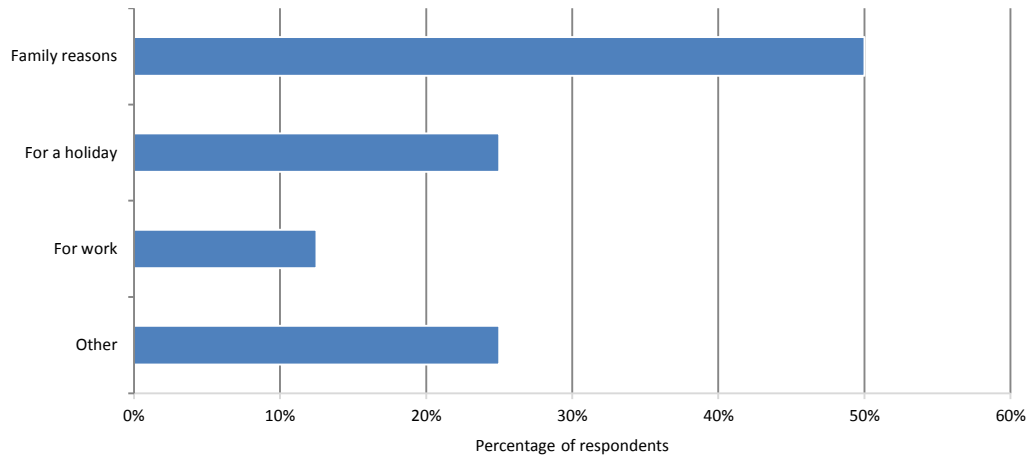


Figure 24  
Reasons for Travelling, by all Respondents Who Do Still Travel (Source: Survey of Gypsy and Traveller Population On-site 2011)



**Use of Transit Sites**

4.25 35% of respondents who have travelled reported that they had used a transit site at some point.

4.26 Among those who had used a transit site, nearly half reported they had experienced a problem while doing so (Figure 26). The most commonly cited issues were harassment from other people on the site or pressure to move

4.27 Figure 27 shows the views of those who had used transit sites on what facilities should be provided on them. The dominant choices are toilet facilities, shower/bath facilities and electricity. However, a range of other facilities were also suggested by respondents.

Figure 25  
Ever Used a Transit Site (Source: Survey of Gypsy and Traveller Population On-site 2011)

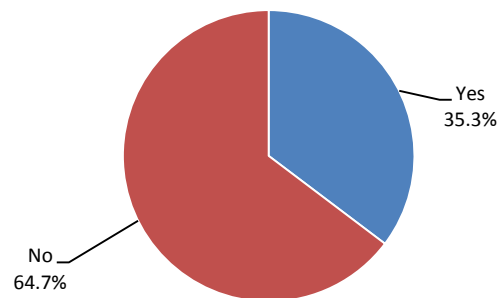


Figure 26  
Experienced Problems on Transit Sites (Source: Survey of Gypsy and Traveller Population On-site 2011)

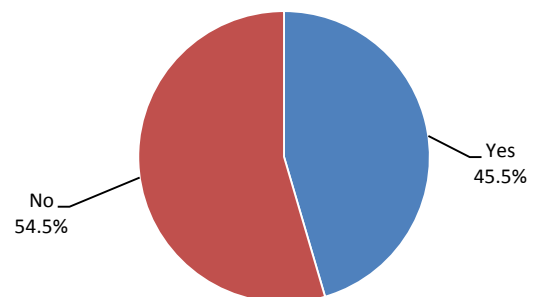
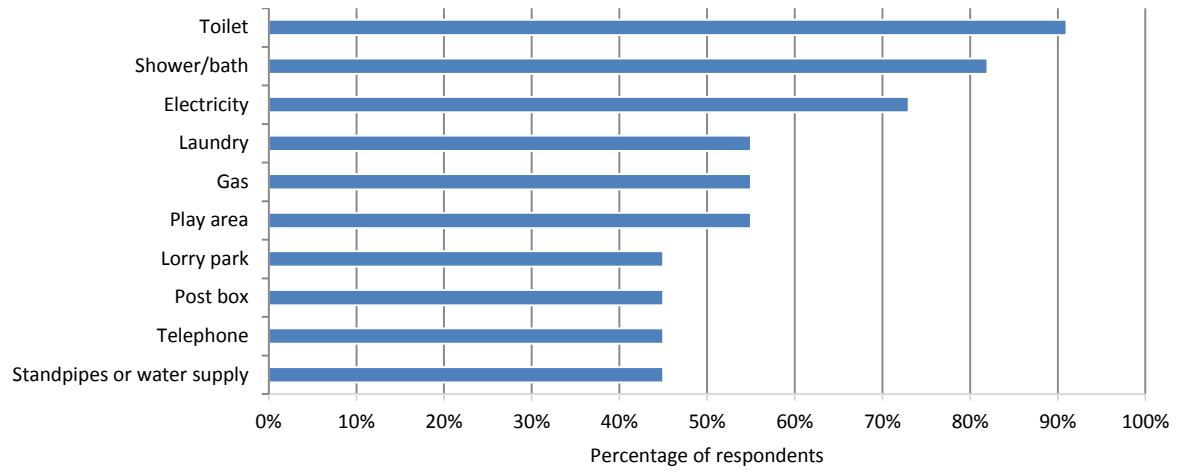


Figure 27  
Facilities which Should be Available on Transit Sites, by Respondents who have used Transit Sites (Source: Survey of Gypsy and Traveller Population On-site 2011)





## Chapter 5: Bricks and Mortar

### Introduction

- 5.1 Gypsies and Travellers living in bricks and mortar are typically difficult to identify because few housing waiting and transfer lists identify Gypsies and Travellers as a separate ethnic group.
- 5.2 For this study a total of five households in bricks and mortar were identified for interview. Given the small sample size, we do not propose to produce any statistics on this group.
- 5.3 Of the five households interviewed, all had lived on sites in the past and three still travel regularly. Three moved to bricks and mortar because they wanted a more settled lifestyle or because they had health problems.
- 5.4 Two of the respondents wished to move back to sites. One wished to set up a private site outside of the sub-region and therefore has no impact on the future pitch provision in Greater Norwich. The second household did wish to move back to an authorised public site in Greater Norwich and their needs have been considered within the wider modelling results in Chapter 7.
- 5.5 We would also note that in 2006, ORS conducted a survey of 5,300 households across Greater Norwich as part of the Evidence Base for a Greater Norwich Strategic Housing Market Assessment. The household survey featured 33 interviews with respondents who identified themselves as being Gypsies or Travellers who were now living in bricks and mortar housing.
- 5.6 33 interviews represents a small sample comprising 0.6% of all of the interviews conducted, but is drawn from a random sample of households in Greater Norwich and therefore is likely to be representative of the Gypsy and Traveller population in bricks and mortar accommodation. When weighted this figure equates to an estimate of around 900 households in bricks and mortar across Greater Norwich. We would note that a figure of 0.6% of the population being Gypsies and Travellers living in bricks and mortar is consistent with a large number of other household surveys ORS has conducted since 2006.
- 5.7 Figure 28 shows the location of the interviews which took place with Gypsies and Travellers in bricks and mortar on 2006.

Figure 28  
Interviews of Gypsies and Travellers by Local Authority (Source: Greater Norwich Household Survey 2006)

Area	Number of Interviews
<b>Local Authority Area</b>	
Broadland	13
Norwich	15
South Norfolk	5
<b>Greater Norwich Sub-region</b>	<b>33</b>

- 5.8 The household survey highlighted only 9.2% of the Gypsy and Traveller households want to move. This is less than the 13.1% of other households in Greater Norwich who want to move. Among those who did want to move, one wanted to move abroad and the others would like to move to alternative bricks and mortar housing.
- 5.9 This result is of interest from the perspective of Gypsy and Traveller site provision, because it indicates there is not a strong desire among the Gypsy and Traveller population in bricks and mortar to move to a caravan site. Therefore, when considering future site provision for Gypsies and Travellers, there appears to be little necessity to allow a significant amount of extra provision for Gypsies and Travellers moving from bricks and mortar housing.
- 5.10 Another key result for the Gypsy and Traveller households is that 48.0% contained at least one member with a health problem, which compares with 27.3% of the non Gypsy and Traveller households. Therefore, the health of the Gypsy and Traveller population (who are not living in caravans) does appear to be relatively poor.
- 5.11 This is particularly noteworthy when considering that the age of the respondents in Gypsy and Traveller households was not dissimilar to that of all households in Greater Norwich. 13 of the 33 respondents were aged over 60 years, but 9 were aged less than 40 years and 18 of the 33 households contained no-one aged over 60 years of age. Therefore, the health problems in the Gypsy and Traveller population do not appear to be driven simply by the population being older.
- 5.12 It is possible that many of the Gypsy and Traveller population moved to bricks and mortar accommodation due to health problems in their households, which could more easily be addressed within bricks and mortar accommodation. When combined with a lack of space on existing caravan sites this may explain the lack of interest in leaving bricks and mortar accommodation.



## Chapter 6: Showmen

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### Introduction

- 6.1 This section focuses on the needs and aspirations of Showmen in Greater Norwich. It aims to show how the lifestyles of Showmen differ from that of Gypsies and Travellers and subsequently what their specific needs are.
- 6.2 Many of the policies and guidance which apply to Gypsies and Travellers also apply to Showmen. However, while guidance on providing Gypsy sites is provided in Circular 1/06, guidance for Showmen sites is provided in Circular 4/07 'Planning for Travelling Showpeople' which replaced Circular 22/91 'Travelling Showpeople' in August 2007.
- 6.3 Circular 4/07 is very similar in tone and structure to Circular 1/06 and includes;
- A requirement that local authorities identify suitable sites for travelling Showmen in their development plan documents;
  - Improved guidance on identifying the criteria in development plans against which applications for sites not allocated in the development plans will be judged;
  - The inclusion of advice for local authorities on how they should seek to engage with travelling Showmen and build trust;
  - The inclusion of advice to travelling Showmen and their representatives on how to engage with the planning system.

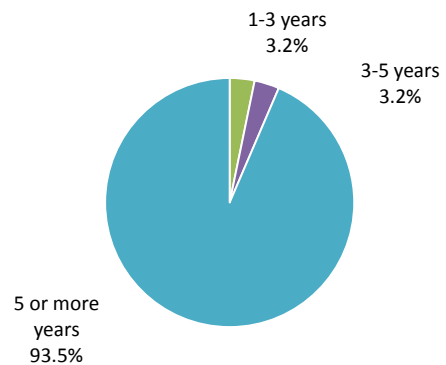
### Survey of the Showmen Population

- 6.4 Interviews were attempted with all Showmen households in the area who were present in March and April 2011. In practice there is one large Showmen's site in Greater Norwich, located at Hooper Lane in Norwich. A smaller site at Armes Street in Norwich is also currently in use by Showmen.
- 6.5 The Showmen's site at Hooper Lane in Norwich contains 75 families. In total 31 interviews were achieved with Showmen households living on this sites, with almost all other households being away working at the time of the survey. Therefore, the response rate to the survey is approximately 41%. Many of the respondents to the survey were retired members of families where other members were away working, with 50% of the respondents being aged 75 years or more.
- 6.6 The Armes Lane site is currently used by 4 families who occupy 5 caravans, but they are looking to move to a new site in North Norfolk. No interviews were conducted with residents of this site for this study.
- 6.7 Given that the majority of working Showmen were not interviewed during the survey, further consultation was undertaken subsequently. The results of this consultation are reported following the analysis of the household survey results.

### Length of Residence

6.8 Almost all of the Showmen surveyed had a long period of residence in Greater Norwich. All respondents said the site was their main base and 94% of had lived on the site for more than 5 years.

Figure 29  
Length of Time Respondents Have Lived on Their Current Site, by all Respondents (Source: Survey of Showmen Population 2011)

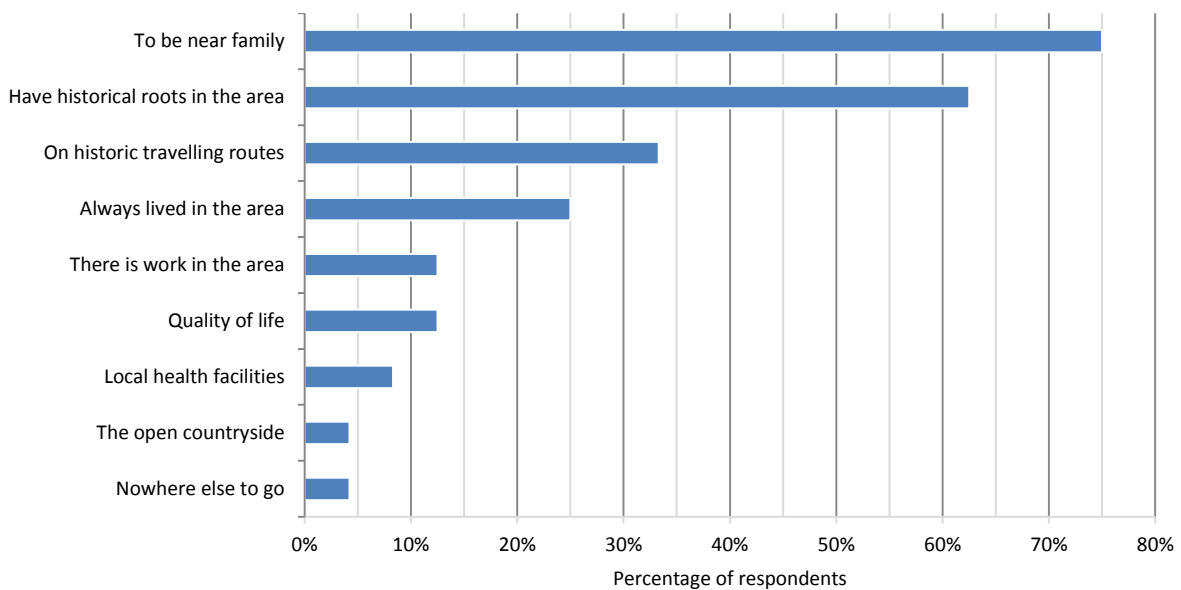


### Attractions of Living in Greater Norwich

6.9 Respondents were asked to identify the main reasons that attracted them to live in Greater Norwich. They were allowed to select as many reasons as they wished from a list of nine options.

6.10 The main factors which attracted respondents to Greater Norwich were to be near to their family or because they have historic roots in the area.

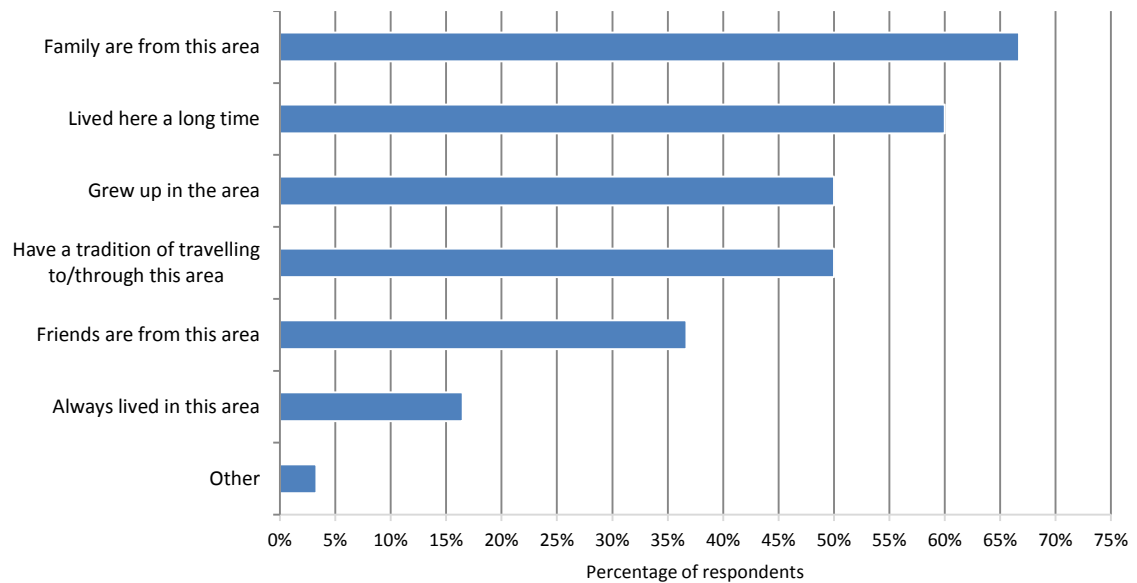
Figure 30  
What Attracted Them to Live in the Area, by all Respondents (Source: Survey of Showmen Population 2011)



### Connections with the Area

6.11 94% of the respondents felt they have strong connections to Greater Norwich. In particular, Figure 31 shows that the main connection was that their family comes from the area, while many had either grown up in the area or had lived in Greater Norwich for a long time.

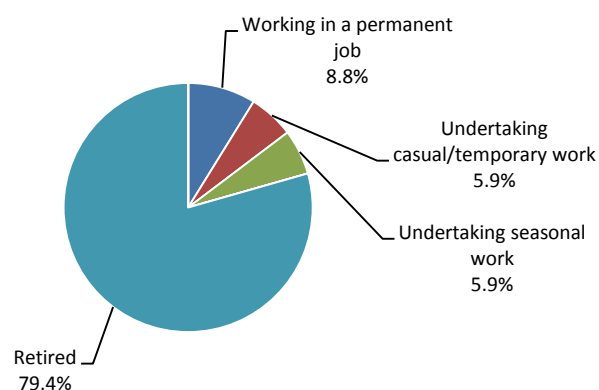
Figure 31  
 Nature of Local Connections in Greater Norwich, by all Respondents (Source: Survey of Showmen Population 2011)



## Employment Status

6.12 The employment status of household members confirms that the majority of respondents to the survey were retired Showmen (79%). Therefore, care should be taken when extrapolating the results of the survey to the wider population of Showmen who do travel and work.

Figure 32  
 Employment Status of Household Members, by All Household Members Aged Over 16 Years (Source: Survey of Showmen Population 2011)



## Health Problems

6.13 48% of respondents interviewed reported that their household contained at least one member with a long-term health problem. The most common problems experienced by members of the Showmen population were walking and other mobility problems, stress or depression and other problems associated with old age. Again, it should be emphasised that many of the respondents were retired,

with over 50% being aged 75 years or more. Therefore, it would be expected that problems relating to mobility or old age would be more prevalent.

6.14 53% of those households which contain a member with a health problem report that the person concerned has care needs. 3 of the respondents report that they require additional support to have their care needs met. Two household require adaptations to help the person with health needs, with one being the process of moving to a single floor chalet with no steps and the other requiring handrails.

**Bricks and Mortar Accommodation**

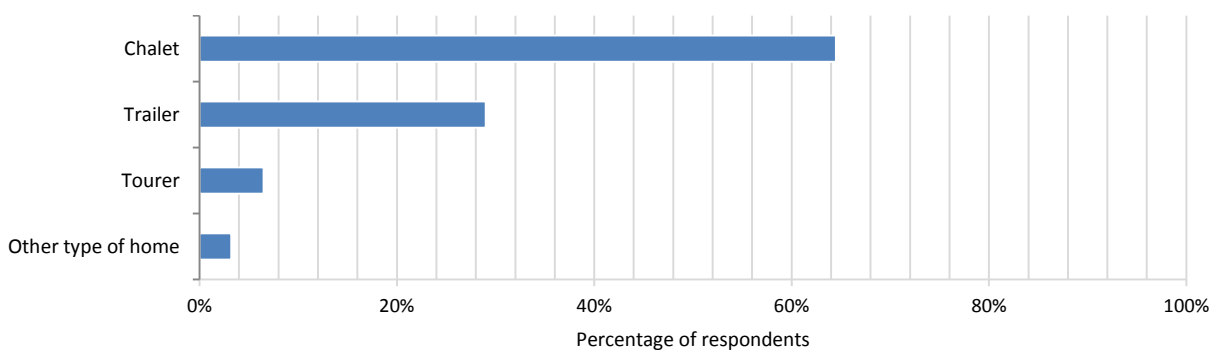
6.15 10% of respondents reported that they had lived in bricks and mortar accommodation in the past. The respondents reported that they had left bricks and mortar housing because they missed life in a chalet, or because they wanted to move to be near their family due to ill health.

6.16 No respondents expressed a desire to move to bricks and mortar housing.

**Type and Number of Caravans**

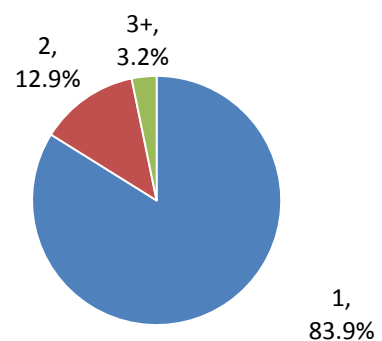
6.17 Figure 33 shows that the type of accommodation occupied by respondents shows considerable variation. Around 65% of all households occupied at least one chalet, while a number had trailers. If the household had any combination of accommodation then they were counted in all categories.

Figure 33  
Nature of Accommodation, by all Respondents (Source: Survey of Showmen Population 2011)



6.18 Figure 34 shows that nearly 85% of all the households interviewed had only one trailer/chalet/mobile home.

Figure 34  
Number of Trailers/Mobile Homes/Chalets Owned by Respondent, by all Respondents (Source: Survey of Showmen Population 2011)



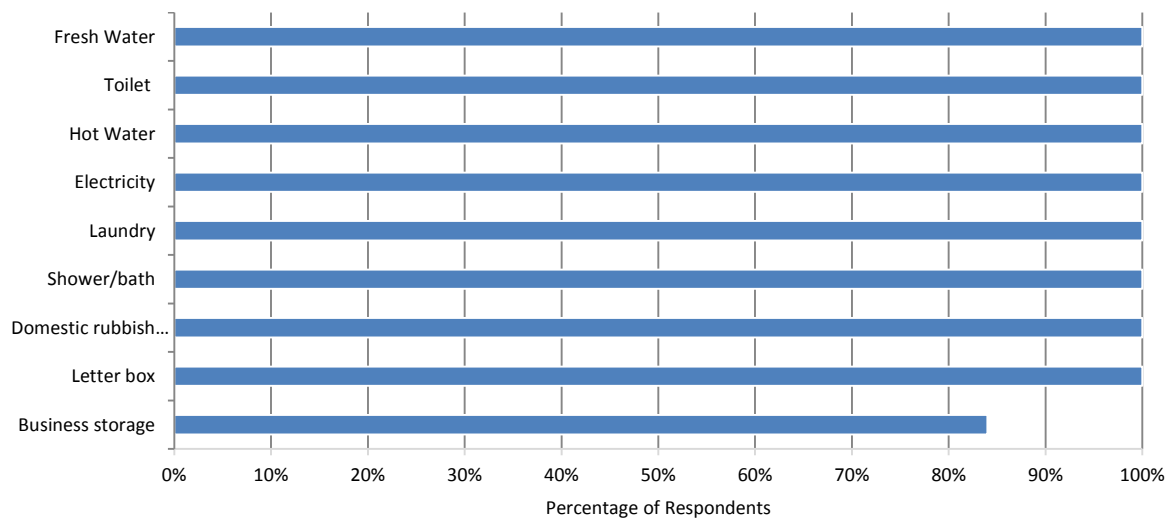
6.19 All respondents were asked if they require extra caravans. The evidence from the survey is that one of the households would like more caravans within their existing household for relatives who are currently living elsewhere.

## Site Facilities

6.20 Figure 35 shows that the percentage of households with access to facilities which are just for their own use. As can be seen, almost all households have private access to almost all facilities listed.

Figure 35

Facilities that are Available to Respondents for the Use of Just Their Family, by all Respondents (Source: Survey of Showmen Population 2011)



## Views of the Site

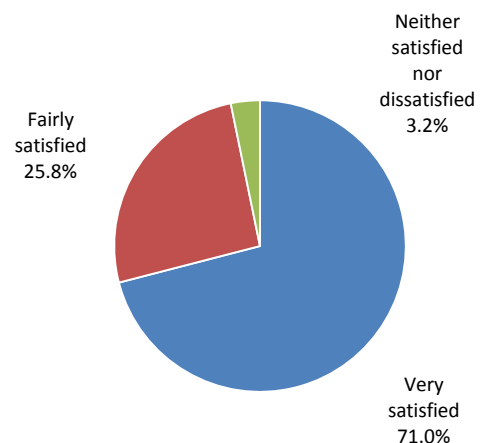
6.21 The majority of respondents were satisfied with their site. Over 95% of respondents expressed some form of satisfaction with the site.

6.22 29 of the 31 respondents identified that no improvements were required to the site. One identified better road access and another identified improved road surfacing as being improvements required.

6.23 No respondents reported that they had difficulty in accessing services at the current site.

Figure 36

Satisfaction with Current Site, by all Respondents (Source: Survey of Showmen Population 2011)



## Propensity to Travel

6.24 90% of the respondents had not travelled at all during the last 12 months. However, this is clearly not reflective of the wider Showmen population on the Norwich site. While around 40% of the population living in the site are retired and do not travel, the remaining 60% were travelling in March and April and continued to travel for much of the year.

### Further Consultation with Working Showmen

- 6.25 As noted earlier, many of the Showmen who are still working were not present at the Hooper Lane site at the time of the household survey. Therefore, we undertook further consultation with this group to understand their current and future needs in more detail.
- 6.26 The consultation with the Showmen at Hooper Lane indicates that amongst the working households there are considerable unmet housing needs. These take the form of existing overcrowding for many households and also many current Showmen have children who would like to form their own households in the near future.
- 6.27 However, the existence of housing needs on the Hooper Lane site does not necessarily translate into a requirement for future site provision in Greater Norwich. The Showmen report that because of high fuel costs and the current economic climate, recent years have been difficult for them financially. The fuel cost issue is particularly important to many of the Showmen because they rarely work in or near Greater Norwich. Therefore, to reduce fuel costs they would rather live closer to central England where they work.
- 6.28 This firstly implies that it is unlikely that further Showmen households will seek to move to Greater Norwich from outside the area because it would not make financial sense for them to do so.
- 6.29 It is also the case that all Showmen's sites are owned either privately or by the Showmen's Guild. The Showmen's Guild owns two sites in the East of England: the site at Hooper Lane in Norwich and also a site at Peterborough. The Guild has the funds to develop another site in the East of England, but no parts of Greater Norwich are likely to be considered for this site. Instead areas in Cambridgeshire or Essex are more likely to be considered to provide accommodation closer to the areas where Showmen regularly work.
- 6.30 Therefore, it can be concluded that there is little chance that Showmen from elsewhere in the country will seek to develop a new private site in Greater Norwich and it is also unlikely that the Showmen's Guild will seek to develop a new site in the area.
- 6.31 This still leaves the issue of current and future needs at the Hoopers Lane site. As noted above, recent years have been difficult for Showmen and few have the financial resources to consider purchasing land to develop a new site. However, those who have done so have not sought to buy land in Greater Norwich. Instead, land has recently been purchased in Huntingdonshire with the aim of developing a site for 8 households from the Hooper Lane site. If planning permission is obtained for this site and financial circumstances allow for it to be fully developed then this will relieve many of the housing needs on the Hooper Lane site.
- 6.32 Therefore, in summary, while there are housing needs on the existing Showmen's site in Norwich, the search area for new sites for Showmen is very wide. Many Showmen would ideally like to live more centrally in England for work purposes. Therefore, the existing and future housing needs on the site do not necessarily have to be met in greater Norwich and are more likely to be met outside the sub-region.

# Chapter 7: Extra Site Provision for Gypsies and Travellers and Showmen

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## Site Provision

- 7.1 This section focuses on the extra site provision which is required in Greater Norwich in at least the next 5 years. This time period allows for robust forecasts of the requirements for extra provision based upon the evidence contained within this survey and also secondary data sources. It also matches with the requirement that local planning authorities should plan for a five-year supply of traveller pitches/plots in the CLG consultation 'Planning for Traveller Sites'. However, many of the trends which are used to derive the forecasts for the next 5 years will continue to apply beyond this timeframe and can be used to forecast requirements for longer time periods.
- 7.2 This section concentrates not only upon the total extra provision which is required in the area, but whether this provision should be in the form of public or private sites, whether there is a need for any additional transit site/emergency stopping place provision, and in which local authority areas any identified need should be met.
- 7.3 The March 2012 CLG document 'Planning Policy for Traveller Sites', requires an assessment for future pitch requirements, but does not provide a suggested methodology for undertaking this calculation. However the key factor in any calculation such as this is to compare the amount of extra site space which will become available with a prediction of the need for extra space on sites.
- 7.4 Due to the household survey having a response rate of around two thirds on public sites, we have scaled up all figures drawn from the survey to be representative of the total on site population in Greater Norwich by multiplying the results by 150%. This very simple form of weighting means that the figures quoted below are for the whole population of Gypsies and Travellers in Greater Norwich.

## Space Available on Sites

- 7.5 The first stage of the CLG methodology is to assess how much space is or will become available on existing sites. The main ways in which space is/will be freed are:
- Current empty pitches;
  - New sites or site extensions which are likely to gain planning permission;
  - Migration away from the area;
  - Movement to bricks and mortar;
  - Dissolution of households.
- 7.6 While the public sites in Greater Norwich had a small number of pitches which were not occupied at the time of the household survey, this is not due to a lack of households who wish to live on the site, but rather just part of the natural transition of households which occurs on sites. When these issues are resolved the pitches should be quickly filled and therefore we have not counted them as pitches which are free to meet future needs.

- 7.7 It is the case that two households currently resident on a permanent site in Greater Norwich expect to move to other areas in the next 2 years. Extrapolating this result it is likely that around 5 pitches will become free from households leaving the area over the next five years. Also, one respondent to the survey intended to move to bricks and mortar accommodation. Therefore, few pitches on the existing sites will become available.
- 7.8 The dissolution of a household occurs when all the members leave the household. Common ways for a household to dissolve are for a person living on their own to die, or to move to an existing household. The survey found very few households that were of pensionable age and therefore no households are expected to dissolve.

Figure 37

Availability of Space on Sites (Source: Site and Local Authority Records and Survey of Gypsy and Traveller Population on-site 2007)

Reason for Pitch Vacancy	Number of pitches
Currently empty pitches	0
New sites or site extensions	0
Migration away from area	5
Movement to bricks and mortar	1
Dissolution of households	0
<b>Total</b>	<b>6</b>

### Additional Site Provision

- 7.9 The next stage of the CLG guidance is to assess how many households are likely to be seeking pitches in the area. Groups of people who are likely to be seeking pitches in Greater Norwich will include:
- Those living on current unauthorised developments or encampments;
  - Those living on existing sites threatened with closure;
  - Those on waiting lists for public sites;
  - In-migration from other sources;
  - Those living in currently overcrowded accommodation;
  - New household formation from within households on existing sites;
  - New household formation from within bricks and mortar accommodation;
  - Transit site provision.

### Current Unauthorised Developments and Encampments

- 7.10 The survey generated 15 interviews on unauthorised developments or encampments, across 9 sites. Of these, nine considered their current location to be their permanent residence, while two have a permanent base near Great Yarmouth and the remaining four have no identified permanent base.
- 7.11 Of the nine households interviewed on unauthorised developments or encampments which they consider to be their permanent base, only one wants to move to a new base in the near future and they want to move to an authorised public site in Greater Norwich. The remaining 8 households wish to remain at their current locations.
- 7.12 Of those households with no permanent base, two would like to move to a permanent pitch on an authorised site in Greater Norwich.



### Waiting lists for Council Sites

- 7.13 The method of registering a desire to obtain a pitch on a public site is through placing your name on the waiting list. Applicants for pitches on public sites in Greater Norwich are allowed to request a pitch on as many sites as they wish. Figure 38 shows the number of applications that relate to specific sites.
- 7.14 The CLG guidance on assessing the need for pitch provision recommends identifying households who are living elsewhere who are seeking permanent site accommodation and counting them all in the need for residential pitches in the area. Therefore, this would suggest that 10 pitches on public sites in Greater Norwich are required to accommodate all the specific extra demand for pitches from outside the area. This number can be taken as a backlog of need in that all households would wish to move to public site in Greater Norwich if a pitch were available now.
- 7.15 We would also note that until recently the waiting list for public sites was much larger, but the 10 applicants were those who responded to a request to state whether they still wished to access a pitch on a public site. It is also possible that some households counted as being part of the requirement from unauthorised developments may also be counted as part of those households on waiting lists. It has been impossible to cross reference this data due to data protection issues.

Figure 38

Number of Applicants for Specific Public Sites in Greater Norwich (Source: Site and Local Authority Records)

Site	Number on waiting list
Mile Cross Norwich	1
Roundwell, South Norfolk	4
Brooks Green, South Norfolk	5
<b>Total</b>	<b>10</b>

### In-migration from Other Sources

- 7.16 The most complicated area for a survey such as this is to estimate how many households will require accommodation from outside the area in the next 5 years. The waiting list data includes all households currently outside of Greater Norwich who are seeking accommodation on public sites in Greater Norwich. However, new households may join this list in the future. It is also the case that people may arrive from other areas who are seeking to develop private sites in Greater Norwich.
- 7.17 For example a major issue in 2011 was the evictions from the unauthorised part of the Dale Farm site in Essex. Potentially this could have seen households looking for accommodation in areas such as Greater Norwich. However, in practice there is no evidence that any households did move to Greater Norwich, therefore we have not included any explicit requirement for this group within this assessment.

### Overcrowded Households

- 7.18 The DCLG guidance recommends that households which are overcrowded and where their current pitch is too small to accommodate another caravan or trailer should be considered as needing an additional pitch.
- 7.19 This survey has identified households who would like more caravans or trailer 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.

- 7.20 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 Greater Norwich, seven households who report their dwelling space is too small feel that there need could be met at their current pitch, while 6 feel that they need to move.
- 7.21 If the household moves to a new larger pitch they will leave behind an existing pitch which can be filled by another household. Given this is the case, counting those households who need to move to new pitches to alleviate their overcrowding as requiring a net extra pitch is likely to lead to an overestimate of the total need for new pitches.

### **New Household Formation**

- 7.22 The CLG recognise that an important group for future pitch provision will be older children who form their own households. The survey of the Gypsy and Traveller population in Greater Norwich found that 8 households contained members who were expected to form new households in the next two years. None of this group are expected to form households outside of Greater Norwich.
- 7.23 This would extrapolate to around 30 households over the next 5 years across the whole population (4 per annum multiplied by 150%). Given the age profile of the Gypsy and Traveller population of Greater Norwich with much of the population aged between 12 and 24 years, this estimate represents a sensible approximation of the number of new households which are likely to form. It is close to the 3% growth in the population per annum which has been observed as the long-term Gypsy and Traveller population growth in England.
- 7.24 It should also be noted that this rate of population growth is likely to continue beyond the next 5 years. Therefore, it is reasonable to conclude that at least 30 new pitches will be required every 5 years to meet the needs of newly forming households, and given the relative youth of the population this figure may have to be higher.

### **Bricks and Mortar**

- 7.25 In the survey only one respondent reported that they wish to move to bricks and mortar accommodation. Using this as a trend it can be predicted that there will be few people leaving Gypsy and Traveller sites to move to bricks and mortar soon.

## Overall Needs for Permanent Site Provision

7.26 The estimated extra residential site provision that is required for the next 5 years in Greater Norwich is 51 pitches (Figure 39 below). The key groups who require extra provision are those on unauthorised developments and encampments, those who are currently on waiting lists for public sites and the emerging households in the area.

Figure 39

Extra Pitches Which are Required in Greater Norwich (Source: ORS Housing Market Model)

Reason for Requirement/Vacancy	Gross Requirement	Supply	Net Requirement
<b>Current unauthorised developments or encampments</b>	16	-	16
<b>Waiting list for public sites</b>	10	-	10
<b>Migration from elsewhere</b>	0	-	0
<b>New household formation</b>	30	0	30
<b>Movement from bricks and mortar</b>	1	1	0
<b>Currently overcrowded and require to move</b>	9	9	0
<b>Additional supply from out-migration</b>	-	5	(5)
<b>Additional supply from empty pitches</b>	-	0	(0)
<b>Additional supply new sites</b>	-	0	(0)
<b>Total</b>	<b>66</b>	<b>15</b>	<b>51</b>

## Location of Site Provision

7.27 A further issue is where the extra site provision should be. Some of provision is required for those on waiting lists for a site in Norwich or South Norfolk areas. The apparent need in each of these districts for 5 extra pitches has been provisionally allocated to South Norfolk District and Norwich City Council to provide for those on waiting lists as outlined in Figure 38.

7.28 However, it should be noted that this requirement is based on the waiting lists for existing public sites in the authorities, and that authorities such as Broadland with no authorised public sites by definition cannot have a waiting list. Therefore, potentially the waiting lists could reflect a wider requirement for pitch provision in Greater Norwich.

7.29 Another factor in the net requirement for new pitches is the impact of new household formation and existing unauthorised developments in Greater Norwich. To allocate these to particular local authorities it has been assumed that population growth occurs pro-rata to the existing size of the populations and that households on unauthorised sites have their needs met in their current local authority.

7.30 Therefore, the net new household formation will occur mainly in South Norfolk. Again, it should be noted that this requirement is based on the growth of the existing population of these local authorities and that authorities with little current Gypsy and Traveller population will by definition have minimal growth in this population. Therefore, potentially the requirement for one local authority could potentially be met in a neighbouring area. As noted earlier many Gypsies and Travellers on authorised sites in South Norfolk already consider that they live in Norwich.

7.31 In summary, Figure 40 sets out the net requirement for new pitch provision by local authority in Greater Norwich when following the CLG recommended approach.

Figure 40

**Extra Site Provision in Greater Norwich by Local Authority** (Source: ORS Housing Market Model. \*Note: Only authorities with current public sites will have waiting lists. The allocation of new pitch provision based waiting lists has been provisionally allocated by default to these authorities)

Local Authority	Unauthorised encampments/developments	Waiting list for public sites less empty pitches	New household formation less out-migration	Total
<b>Broadland</b>	2	0	1	<b>3</b>
<b>Norwich</b>	0	5	6	<b>11</b>
<b>South Norfolk</b>	14	5	18	<b>37</b>
<b>Total</b>	<b>16</b>	<b>10</b>	<b>25</b>	<b>51</b>

7.32 We would wish to note that since the research for this report was undertaken three additional pitches have been provided in Norwich. Consequently the requirement for permanent pitches is now 48, of which Norwich requires 8.

### Transit/Emergency Stopping Site Provision

7.33 There are currently no transit sites in the Greater Norwich area. While many of those on unauthorised encampments who were interviewed as part of the survey were seeking permanent pitches rather than transit site accommodation, there were six households interviewed on unauthorised sites who did not considered to be their permanent base.

7.34 Of these households, two have a permanent base near Great Yarmouth and the remaining four have no identified permanent base. Three of these interviews occurred at the roadside.

7.35 This would appear to highlight a clear gap in provision for transit sites across Greater Norwich with at least 6 transit pitches being required. The unauthorised encampments occurred predominantly in South Norfolk, so this would suggest this authority has the need for transit site provision. However, we would note that the fieldwork period for this survey covered a two month period from March to April. Other groups travelling at different times of the year may require a larger amount of transit site provision. However, without interviewing the groups concerned it is difficult to confirm their requirements.

### Public Sites

7.36 There is likely to be an on-going need to provide further Gypsy and Travellers sites for the foreseeable future, and that much of this provision will need to be on public sites.

7.37 The evidence contained in this survey indicates that there is a current shortfall of 10 pitches for households on waiting lists for public sites in Greater Norwich, while a high share of the households who expect to form from public sites would wish to do so at public sites. Therefore, the requirement for public sites in Greater Norwich could amount to **at least 30 pitches** in the next 5 years.

### Private Sites

7.38 Circular 01/06 required an authority's Core Strategy to set out criteria for the location of Gypsy and Traveller sites which would then be used to guide the allocation of sites in the relevant Development Plan Document to meet the needs identified in accommodation assessments. These criteria were also to be used to assess applications for windfall sites.

7.39 Continuing on this theme, the new planning framework based upon the DCLG consultation ‘Planning for Traveller Sites’ has an explicit objective to:

“promote more private traveller site provision while recognising that there will always be those travellers who cannot provide their own sites”.

7.40 While exactly how this is implemented is now left more to local authorities, there is a clear presumption that private sites have a large role to play in meeting Gypsy and Traveller Accommodation Needs. ORS’ experience both in this study and elsewhere in the country is that satisfaction on private Gypsy and Traveller sites is higher than on public sites. It is also the case that private sites are much cheaper on the public purse to deliver.

7.41 The evidence from this survey is that, with one exception, households on unauthorised development wish to remain at their current location. Hence, they wish for their current sites to be authorised private sites. It is also the case that households looking to form from private sites are seeking to do so on private sites. In many cases these households may be accommodated by expanding the existing private site they occupy, rather than requiring them to find their own land requiring new planning permission.

7.42 Overall, the evidence in this survey indicates that at least 20 households will be seeking private sites in the next 5 years, with the majority of these already living on existing private unauthorised developments in Greater Norwich. Again, we would stress that this is a conservative figure because households currently not living in the sub-region may seek to move to the area in the future, but the scale of these moves cannot currently be forecast with any confidence.

### Pitch Size

7.43 A small number of households surveyed included 6 or more persons. A household of this size may require more than two caravans and therefore a small number of larger pitches are likely to be needed in Greater Norwich. This level of flexibility should be relatively easy to achieve on private sites where the site will typically be occupied by only one family and where there will typically be space to accommodate extra caravans. However, when developing new public sites some larger pitches could be included which could accommodate larger Gypsy and Traveller families who require more than two caravans for their household.

### Additional Site Provision for Showmen

7.44 The assessment of the future requirements for Showmen can be calculated in a much simpler manner than those for Gypsies and Travellers because the figures for all of the following categories are zero.

- Those living on current unauthorised developments or encampments;
- Those living on existing sites threatened with closure;
- Those on waiting lists for public sites;
- In-migration from other sources;
- New household formation from within bricks and mortar accommodation;
- Transit site provision.

7.45 This only leaves three main issues to consider which are:

- Space available on the site
- Those living in currently overcrowded accommodation;

- New household formation from within households on existing sites;

### Space Available on the Site

- 7.46 The household survey indicates that one existing household on the Hooper Lane Showmen's site plan to move in the next 2 years, with a move to another site already planned. The lack of movement from the site is confirmed by the evidence that almost all of the interviewed households had been resident on the site for 5 years or more.
- 7.47 Given the age profile of the retired population of Showmen, it is also likely that a very small number of pitches will be vacated in the next 5 years through the death of the only member of a household. However, this is unlikely to see many pitches vacated, with the tradition within the Showmen community seeing other family members taking over these spaces.

### Overcrowding

- 7.48 As noted in the consultation with Showmen, the main issue on the existing site is overcrowding. However, it is also the case that this overcrowding does not necessarily have to be addressed in Greater Norwich and is in fact more likely to be addressed by new sites elsewhere in the country.

### New Household Formation

- 7.49 The household survey found no households with any members likely to form their own household in the next two years. However, it should be remembered that most of these households were comprised of retired Showmen.
- 7.50 While around 25 households at the site are retired, another 50 continue to work as Showmen and the consultation indicates that they contain members who wish to form households in coming years. However, it is again the case that for financial and practical reasons the needs of these households may not necessarily have to be met in Greater Norwich, and instead may be better met elsewhere in the country.

### Overall Needs for Permanent Site Provision

- 7.51 While there are housing needs on the existing Showmen's site in Norwich, the search area for new sites for Showmen is very wide. Many Showmen would ideally like to live more centrally in England for work purposes. Therefore, the existing and future housing needs on the site do not necessarily have to be met in Greater Norwich and are more likely to be met outside the sub-region.

## Chapter 8: Conclusions

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### Introduction

- 8.1 This chapter brings together the evidence presented earlier in the report to provide some key conclusions for the local authorities of Greater Norwich. It focuses upon the key issues of future site provision for Gypsies and Travellers and also Showmen.

### Gypsy and Traveller Future Site Provision

- 8.2 Based upon the evidence presented in Chapter 8, the estimated extra provision that is required for Gypsies and Travellers in the next 5 years in Greater Norwich is 51 pitches. However, since the research for this report was undertaken three additional pitches have been provided in Norwich. Consequently the requirement for permanent pitches is now 48.
- 8.3 This figure should be seen as the minimum amount of provision which is necessary to meet the identifiable needs of the population.

### Public/Private Site Provision

- 8.4 Based upon evidence collected for this survey and for elsewhere in the country, a high provision of private sites is likely to have the triple benefit of higher levels of satisfaction among the Gypsy and Traveller population, better maintained sites and also a lower level of expenditure on public sites. The household survey projects that at least 20 pitches could be provided on private sites in Greater Norwich in the next 5 years, with the majority being for households on existing unauthorised sites.
- 8.5 However, not all Gypsy and Traveller households will be able to afford to develop private sites. Data from waiting lists for public sites and the wishes of households who are likely to form in the near future indicate that many wish to reside on public sites. Therefore, there could be a requirement for at least 30 remaining additional pitches on public sites in the next 5 years.

### Transit Sites

- 8.6 There are currently no transit sites in the Greater Norwich area. The household survey featured 6 interviews with households who either have no permanent base, or who have a base outside of Greater Norwich. This would indicate a need for at least 6 transit site pitches in Greater Norwich. However, we would note that the fieldwork period for this survey covered a two month period from March to April. Other groups travelling at different times of the year may require a larger amount of transit site provision. However, without interviewing the groups concerned it is difficult to confirm their requirements.

### Location of Site Provision

- 8.7 A further issue is where the extra site provision should be. The assumptions used in the model are that;

- Households on waiting lists for existing public sites have their needs met in the local authority in which this site is located;
- Households on unauthorised developments have their needs met in the local authority where the current site is located;
- Newly forming households do so in the local authority where they are currently part of another household.

8.8 Applying these assumptions, and considering the three additional pitches provided in Norwich since the research was undertaken, would identify the following requirement for permanent pitches in Greater Norwich;

- Broadland requires 3 pitches;
- Norwich requires 8 pitches;
- South Norfolk requires 37 pitches.

8.9 However, it should be noted that this requirement is based in part on waiting lists for existing public sites in the authorities, and that authorities such as Broadland with no authorised public sites by definition cannot have a waiting list. Therefore, potentially the waiting lists could reflect a wider requirement for pitch provision in Greater Norwich.

8.10 It should also be noted that the requirement is based on the growth of the existing population of these local authorities and that authorities with little current Gypsy and Traveller population will by definition have minimal growth in this population. Therefore, potentially the requirement for one local authority could potentially be met in a neighbouring area. As noted earlier many Gypsies and Travellers on authorised sites in South Norfolk already consider that they live in Norwich.

### Pitch Size

8.11 Greater flexibility could be shown on pitch sizes at any new sites. When developing new public sites some larger pitches could be included which could accommodate larger Gypsy and Traveller families who require more than two caravans for their household.

### Beyond 2016

8.12 The key results of the survey refer to the requirements for pitch provision for the next five years from a base of early 2011. However, there is likely to be an on-going need to provide further Gypsy and Travellers sites for the foreseeable future, and that much of this provision will need to be on public sites.

8.13 If the population of Gypsies and Travellers in Greater Norwich continues to grow at current rates then an extra 30 new pitches will be required every 5 years to meet the needs of newly forming households. This figure is likely to be a conservative estimate given the relative youth of the population, but does highlight the need for the planning for extra sites and pitches to reach beyond the next 5 years.

### Health

8.14 The study indicated that many members of the Gypsy and Traveller community suffer from health problems such as stress, diabetes and depression. They currently report that their support needs are being met, but the health of the Gypsy and Traveller population should be monitored and further work may be required to understand how it could be improved.



**Showmen Site Provision**

- <sup>8.15</sup> The Showmen's site at Hooper Lane in Norwich contains a mix of retired and working Showmen households. The site accommodates a significant number of people aged over 75 years who are generally very satisfied with the circumstances they live in. A smaller Showmen's site at Armes Lane in Norwich contains four families who are looking to move to North Norfolk.
- <sup>8.16</sup> While there are housing needs on the existing Showmen's site in Norwich, many Showmen would ideally like to live more centrally in England for work purposes. Therefore, the existing and future housing needs on the site do not necessarily have to be met in Greater Norwich and are more likely to be met outside the sub-region.