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Glossary

**Authorised site**

A site with planning permission for use as a Gypsy and Traveller site. They can either be privately owned (often by a Gypsy or Traveller), leased or socially rented (owned by a council or registered social landlord).

**Average**

The term ‘average’ when used in this report is taken to be a mean value unless otherwise stated.

**Bedroom standard**

The bedroom standard is that used by the General Household Survey, and is calculated as follows: a separate bedroom is allocated to each co-habiting couple, any other person aged 21 or over, each pair of young persons aged 10-20 of the same sex, and each pair of children under 10 (regardless of sex). Unpaired young persons aged 10-20 are paired with a child under 10 of the same sex or, if possible, allocated a separate bedroom. Any remaining unpaired children under 10 are also allocated a separate bedroom. The calculated standard for the household is then compared with the actual number of bedrooms available for its sole use to indicate deficiencies or excesses. Bedrooms include bed-sitters, box rooms and bedrooms which are identified as such by respondents even though they may not be in use as such. For this study, a modified version of the bedroom standard was applied to Gypsies and Travellers living on sites.

**Bricks and mortar accommodation**

Permanent housing of the settled community, as distinguished from sites.

**Caravan**

Mobile living vehicle. Also referred to as a trailer.

**Concealed household**

A household or family unit that currently lives within another household or family unit but has a preference to live independently and is unable to access appropriate accommodation (on sites or in housing).
Doubling up

More than one family unit sharing a single pitch.

**Eastern European Roma**

Gypsies from Eastern Europe. Culturally distinct from English Gypsies but with some cultural and linguistic links, most no longer live in mobile accommodation. Their numbers have increased in the UK since the fall of Communism and the expansion of the European Union in 2004.

**Emergency stopping places**

Emergency stopping places are pieces of land in temporary use as authorised short-term (less than 28 days) stopping places for all travelling communities. They may not require planning permission if they are in use for fewer than 28 days. The requirements for emergency stopping places reflect the fact that the site will only be used for a proportion of the year and that individual households will normally only stay on the site for a few days.

**Family unit**

A group of related people who live and/or travel together. It is assumed that each family unit would require one pitch to live on, containing up to three trailers. It is used as the basis for assessing accommodation requirements.

**Gypsy**

Member of one of the main groups of Gypsies and Travellers in Britain. In this report it is used to describe English (Romany) Gypsies, Scottish Travellers and Welsh Travellers. English Gypsies were recognised as an ethnic group in 1988.

**Gypsy and Traveller**

As defined for the purpose of the Housing Act 2004, in this report it includes all Gypsies, Irish Travellers, New Travellers, Travelling Showpeople, Eastern European Roma and other Travellers who adopt a nomadic or semi-nomadic life.

**Irish Traveller**

Member of one of the main groups of Gypsies and Travellers in Britain. Distinct from Gypsies but sharing a nomadic tradition, Irish Travellers were recognised as an ethnic group in England in 2000.
Mobile home
For legal purposes it is a caravan, but not normally capable of being moved by towing.

Net need
The difference between need and the expected supply of available pitches (e.g. from the re-letting of existing socially rented pitches or from new sites being built).

New Traveller
Members of the settled community who have chosen a nomadic or semi-nomadic lifestyle (formerly New Age Traveller).

Newly forming families
Adult individuals, couples or lone parent families living as part of another family unit of which they are neither the head nor the partner of the head and who need to live in their own separate accommodation, and/or are intending to move to separate accommodation, rather than continuing to live with their ‘host’ family unit.

Overcrowding
An overcrowded dwelling is one which is below the bedroom standard. (See 'Bedroom Standard' above).

Permanent / residential site
A site intended for long-stay use by residents. They have no maximum length of stay but often constraints on travelling away from the site.

Pitch
Area on a site developed for a family unit to live. On socially rented sites, the area let to a tenant for stationing caravans and other vehicles.

Plot
Area on a yard for Travelling Showpeople to live. As well as dwelling units, Travelling Showpeople often keep their commercial equipment on a plot.
Primary data

Information that is collected from a bespoke data collection exercise (e.g. surveys, focus groups or interviews) and analysed to produce a new set of findings.

Private rented pitches

Pitches on sites which are rented on a commercial basis to other Gypsies and Travellers. The actual pitches tend to be less clearly defined than on socially rented sites.

Secondary data

Existing information that someone else has collected. Data from administrative systems and some research projects are made available for others to summarise and analyse for their own purposes (e.g. Caravan Count).

Settled community

Used to refer to non-Gypsies and Travellers who live in housing.

Site

An area of land laid out and used for Gypsy and Traveller caravans, which can be authorised (have planning permission) or unauthorised. They can be self-owned by a Gypsy and Traveller resident, or rented from a private or social landlord.

Socially rented site

A Gypsy and Traveller site owned by a council or registered social landlord.

Tolerated

An unauthorised development or encampment may be tolerated by the local authority meaning that no enforcement action is currently being taken.

Trailer

Term commonly used by Gypsies and Travellers for a moveable caravan.

Transit site/pitch

A site/pitch intended for short-term use, with a maximum period of stay.
Travelling Showpeople

People who organise circuses and fairgrounds and who live on yards when not travelling between locations. Most Travelling Showpeople are members of the Showmen’s Guild of Great Britain.

Unauthorised development

A site / land owned by Gypsies and Travellers, but without the appropriate planning permission to station caravans.

Unauthorised encampment

Where Gypsies and Travellers reside on land they do not own and without permission from the owners. The land can be public or privately owned.

Unauthorised site

Land occupied by Gypsies and Travellers without the appropriate planning or other permissions. The term includes both unauthorised development and unauthorised encampment.

Winter quarters

A site occupied by Travelling Showpeople, traditionally used when not travelling to provide fairs or circuses. Many now involve year-round occupation.

Utility block

A small permanent building on a pitch with bath/shower, WC, sink and (in some larger ones) space to eat and relax. Also known as a utility block or shed.

Yard

In this report, term used for a site occupied by Travelling Showpeople. They are often rented by different families with clearly defined plots.
Executive Summary

Introduction

S1. This report updates the findings from the 2008 Northamptonshire Gypsy and Traveller Accommodation Assessment (GTAA). The report was commissioned by the North Northamptonshire Joint Planning Unit (JPU). It covers the Local Authority areas of Corby, East Northamptonshire, Kettering and Wellingborough, collectively known as North Northamptonshire.

S2. The update considers a range of Gypsy and Traveller groups found in North Northamptonshire, including English Gypsies, Irish Travellers, New Travellers and Travelling Showpeople across different tenure types. It draws on secondary data sources including:

- **Secondary information**: including a literature review and secondary data analysis
- **Stakeholder consultation**: with local organisations involved with Gypsies and Travellers

S3. It also draws on data derived from the 2008 Northamptonshire Gypsy and Traveller Accommodation Assessment.

S4. The report includes qualitative data based on views and experiences of accommodation provision and wider service issues.

S5. The aim of the study is to quantify the accommodation and housing related support needs of Gypsies and Travellers in North Northamptonshire for the period 2012-2022.

S6. This is in terms of residential and transit sites and bricks and mortar accommodation. The results will be used to inform the allocation of local authority resources as an evidence base for policy development in housing and planning.

Literature review

S7. Existing research into Gypsies and Travellers suggests that the legislation implemented since the 1960s has negatively impacted on Gypsy and Traveller communities, with the Housing Act 2004 and subsequent guidance designed to address this imbalance. The Race Relation Amendment Act 2000 afforded Gypsies and Irish Travellers legal protection against discrimination, including from housing authorities.
Executive Summary

S8. However, it is apparent from the research that the most pressing issue remains the inadequate permanent and transit site provision. With around one fifth of Gypsies and Travellers residing in unauthorised developments or encampments, the Government has responded with increased funding for site provision.

S9. Despite increased powers for local authorities to deal with anti-social behaviour and to evict where necessary, the Government has acknowledged that increased site provision is the most effective means of dealing with unauthorised developments and encampments.

S10. The need for detailed information regarding the current and future accommodation needs of the Gypsy and Traveller community further reinforces the need for GTAAs.

Population trends

S11. While there are deficiencies in the Caravan Count, it remains the only national source of secondary data on caravan levels and is useful for determining trends in the number of Gypsies and Travellers living on sites. This has been used in conjunction with locally collected Countywide Traveller Unit (CTU) data in order to look at Gypsy and Traveller population trends and estimates in North Northamptonshire.

S12. The East Midlands contains one of the smallest numbers of caravans of any English region. However, when the population of the East Midlands is taken into account the density of caravans is not far below the English national average at 32 per 100,000 settled population, compared to 36 for England.

S13. North Northamptonshire's caravan count is high compared to the East Midlands region, and is above most of the surrounding counties, except those to the east. Only Peterborough and Cambridgeshire have higher rates of caravans (per 100,000 population) compared with North Northamptonshire. The majority of sites in North Northamptonshire are privately owned and not distributed evenly across the study area with particular concentrations in Kettering area.

S14. Unauthorised encampments are evenly spread throughout North Northamptonshire. Only Kettering contains unauthorised developments. The number of unauthorised encampments has declined markedly since January 2009.

S15. The number of caravans on authorised sites in North Northamptonshire has increased substantially since January 2009, while it has increased slightly in the East Midlands and England. For unauthorised encampments, there is a downward trend nationwide and regionally, but most markedly on North Northamptonshire. This downward trend can be attributed to increased provision as well as local policies on enforcement.
Stakeholder Consultation

S16. A stakeholder session was conducted on 29 June 2011 with county and district officers involved with Gypsy and Traveller issues. It was recognised that since 2008 good progress had been made in the provision of new G&T pitches throughout North Northamptonshire. Councils are working with the G&T community and private land owners to identify potential suitable sites. There has been no progress on the new provision of transit pitches, although unauthorised encampments have declined markedly over the last 2 years. There was agreement that it is important to avoid over-expanding small sites until they become a source of tension. Councils are looking at various methods such as criteria-based policies and strategically-led approaches to meeting G&T accommodation needs.

Accommodation need

S17. Accommodation need was assessed using a model in accordance with Practice Guidance issued by the CLG. It contains seven basic components; five assessing need and two assessing supply, which are applied to each sub-group of Gypsies and Travellers, based on secondary data.

S18. The total requirement over ten years is as follows:
- 30 residential pitches
- 4 transit pitches
- 6 Travelling Showpeople plots.

S19. The following table shows the results for each council and housing sub-region over ten years:

<table>
<thead>
<tr>
<th>Area</th>
<th>2012-2017</th>
<th>2017-2022</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Residential pitches</td>
<td>Transit pitches</td>
</tr>
<tr>
<td>Corby</td>
<td>-2</td>
<td>0</td>
</tr>
<tr>
<td>East Northants</td>
<td>2</td>
<td>3</td>
</tr>
<tr>
<td>Kettering</td>
<td>3</td>
<td>1</td>
</tr>
<tr>
<td>Wellingborough</td>
<td>4</td>
<td>0</td>
</tr>
<tr>
<td><strong>North sub-region total</strong></td>
<td><strong>7</strong></td>
<td><strong>4</strong></td>
</tr>
</tbody>
</table>

Source: North Northamptonshire GTAA Update 2011
Conclusions

S20. As well as quantifying accommodation need, the study also makes recommendations on how provision can be brought forward. The main ones can be summarised as follows:

- Based on the 2008 survey with local Gypsies and Travellers, the preferred size for permanent/residential sites is 11 – 15 pitches, which tend to have fewer inter-family tensions and are therefore easier to manage. The stakeholder meeting undertaken as part of the 2011 GTAA update confirmed that smaller sites are preferred.
- A mix of public and private sites will be required dependent on need. Specific sites available should be outlined in future DPDs and guidance offered on the type of land that is likely to obtain planning permission as well as land that is unlikely to. Specific advice on the planning process should also be offered.
- Such an approach would also assist Travelling Showpeople, for whom the shortage of accommodation is derived from difficulties obtaining planning permission for new land or extensions on existing yards.
- While the GTAA needs calculations suggest a requirement for a network of transit pitches and/or emergency stopping places in North Northamptonshire to further reduce the number of unauthorised encampments, the priority should be in bringing forward residential pitches. If transit pitches are provided before the shortfall in residential pitches is met, there is a risk that they will effectively be used as permanent / residential sites with all the ensuing management issues this would incur.
- Local housing authorities should include Gypsy and Irish Traveller categories on ethnic monitoring forms to improve data on population numbers, particularly in housing.
- The population size and demographics of Gypsies and Travellers can change rapidly; their accommodation needs should be reviewed every three to five years.
1. Introduction

Study context

1.1 In May 2011, North Northamptonshire Joint Planning Unit (JPU) commissioned RRR Consultancy to update the 2008 Gypsy & Traveller Accommodation Assessment. The purpose of the update is to quantify the accommodation and housing related support needs of Gypsies and Travellers (including Travelling Showpeople) in terms of residential and transit sites, and bricks and mortar accommodation for the period 2012-2022. The results will be used to inform the allocation of resources and as an evidence base for policy development in housing and planning.

1.2 Data collection and analysis will follow practice guidance set out by Communities and Local Government (CLG) in ‘Gypsy and Traveller Accommodation Assessments’ (October 2007) and ‘Local Housing Assessment: A Practice Guide’ (March 2005), obliging local authorities to assess the level of need for Gypsy and Traveller sites.

1.3 To achieve the study aims, the research drew on a number of data sources including:

- **Review of secondary information**: including a literature review and secondary data analysis
- **Consultation** with organisations involved with Gypsy and Traveller issues

1.4 It also draws on data derived from the 2008 Gypsy and Traveller Survey.

1.5 This chapter brings up to date the literature review undertaken as part of the 2008 Northamptonshire GTAA.

Geographical context

1.6 According to the North Northamptonshire Core Spatial Strategy (2008), North Northamptonshire is a new name. It relates to the area that is covered by Corby, Kettering, Wellingborough and East Northamptonshire Councils. It is part of the Milton Keynes and South Midlands growth area promoted by the previous Government through its Sustainable Communities Plan.

1.7 Included within North Northamptonshire are the main towns of Corby, Kettering and Wellingborough, along with Rushden and a number of other smaller towns and many villages. North Northamptonshire is at the northern tip of the Milton Keynes and South

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1 North Northamptonshire Core Spatial Strategy (2008), located at:: http://www.nnjpu.org.uk/docs/Adopted%20CSS%20Final%20Proof.pdf
Midlands (MKSM) Growth Area, closely related to the Oxford to Cambridge arc that has been identified as having potential for economic growth of international importance.

1.8 Adjoining districts in West Northamptonshire and Bedfordshire are also planning for major growth as part of the MKSM Growth Area whilst, immediately to the east, Peterborough is part of the Peterborough/Cambridge/Stansted Growth Area. North Northamptonshire lies in the East Midlands where the ‘Three Cities’ Sub-Region of Nottingham, Leicester and Derby has been identified by the Government as a potential Growth Point.

1.9 The settlement pattern of North Northamptonshire comprises the three largest towns, Corby (population 54,000) Kettering (86,600) and Wellingborough (74,600)1, located on a north-south spine, with a chain of smaller towns related to the A6 corridor. The largest of these is Rushden with a population of 28,300 while the others all have populations in the range of 6,500 to 8,500.

1.10 To the east of the area are the towns of Oundle (population 5,700), Raunds (8,500) and Thrapston (5,700) which are identified as Rural Service Centres. Together with the large village of King’s Cliffe (population 1,200) they provide a ‘Rural Service Spine’ serving a large rural catchment. Outside these settlements North Northamptonshire is a predominantly rural area with over 100 villages dispersed into attractive countryside.

Policy background

1.11 According to a report written by Brown and Niner (2009) on behalf of the Equality and Human Rights Commission (EHRC)2, local authorities have been slow to increase site provision for Gypsies and Travellers. GTAAs have highlighted a need for 5,733 pitches over five years. That is a 70% increase over previous estimates. At the current rate of pitch provision it will take local authorities 18 years to meet the GTAAs specified in relation to permanent pitch requirements set for a five year period (EHRC 2009).

1.12 The Government is committed to ensuring that members of the Gypsy and Traveller communities should have the same access to decent and appropriate accommodation as every other citizen and that there are sufficient resources available to meet their needs. To meet this aim, the accommodation needs of Gypsies and Travellers have been mainstreamed within the wider housing and planning systems.

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1.13 The Housing Act 2004 requires local authorities to assess the needs of Gypsies and Travellers in the area and develop strategies to meet the needs. It also states that, where the shortage of sites is a particular problem, local authorities are expected to make this a priority, with the Secretary of State able to direct them if necessary.

1.14 Following the Housing Act, a new Planning Circular 01/2006 was produced. It contained a new definition of Gypsies and Travellers for planning purposes based on “nomadic habit” and includes those who are too ill or old to still travel, but specifically excludes Travelling Showpeople (who are covered by their own Circular, 04/2007).

1.15 Its intention was to significantly increase the number of authorised Gypsy and Traveller sites (in recognition of the failure of the previous Circular 01/94 to deliver adequate sites) and reduce the number of unauthorised encampments and developments. It details how data collected during GTAAs should inform overall pitch levels in the Regional Spatial Strategies and Development Plan Documents outlining specific site locations.

1.16 In conjunction with Circular 01/2006, the CLG also released in February 2006 draft guidance on conducting GTAAs, finalised in October 2007. The guide stresses the importance of consulting with Gypsies and Travellers, their representative bodies and support groups in how the assessment is conducted.

1.17 It recommended that steering groups should be formed to include members of the Gypsy and Traveller communities, and that questionnaires should be drawn up with input from Gypsies and Travellers. The practice guidance contains a slightly wider definition of Gypsies and Travellers than the Planning Circular and includes Travelling Showpeople.

1.18 The Guidance contains important statements on the nature of need in this context:

‘In the current guidance [now PPS3: Housing of November 2006] housing need is defined as ‘households who are unable to access suitable housing without some financial assistance’ (para. 14)

‘the distinctive accommodation requirements of some Gypsies and Travellers will give rise to similar types of need, but in a different context, for example: caravan dwelling households who have no authorised site anywhere on which to reside;… [bricks and mortar dwelling households] whose existing accommodation is overcrowded or unsuitable (‘unsuitable’ in this context can include unsuitability by virtue of a proven psychological aversion to bricks and mortar accommodation)’ (para. 15)

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‘It should also be recognised that the shortage of sites and local hostility, as well as lack of income, may prevent Gypsies and Travellers exercising their free choice in the accommodation market – and that there may in fact be no ‘local accommodation market’ in sites. (para. 16)

1.19 Although the guidance does not quite complete the thought process to a single short definition of housing need in the context of Gypsies and Travellers, the trend of thought seems clear enough:

Gypsy and Traveller accommodation need goes beyond financial constraints and the standard categories of unsuitability; it also includes accommodation made unsuitable due to the psychological effects brought about by giving up the traditional, caravan-based life.

1.20 Local authorities also need to have regard to their statutory duties, including those in respect of homelessness under Part VI of the Housing Act 1996 and to their obligations under the Race Relations (Amendments) Act 2000 which prohibits racial discrimination by planning authorities in carrying out their planning functions.

1.21 The Equality Act 2010 placed a legal obligation on public authorities to have legal regard to the need to: eliminate discrimination, harassment, victimisation; advance equality of opportunity; and foster good relations. Although the Act does not specifically mention Gypsies and Travellers, it means that public agencies must be more proactive in reducing the disadvantages experienced by Gypsy and Traveller Community.

1.22 In May 2010 a new Coalition Government was elected. It aims to bring about new legalisation regarding Gypsy and Traveller accommodation. The Coalition’s Our Programme for Government set out the intention to significantly reform the planning system. The programme set out the government’s intention to publish and present to Parliament a simple and consolidated national planning framework covering all forms of development and setting out national economic, environmental and social priorities.

1.23 In April 2011 the Communities Secretary Eric Pickles announced proposals for a more local way of providing sites for Travellers, building on earlier commitments to strengthen measures to tackle the abuse of the planning system. Its first action was to announce its intention to abolish the regional plans which contained the Gypsy and Traveller accommodation targets.

1.24 In new proposed planning guidelines, the Green Belt and countryside will have more robust protection, local councils will have more discretion, and local planning authorities will have

1. Introduction

a stronger hand in supporting appropriate development. Central guidance to councils on compulsorily purchasing land for travellers sites will be removed and top-down Whitehall planning rules, which Ministers believe are counterproductive, will be abolished.

1.25 According to the CLG, planning regulations have seriously harmed community relations over the last few years, by imposing targets for traveller sites on local councils, increasing the number of unauthorised sites, and compelling councils to encroach onto the Green Belt. At the same time the old planning rules created a perception of special treatment for some groups, undermining the notion of ‘fair play’ in the planning system and further harming community cohesion.

1.26 The new planning policy will give councils the freedom and responsibility to determine the right level of traveller site provision in their area, in consultation with local communities, while ensuring fairness in the planning system. It sits within a broader package of reforms to abolish the previous Government’s Regional Strategies and return planning powers to councils and communities.

1.27 However, concern is displayed by the Irish Traveller Movement in Britain that the localism agenda could negatively affect disadvantaged minority groups such as the Gypsy and Traveller communities. It states that considering 83% of local authorities are not on track to meet identified Gypsy and Traveller accommodation targets—in many cases as a result of pressure from local settled communities—then it is unlikely that autonomous local community organisations will be any more willing to address Gypsy and Traveller accommodation needs.

1.28 This concern was further evidenced by the government’s consultation on the abolishment of the regional spatial strategies. There is concern that abolition of RSSs will reduce the provision of sites for Gypsies and Travellers and make it harder for local authorities to share out sites over an area larger than the local authority.

1.29 It states that mention of Gypsy and Traveller sites is often met with strong reactions: from Gypsies and Travellers, who believe that they are not being treated equably; and from certain groups that are concerned about the potential adverse effect of the sites on their neighbourhood.

1.30 The government is currently (summer 2011) undertaking consultation on its proposals to replace Circular 01/2006 and Circular 04/2007 with a new, single Planning Policy Statement. Its key policy commitments are to:

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6 Written evidence presented by the Irish Traveller Movement in Britain to Parliament 09 June 2011 and located at: http://www.publications.parliament.uk/pa/cm201012/cmselec/cmcomloc/547/547vw20.htm#note33

• include traveller sites in the New Homes Bonus scheme, to incentivise local planning authorities to provide appropriate sites.
• resume traveller site grant funding from April 2011
• set up a cross-Government, ministerial-level working group to address the discrimination and poor social outcomes experienced by traveller communities
• bring local authority traveller sites into the Mobile Homes Act (1983) to give residents improved protection against eviction•
• contribute funding to Local Government Improvement and Development to support their programme of work with elected members on traveller site provision
• limit the opportunities for retrospective planning applications, in relation to any form of development
• provide stronger enforcement powers for local planning authorities to tackle breaches of planning control: and
• abolish undemocratic regional strategies and the top-down housing and traveller pitch targets they contain.

1.31 Finally, in July 2011 the CLG published its draft National Planning Policy Framework. The draft framework does not specifically refer to Gypsies and Travellers. However, one key element of the draft framework that may impact on Gypsies and Travellers is the presumption in favour of sustainable development. The presumption means that where local plans are not up-to-date, or not a clear basis for decisions, development should be allowed.

1.32 The aim of the presumption is to encourage plan-making by councils and communities, by giving them a greater say in how they meet their development needs. It will also give communities, developers and investors more certainty about the types of applications that are likely to be approved. This will help to speed up the planning process. The consultation on the draft National Planning Policy Framework closes on 17 October 2011.

Gypsies and Travellers in North Northamptonshire

1.33 North Northamptonshire’s location in the centre of England and its proximity to major travelling routes means it has traditionally been a popular place for Gypsies and Travellers to stay. In January 2007 there were four socially rented sites in Northamptonshire, all offering permanent residential accommodation. However, since then there have been changes to the sites’ ownership.

1.34 The Kangaroo Spinney site in Wellingborough closed in January 2008 and is unlikely to reopen under Northamptonshire County Council management. NCC as owners of the other site in Wellingborough at Gypsy Lane are currently assessing the future management options for this site.

1.35 The Kettering site is owned and managed by Kettering Borough Council although it is managed by a member of the Gypsy and Traveller community on their behalf.
1.36 In terms of future permanent / residential provision, Corby is building 4 new pitches at Dunlop Close using CLG site development funds. Kettering has not yet used their new site development funds but will do so in the near future. No local authority has built new sites using currently available central government funds and none are planned at present.

Who does the North Northamptonshire update cover?

1.37 There are two definitions of who can be included as a Gypsy or Traveller for legislative purpose. As stated previously, the planning definition is narrower and excludes Travelling Showpeople. However, it is the broader, housing definition which is the basis of the North Northamptonshire Update. As such, it includes Travelling Showpeople.

Report format

1.38 The North Northamptonshire GTAA update contains two sections. Section A contains the findings from the literature review and secondary data analysis. Section B gives the need assessments at planning area level and draws conclusions on the research.

Summary

1.39 The Housing Act 2004 made a major change in requiring that Gypsies and Travellers accommodation needs be addressed by local authorities. The present study is one of the results of that initiative.

1.40 In April 2011 the Communities Secretary Eric Pickles announced proposals for a more local way of providing sites for travellers, building on earlier commitments to strengthen measures to tackle the abuse of the planning system. Its first action was to announce its intention to abolish the regional plans which contained the Gypsy and Traveller accommodation targets.

1.41 The purpose of this updated assessment is to quantify the accommodation and housing related support needs of Gypsies and Travellers between 2012-2022. This is in terms of residential and transit sites, and bricks and mortar accommodation. The results will be used to inform the allocation of resources and as an evidence base for policy development in housing and planning.
SECTION A: CONTEXT OF THE STUDY

The first section of the North Northamptonshire GTAA update contains results from analysis of secondary data. The chapters draw on a range of secondary data:

- Current plans and strategies relating to Gypsies and Travellers
- CLG Caravan Count data and Countywide Traveller Unit (CTU) data on population levels and accommodation patterns

These are considered in turn. Section A starts however by describing the national policy context in which Gypsies’ and Travellers’ accommodation needs should be addressed.
2. Literature review

Introduction

2.1 This section examines previous literature and research relating to Gypsies and Travellers. It examines a number of key themes including: the impact of legislation on the Gypsy and Traveller community, legal definitions relating to the Gypsy and Traveller community and issues relating to current site provision. The aim is to provide the reader with a background on Gypsy and Traveller issues and the policy context in which the GTAA update is situated.

Legislation and Legal Definitions

Legislation

2.2 Since the 1960s three Acts of Parliament have had a major impact upon the Gypsy and Traveller way of life. The Caravan Sites and Control of Development Act of 1960 made it difficult for Gypsies and Travellers to buy and winter on small plots of land, unless they had a licence that could only be gained through planning permission. This law led to the closure of many sites traditionally used by Gypsies and Travellers. Even those staying on the private land of farmers they were working for, could no longer do so. The effect of this was to push even more Gypsies and Travellers on to the roadside.

2.3 By the late 1990s, pressure was being exerted upon the Government over the damaging effects of the 1994 Act. A Home Office study found that groups of Travellers were being ‘chased…from one bit of land to another bit of land, to another bit of land to another bit of land…you just chase them around’ (in the words of a police officer).8 Travellers were tending to group together into larger bands on fewer sites, leading in turn to higher public anxiety over their presence, and further rounds of evictions.

2.4 A major review of policy resulted in the replacement of Circular 01/94 by Circular 01/2006 (discussed below), and guidance on accommodation assessments. Part 6 of the Housing Act 2004 contains several provisions designed to mainstream the provision of accommodation for Gypsies and Travellers alongside that of the settled community, and to ensure that local authorities take a strategic approach to assessing and meeting the needs of Gypsies and Travellers as they do for the rest of the community.

2.5 Importantly, the Housing Act 2004 requires local authorities to include Gypsies and Travellers in their local housing needs assessments. As well as this Act, local authorities also need to have regard to their other statutory duties, including those in respect of

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homelessness under the Housing Act 1996 (as amended by the Homelessness Act 2002) and to their obligations under the Race Relations (Amendments) Act 2000.

2.6 **Planning Circular 01/2006 Planning for Gypsy and Traveller Caravan Sites** set out guidance stating that local planning authorities need to identify appropriate land for Gypsy and Traveller sites through the planning system in line with need in their area, to deal with the growing shortage of sites and prevent unauthorised sites in problem locations.

2.7 The Gypsy and Traveller Sites Grant made up to £56 million available nationally over the years 2006/7 and 2007/8 to fund new provision and refurbish existing sites. A further £97m was made available for 2008-11. The grant was distributed through the Regional Housing Boards.

2.8 The extension of the permissible purposes of Registered Social Landlords (RSLs) has enabled RSLs to provide and manage Gypsy and Traveller sites and access funding from the Gypsy and Traveller Sites Grant to do so, although take-up has been limited. Corby BC was allocated £475,000 of Gypsy and Traveller Sites Grant to provide 4 additional pitches at the Phoenix Park site.

**Legal Definitions**

2.9 It is essential to clarify legal definitions relating to the Gypsy and Traveller population, not merely for semantic reasons, but to ensure that their legal rights are recognised and that discrimination does not take place. However, there is no comprehensive source of information about the number or characteristics of Gypsies and Travellers in England.

2.10 According to Niner\(^9\), there are three broad groupings of Gypsies and Travellers in England: traditional English (Romany) Gypsies, traditional Irish Travellers, and New Travellers. There are smaller numbers of Welsh Gypsies and Scottish Travellers. Romany Gypsies were first recorded in Britain around the year 1500, having migrated across Europe from an initial point of origin in Northern India.

2.11 Irish Travellers, generally thought to have developed indigenously, came to England in the 19th century (around the time of the potato famine) and in greater numbers from 1960 onwards. New Travellers are extremely varied and are on the road for a wide variety of economic, environmental, social and personal reasons. Some have built up a tradition of travelling, with a generation of children born on the road.\(^{10}\)

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\(^9\) Pat Niner (2004), op cit.
\(^{10}\) Pat Niner, Ibid. page 143.
2.12 ‘Gypsies’ were first defined in legislation in Part II of the 1968 Caravan Sites Act. After the repeal of Part II of the 1968 Act by the Criminal Justice and Public Order Act (CJPOA) in 1994, the definition of ‘Gypsies’ and the power for local authorities to provide facilities for them was inserted into the Caravan Sites and Control of Development Act (CSCDA) 1960. Under the CSCDA as amended by the CJPOA, local authorities had the power to provide caravan sites for anyone, but can provide additional working space and facilities for those people that fall under the definition of ‘Gypsy’.

2.13 This definition specifies that ‘Gypsies’ are persons of nomadic habit of life, whatever their race or origin, although did not include travelling showmen or circus people. It was further modified by case law to specify that nomadism must be for the purposes of work. The definition has traditionally been referred to as the ‘planning definition’ to reflect its common use in planning cases to determine whether an individual can claim Gypsy and Traveller status and have this status taken into account as a material consideration in the case.

2.14 However, one key issue relates to whether it is possible for one definition to be agreed for both planning and housing purposes. According to sections 225 and 226 of the Housing Act 2004, the definition of Gypsies and Travellers is:

Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family’s or dependants’ educational or health needs or old age have ceased to travel temporarily or permanently, and all other persons with a cultural tradition of nomadism and/or caravan dwelling.

2.15 Importantly, Gypsies and Irish Travellers have been recognised by the courts to be two distinct ethnic groups, so have the full protection of the Race Relations Act. The courts made clear that travelling is not a defining characteristic of these groups, but only one among others. This is significant, because the majority of Britain’s estimated 300,000 Gypsies and Travellers are thought to live in conventional housing, some by choice, some because of the severe shortage of sites.

2.16 However, unlike Gypsies and Travellers, Travelling Showpeople are not considered to be an ethnic minority. Although some Gypsies and Travellers may earn a living as ‘travelling showpeople’, Travelling Showpeople as a group do not consider themselves to belong to an ethnic minority.

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16 CLG, Consultation on revised planning guidance in relation to Travelling Showpeople, January 2007, page 8.
2.17 A circular issued by the Communities and Local Government (CLG) in January 2007 defined them as members of an organised group of Travelling Showpeople or circus people (whether or not travelling together as such). They include such persons who on the grounds of their own or their family’s or dependants’ more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily or permanently, but excluding Gypsies and Travellers17.

2.18 Also, for the purposes of Gypsies and Travellers Accommodation Assessments (GTAAs), Travelling Showpeople are included under the definition of ‘Gypsies and Travellers’ in accordance with The Housing (Assessment of Accommodation Needs) (Meaning of Gypsies and Travellers) (England) Regulations 2006. It recommends that Travelling Showpeople’s own needs and requirements should be separately identified in the GTAA.18

2.19 The Statutory Instrument 2006 No. 3190, issued in January 2007, offers a similar definition as used in housing legislation. It defines Gypsies and Travellers as:

- persons with a cultural tradition of nomadism or of living in a caravan; and
- all other persons of a nomadic habit of life, whatever their race or origin, including –
  i) such persons who, on the grounds only of their own or their families or dependent’s educational, or health needs or old age, have ceased to travel temporarily or permanently; and
  ii) members of an organised group of travelling show people or circus people (whether or not travelling together as such)

2.20 It is this definition that is used in the North Northamptonshire GTAA update.

**Current provision of Gypsy and Traveller accommodation**

*Introduction*

2.21 As noted above, the 1994 Criminal Justice and Public Order Act removed the obligation for local authorities to provide sites for Gypsies and Travellers. This led, along with a change in the use of land and more land being identified for housing, to too few sites for Gypsies and Travellers.

*Types of sites*

2.22 Nationally there are six different types of site accommodation in use by Gypsies and Travellers including: local authority sites, privately owned commercial sites, family owned

17 Ibid.
18 Ibid.
sites, Gypsy-owned land without planning permission, unauthorised encampments and transit accommodation\textsuperscript{19}:

\textit{i. Local Authority Sites}

2.23 According to Niner\textsuperscript{20}, the great majority of local authority sites are designed for permanent residential use. In 2011 only 287 (6\%) pitches were intended for transit or short-stay use in England (and not all of these are actually used for transit purposes). Most sites were built during the period 1970 to 1994 when local authorities (latterly county councils, metropolitan boroughs and London Boroughs) had a duty to provide site accommodation for Gypsies ‘residing in and resorting to’ their areas\textsuperscript{21}. The latest Caravan Count undertaken in January 2011 suggests that there are 4,999 permanent and transit pitches capable of housing 8,350 caravans.

\textit{ii. Privately Owned Commercial Sites}

2.24 The majority of privately owned commercial sites are Gypsy and Traveller owned and managed. Most are probably used for long-term residence, but there is also an element (extent unknown) of transit use. The site owner/manager determines site rules and allocation policies. Anecdotal evidence suggests that the latter can be highly selective meaning that pitches are only available for extended families and acquaintances. There is no comprehensive information on rules on private sites\textsuperscript{22}. The January 2011 Caravan Count suggests that there are 8,332 caravans occupying private caravan sites in England.

\textit{iii. A Family Owner Occupied Gypsy Site}

2.25 As Niner states, family sites are seen as the ideal by many Gypsies and Travellers in England.\textsuperscript{23} They are also often seen as unattainable. There are two major obstacles: money/affordability and getting the necessary planning permission and site licence. While the former is clearly a real barrier to many less well-off Gypsies and Travellers, getting planning permission for use of land as a Gypsy caravan site (and a ‘site’ in this context could be a single caravan) is currently a major constraint on realising aspirations among those who could afford to buy and develop a family site.

2.26 Research has found, the vast majority of local planning policies are criteria-based and do not identify possible site locations.\textsuperscript{24} It has also been found that Gypsies and Travellers are

\textsuperscript{19} This section draws extensively on research undertaken by Pat Niner in 2003 on behalf of the then Department for Transport, Regions and the Environment (DETLR) on the provision of Gypsy and Traveller sites in England and later incorporated into her paper on \textit{Accommodating Nomadism? An Examination of Accommodation Options for Gypsies and Travellers in England} (2004), op cit.

\textsuperscript{20} Pat Niner (2004), op cit.

\textsuperscript{21} Ibid. Page 145.

\textsuperscript{22} Ibid. Page 146.

\textsuperscript{23} Ibid. Page 146-7.

less likely to obtain planning permission than the settled population.25 Unfortunately, the Caravan Count does not distinguish between family owned caravan sites and other forms of privately owned sites.

**iv. Gypsy-Owned Land without Planning Permission**

2.27 In January 2011 3,109 caravans were recorded as being on unauthorised sites on Gypsy-owned land consisting of 1,330 'tolerated' and 1,779 'not tolerated' by local authorities in England. Again, according to Niner, while evidence is lacking, there is a strong impression from local authority officers and parliamentary questions that the number of Gypsies/Travellers moving onto their own land without planning consent is increasing. This has contributed to dissatisfaction with planning enforcement powers on the part of the settled community.26

**v. An Unauthorised Encampment**

2.28 In May 2006 the CLG published local authority guidelines for dealing with unauthorised encampments. Whilst much of the discourse of this document refers to legislative powers local authorities hold in order to remove unauthorised campers, it nonetheless recognises that such unauthorised camping is at least partly the consequence of too few permanent sites. This is again was acknowledged by the CLG27 who underlined the view that enforcement against unauthorised sites can only be used successfully if there is sufficient provision of authorised sites.

2.29 They argue that the scale of the problem is small (when compared to the general housing shortage) and a sustained programme supported by a grant system which will need to continue for some years, would enable most areas to provide permanent sites with a network of transit sites, sufficient to meet the requirement of pitches for 4,000 caravans and future growth.28 The January 2011 Caravan Count suggests that there are 3,109 unauthorised caravans.

**vi. 'Transit' Accommodation**

2.30 It is the option for accommodation for full-time Travellers and for seasonal and occasional Travellers while away from ‘home’ or base that is most inadequate. As stated above, there are only 287 transit pitches (not all used for short-term purposes) in England. At present unauthorised encampments ‘accommodate’ the great majority of ‘transit’ mobility in an almost totally unplanned manner. No national record is kept of the number of actual ‘sites’ affected, but extrapolation from local records in different areas suggests that it must be thousands each year.

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26 Ibid. Page 147.


2. Literature review

2.31 As noted above, conditions for Gypsies and Travellers on unauthorised encampments are very poor and such ‘accommodation’ cannot be considered satisfactory on any measure. Both the frequency and geography of movement are affected by variable responses of local authorities, landowners and police to unauthorised encampments. Rapid evictions increase the apparent rate of movement; very strict policies may deter some Gypsies and Travellers from an area so long as there are economic opportunities in other areas where it is easier to stop.

2.32 To summarise the figures noted above:

- In January 2011, data from CLG for the number of caravans show that there are 18,383 caravans on both authorised and unauthorised sites in England
- 15,274 or around 83% of these are on authorised sites (6,942 on local authority sites and 8,332 on authorised private sites).
- 3,109 or 17% are on unauthorised developments or encampments
- Between January 2009 and January 2011 the total number of Gypsy and Traveller caravans in England recorded increased from 17,813 to 18,383, although whilst the number of caravans on authorised council and private sites has increased, the number of caravans on unauthorised developments has decreased by 519.

2.33 From the above it clear that, despite powers given to local authorities under the 2004 Housing Act, there remains a lack of suitable permanent and transit site provision. Indeed, the Government acknowledge that whilst around three-quarters of Gypsy and Traveller caravans are on authorised sites, most of which are well-run and an established part of the community, the remainder do not have an authorised place to stop and that the continuing increase in unauthorised sites is likely to contribute to increasing community tensions between Gypsies and Travellers and the settled community.

2.34 Research undertaken by the Commission for Racial Equality (2006) shows that over two-thirds (67%) of local authorities say they have had to deal with tensions between Gypsies and Travellers and other members of the public. They gave three explanations for this: 94 per cent of these authorities stated that unauthorised encampments were one of the chief problems; 46 per cent pointed to planning applications and enforcement; and 51 per cent spoke of general public hostility. The community tensions mainly took the form of complaints by local residents to the council (61%), and hostile media coverage (43%). The most significant overall consequence of these tensions was public resistance to providing any more public or private sites.

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2.35 In response, the Government is providing £60 million of funding that councils and other registered providers can use to provide new authorised sites for travellers between 2011 and 2015. Councils and other registered providers can apply to the Home and Communities Agency to use the funding. In April 2011 the Government passed legislation that applies the Mobile Homes Act (1983) to local authority traveller sites. This means that people living on local authority traveller sites are treated the same as people living on other sorts of council-owned caravan sites.

2.36 Finally, the CLG’s consultation document Planning for Traveller Sites\(^{31}\) (April 2011) sets out some transitional arrangements. These say that if a local planning authority has not planned for a five-year supply of traveller pitches/plots, they should ‘treat favourably’ applications for a temporary permission. This is different to current traveller site planning policy. Current policy says that “substantial weight” should be given to unmet need when considering whether to grant a temporary permission.

2.37 The transitional policy is more similar to policy for housing for settled communities. Housing policy also asks local planning authorities to treat applications “favourably” if there is not a five-year land supply for housing. The consultation on the Government’s draft planning policy for traveller sites ended on 3 August 2011, and a new Planning Policy Statement for traveller sites will be published as soon as possible.

**Caravan Counts**

2.38 Although the biannual Caravan Counts are useful in enabling local authorities to estimate total numbers twice yearly, they are not immune from critique. The count of Gypsy caravans (GS1) return is sent to all English local authorities (district councils in two-tier areas). It requires a count of Gypsy caravans, families, adults and children aged 0-16 on: unauthorised sites on Gypsies’ own land (without planning permission) distinguishing between those which are tolerated and not tolerated, unauthorised sites (without planning permission) on land not owned by Gypsies, again distinguishing between those which are tolerated and not tolerated and authorised sites (with planning permission), distinguishing between council and private sites\(^{32}\).

2.39 There are 24 cells to be completed on each return. The count is to be carried out on a specified date in January and July each year, giving a snapshot of the number and location of caravans/families on those days. January and July were selected to give an idea of winter and summer patterns, given the known seasonality of travelling.

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\(^{31}\) CLG, Planning for Traveller Sites (Summary), June 2011.

2.40 Although used extensively by local authorities, according to research undertaken by Niner on behalf of the ODPM\textsuperscript{33}, it is likely that the biannual Caravan Count seriously underestimates the Gypsy and Traveller population for a number of reasons, including a lack of commitment on behalf of local authorities and attempts to minimise apparent need by undercounting, and the lack of involvement of Gypsies and Travellers.

2.41 Research undertaken by the ODPM\textsuperscript{34} (2004) concluded that some local authority officers have serious reservations about the count due to:

- officer knowledge of 'guestimates' or errors in their own authority's count;
- anecdotes of poor practice elsewhere;
- discrepancies between personal knowledge/observation and the count; and
- internal inconsistencies in published figures suggesting entries in the wrong cell etc.

2.42 Nonetheless, the biannual caravan count remains the only source of comparative national data on Gypsies and Travellers.

\textit{It is apparent from the evidence described above that increased provision of permanent and transit sites is to not only ensuring the Gypsies and Travellers are accommodated, but to ensuring good relations between the Traveller community and settled communities. The provisions of the 2004 Housing Act go some way to ensure that the site provision gap left by its predecessor is adequately addressed. Also, whilst it is apparent that the CLG acknowledge that improved provision, rather than legal enforcement, is the more cost-effective response to unauthorised encampments, it is not yet clear how far the £60m additional funding will go in resolving the site provision gap. The Mobile Homes Act (1983) which came into force in April 2011 means that people living on local authority traveller sites will be treated the same as people living on private mobile home/caravan sites.}

\textsuperscript{33} Ibid.

\textsuperscript{34} Niner, Pat, Counting Gypsies & Travellers: A Review of the Gypsy Caravan Count System, ODPM, February 2004 located at \url{http://www.communities.gov.uk/documents/housing/pdf/158004.pdf}
Health and education

Introduction

2.43 Although there are many facets of the Gypsy and Traveller lifestyle that may impact on the life-chances of individuals, it is arguable that health and education remain two of the most important. Despite relatively scarce research being undertaken on the Gypsy and Traveller lifestyle, existing research points to poor health and educational opportunities. According to the Commission for Racial Equality, Gypsies and Irish Travellers have the poorest life chances of any ethnic group today.

2.44 Gypsy and Irish Traveller mothers are 20 times more likely than mothers in the rest of the population to have experienced the death of a child and, in 2003, less than a quarter of Gypsy children achieved five GCSEs at A*-C grades, compared to a national average of just over half. Gypsies and Irish Travellers are more prone to ill-health. Levels of prenatal mortality, stillbirths and infant mortality are significantly higher than the national average. It is estimated that, on average, Gypsy and Irish Traveller women live twelve years less than women in the general population and Gypsy and Irish Traveller men ten years less than men in the general population.

2.45 In terms of education, Gypsy and Irish Traveller pupils in England are the group most at risk of failure in the education system. In 2003, 23% of Roma Gypsy pupils and 42% of Irish Traveller pupils in England obtained five or more A*-C GCSEs, compared with an overall average of 51%. 22% of Roma Gypsy pupils and 17% of Irish Traveller pupils obtained no passes, compared with 6% on average. Gypsy and Irish Traveller children, particularly those of secondary age, have much lower levels of school attendance than pupils from other groups. By Key Stage 3, it is estimated that only 15-20% of Traveller pupils are registered or regularly attend school.

Health

2.46 According to Cemlyn et al., although statistical data is not currently collected within the National Health Service about the needs of Gypsies and Travellers, studies have found that the health status of Gypsies and Travellers is much poorer than the general population. Parry et al (2004) found that, even after controlling for socio-economic status and comparing them to other marginalised groups, Gypsies and Travellers have worse health

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36 Ibid.
37 Ibid.
than others: 38% of a sample of 260 Gypsies and Travellers had a long-term illness, compared with 26% of age and sex-matched comparators.

2.47 Significantly more Gypsies and Travellers reported having arthritis, asthma, or chest pain/discomfort than in the comparison group (22%, 22% and 34%, compared with 10%, 5% and 22% respectively). An outreach project in Wrexham noted that when compared to a control group of residents from a deprived local area, Gypsies and Travellers had lower levels of exercise, a significantly poorer diet (particularly in respect of fresh fruit and vegetables), and had far higher rates of self-reported anxiety and depression (Roberts et al, 2007). It also found that the risk of premature death from cardiac disease was particularly high for Gypsy and Traveller men.

2.48 In response, there is growing evidence that outreach services is one means by which health inequalities within the Gypsy and Traveller community can be tackled. The NHS Improvement Plan suggested that there was a need for the Government to engage fully with patients and the public in order to deliver better health outcomes for the poorest in our communities and ease pressures and costs for the NHS in the long run.

2.49 The Plan recommended that models of outreach and community engagement would need to be built into mainstream services nationally, once evaluation had demonstrated their real value. However, although there is evidence that outreach services are effective in tackling health inequalities in the Gypsy and Traveller community, there is yet no evidence on the cost-effectiveness of such programmes.

2.50 Research by Matthews suggests that some outreach services such as health visitors can go some way to plugging the gaps for advice or preventative services e.g. immunisation, but cannot offer full services for those who are ill. If Travellers are moved rapidly, it can be difficult even for outreach workers to see Travellers that quickly, and so they are never offered any care.

2.51 The research cites anecdotal evidence which suggests that women are more likely to access services if supported by outreach workers, some of whom are from Gypsy and Traveller communities. They found that among Gypsy and Traveller women, there is support for offering specialist training in basic midwifery to members of their communities to enable them to support mothers in a culturally appropriate manner while assisting them in accessing appropriate care from qualified midwives.

2.52 Although there are fewer studies specifically relating to Travelling Showpeople, the CLG acknowledge that, as many of the issues facing this group are the same as those facing Gypsies and Travellers, it can reasonably be assumed that conclusions relating to the health of this group can be extended to cover Travelling Showpeople.\footnote{CLG, \textit{Consultation on revised planning guidance in relation to Travelling Showpeople}, January 2007 Department for Communities and Local Government: London.}

**Education**

2.53 Research has found that poor attendance exacerbated by lack of support meant that Gypsy and Traveller children were consistently under-achieving compared with national education standards.\footnote{For summary see Levinson, Martin P. & Sparkes, Andrew C. (2003), \textit{Gypsy Masculinities and the School–Home Interface: exploring contradictions and tensions}, British Journal of Sociology of Education, Vol. 24, No. 5.} In response the Government published \textit{Aiming High: Raising the Achievement of Gypsy and Traveller Pupils: A Guide to Good Practice} in 2003. This guide offers practical advice and guidance to schools on how to develop effective policies and practices to help raise the achievement of Gypsy and Traveller pupils.

2.54 However, research undertaken by the National Federation for Educational Research (NFER) (2005) on the education of Gypsy and Traveller children in Wales confirmed assumptions that their educational attainment is lower than national averages. They found that attainment of Gypsy Traveller children was lower than non-Gypsy and Traveller children at Key Stages 2, 3 and 4, whilst their level of additional educational needs was greater than those of non-Gypsy and Traveller children.

2.55 The mobility of Gypsies and Travellers is affected by the availability of sites. Forced mobility leads to interrupted education and poses a challenge to local authority staff attempting to engage with the families. In response, NFER argue for the need for additional funding to support the education of Gypsies and Travellers because of the additional educational needs of this group, their lack of attainment, and the cultural influences which impact on their engagement in education. This funding could be used to increase schools’ and teachers’ awareness of these factors and develop strategies to engage and retain Gypsies and Travellers in education.\footnote{National Federation of Educational Research (NFER), \textit{Research into the education of Gypsy Traveller children in Wales} located at http://www.nfer.ac.uk/research-areas/pims-data/summaries/research-into-the-education-of-gypsy-Traveller-children-in-wales.cfm}
2.56 Over the last decade, new technology has been increasingly used for supporting the continued learning of Gypsy and Traveller pupils in more engaging and imaginative ways. The E-Learning and Mobility Project (E-Lamp) has developed interactive learning approaches to support students' work with their distance learning packs (Marks, 2004). This method is now being developed to support excluded pupils too.

2.57 The EHRC\(^4^4\) states that the Government in England has given considerable attention to the education of Gypsies and Travellers, although Ofsted's clarion call in 2003 that 'the alarm bells rung in earlier reports have yet to be heeded', remains relevant today. One of the findings to emerge is that despite relevant policy guidance and the impressive development of good practice in a number of areas, other aspects of policy contradict these efforts.

2.58 Finally, there is concern that government debt reduction policies may adversely impact on Traveller education schemes. An article recently published in The Independent\(^4^5\) (based on research undertaken by the Irish Traveller Movement) suggests that nearly half of 127 authorities have either abolished their traveller education service or drastically cut staff levels. Of 127 authorities 24 planned to scrap their traveller education support team while a further 34 were cutting more than a third of staff. The situation may be even worse during 2012, with 20 councils refusing to reveal projected staffing levels as they were "under review", "undecided", "unknown" or being "restructured".

Both in terms of health and education, Gypsies and Travellers suffer lower life-chances compared with 'settled' community members (although it must also be noted that members of the Gypsies and Travellers living in 'bricks and mortar' accommodation similarly experience comparably poor health and education). To some extent, these experiences are due to issues discussed elsewhere in this section i.e. the lack of suitable site provision and the relative ‘invisibility’ of the Gypsy and Traveller community to service providers. There is some concern that recent cuts to Traveller education schemes may adversely impact on Gypsy and Traveller children’s educational attainment. Also, it is important to ensure that Gypsies and Travellers in North Northamptonshire are located on sites which have good access to adequate health and education services.

Summary

2.59 It is not possible for a brief discussion, as in this section, to adequately encapsulate all research relating to such a complex and diverse social group as Gypsies and Travellers. Nonetheless, it is possible to identify a number of key themes. Although much legislation implemented since the 1960s has negatively impacted on the Gypsy and Traveller community, it is arguable that the 2004 Housing Act and subsequent legislation has sought to address this imbalance. Also, whilst there is still some debate as to what constitutes an adequate definition of ‘Gypsy and Traveller’, the Race Relations Amendment Act 2000 has

\(^4^4\) Op Cit
gone some way to ensuring that some members of the Gypsy and Irish Traveller communities are afforded legal protection against discrimination.

2.60 However, it is apparent from the research discussed above that the most pressing issue remains that of inadequate permanent and transit site provision. With around one fifth of Gypsies and Travellers residing in unauthorised developments or encampments, the Government has responded with increased funding for site provision.

2.61 Despite increased powers for local authorities to deal with anti-social behaviour and to evict where necessary, the Government has acknowledged that increased site provision is the most effective means of dealing with unauthorised developments and encampments. As discussed in Chapter 4, increased Gypsy and Traveller provision within North Northamptonshire has led to a significant decrease in unauthorised encampments. However, evidence presented on Chapter 6 shows further need for Gypsy and Traveller accommodation during the period 2012-2022.

2.62 Lastly, the need for detailed information regarding the current and future accommodation needs of the Gypsy and Traveller community further reinforces the need for GTAAAs.
3. The policy context in North Northamptonshire

Introduction

3.1 As explained in the previous chapter, the proposed abolition of the Regional Spatial Strategies means that previous RSS G&T accommodation targets will no longer apply. Instead, the new localism Bill sets out that local authorities and local communities should be involved in setting G&T accommodation targets.

3.2 Nonetheless, there remains a need for robust evidence in determining G&T accommodation targets. As such, the North Northamptonshire GTAA update will provide a sound policy basis for councils to establish the required level of provision. To assess the current state of play, existing documents have been examined to determine what reference is made to Gypsy and Traveller issues.

3.3 The intention is to highlight areas of effective practice in North Northamptonshire, and examine the extent to which authorities are currently addressing the issue. Furthermore, understanding the current position will be important in the development of future strategies intended to meet accommodation need and housing related support need among Gypsies and Travellers.

Countywide policies and strategies

Northamptonshire Traveller Consortium: Gypsy and Traveller Policy

3.4 Northamptonshire is unusual in having a countywide Gypsy and Traveller Policy, agreed by all districts except East Northamptonshire. The policy is produced by the Countywide Traveller Unit (CTU), established in 2003. The goal of the policy is stated as being to “provide for Travellers and settled communities across the County a multi-agency approach to support and enforcement that fosters good relations, and in which the rights and responsibilities of all communities are respected”

3.5 The CTU aims to take into account recent national Government policy, Human Rights and race relations legislation, and practical implementation issues.

3.6 The countywide policy document outlines a large number of core policies including:

- The CTU will advise on and support the establishment of permanent and transit sites in line with the recommendations of the ‘Northamptonshire Gypsy and Traveller Accommodation Assessment (GTAA)’
• The CTU will advise and support Local Authority housing departments when reassessing the accommodation needs of Travellers, in accordance with local housing needs assessments.

• The CTU will work with Northamptonshire Police, and other partners to ensure that a consistent and balanced approach is taken in responding to unauthorised encampments.

• Decisions on dealing with unauthorised encampments will take account of the need to protect the public from nuisance created by unauthorised encampments. The CTU has, nevertheless, certain statutory duties with regard to education, the health and welfare of children, and other principles of common humanity, including the obligations under European Convention on Human Rights (Human Rights Act 1998). These will be balanced with the extent to which the encampment impacts upon neighbours.

• The CTU will manage unauthorised encampments in accordance with the service standards.

• The CTU will liaise between private landowners and Travellers, provide advice and guidance where appropriate and, if requested by the landowner, initiate legal proceedings at the landowner’s expense.

**Adopted North Northamptonshire Core Spatial Strategy (CSS), June 2008**

3.7 Policy 17 of the CSS, produced by the North Northamptonshire Joint Planning Unit, states that where a need is identified for additional accommodation for gypsies, travellers or travelling show people, planning permission may be granted, or site allocations proposed, when all of the following criteria are met:

• It should be in accordance with the locational guidance set out in Policy 9 (distribution and location of development) and it should also meet the criteria set out in Policy 13 (general sustainable development principles) where relevant;

• The site is not within an area designated as environmentally sensitive;

• The site is closely linked to an existing settlement with an adequate range of services and facilities in order to maximise the possibilities for social inclusion and sustainable patterns of living.

**North Northamptonshire Annual Monitoring Report (AMR), December 2010**

3.8 The AMR cites the 2008 GTAA which identified the need for an additional 41 residential pitches, 10 transit pitches and 6 pitches for travelling showpeople families across North Northamptonshire between 2007 – 2017.
Table 3.1 Net Additional Pitches (Gypsy & Traveller) (Local Authority and Private)

<table>
<thead>
<tr>
<th></th>
<th>Permanent</th>
<th>Temporary</th>
<th>Transit</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Corby</td>
<td>14</td>
<td>4</td>
<td>0</td>
<td>18</td>
</tr>
<tr>
<td>East Northants</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Kettering</td>
<td>1</td>
<td>5</td>
<td>0</td>
<td>6</td>
</tr>
<tr>
<td>Wellingborough</td>
<td>12</td>
<td>0</td>
<td>0</td>
<td>12</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>27</strong></td>
<td><strong>9</strong></td>
<td><strong>0</strong></td>
<td><strong>36</strong></td>
</tr>
</tbody>
</table>

Source: 2011 CTU Data

3.9 As the above table highlights, additional pitches were provided in the monitoring period in Corby, Kettering and Wellingborough boroughs. The 2008 GTAA identified Corby had a requirement for 17 permanent pitches to 2017 and delivered 14 permanent and 3 temporary pitches between 2009 and 2011 (one temporary pitch was provided in 2007).

3.10 During the same period 1 permanent pitch and 5 temporary pitches were provided in Kettering. There were also an additional 12 permanent pitches delivered within the Borough of Wellingborough in 2009/11. Wellingborough was the only local authority to deliver any such pitches in the previous monitoring year (2008/09) with 9 permanent pitches delivered.

3.11 Data supplied by Kettering BC suggest that there is the potential for a further 11 pitches under extant permission in Kettering i.e. pitches which have planning permission but have not yet been developed.

District and Borough housing strategies

3.12 According to Corby Borough Council’s Housing Strategy 2008-2011, the Borough was one of the few authorities to secure regional investment for improving local facilities for Gypsy & Travellers communities. The strategy stated that finance was being directed towards the improvement of an existing site for a local group of Travellers and that further plans were well advanced for another site to meet demand elsewhere. As Table 3.1 suggests, most of the additional provision has now been completed.

3.13 East Northamptonshire Council’s Housing Strategy 2006-09 commits to identifying suitable sites for Gypsy and Traveller pitches. They will seek to identify ‘hotspots’ – areas where there may be particular pressures – and alleviate these pressures in a way that best meets the needs of Gypsies and Travellers and the settled community. East Northamptonshire is currently updating its Housing Strategy.

3.14 Kettering Borough Council’s Housing Strategy 2005/06-2007/08 makes no mention of Gypsies and Travellers. Kettering is currently updating its Housing Strategy. The Council’s Development Plan Site Specific Documents will determine locations for meeting any further pitch requirements.
3.15 Wellingborough Borough Council’s *Housing Strategy 2009-12* refers to the Council having granted planning permission to a Gypsy and Traveller site (now constructed) which reduced the pitch requirement. Discussions are ongoing with the traveller community to determine further pitches. The Council’s Development Plan Site Specific Documents will determine locations for meeting any further pitch requirements.

**Summary**

3.16 Northamptonshire is unusual in having a countywide Gypsy and Traveller Policy. The CTU policy takes into account recent national Government policy, Human Rights and race relations legislation, and practical implementation issues. Recent national policy has been reflected in the region with more responsibility moving to local rather than regional planning authorities, through Local Development Frameworks, Local Housing Strategies, and Local Development Plan Documents. Since 2008, an additional 36 permanent and temporary local authority and private G&T pitches have been provided within North Northants.
4. Trends in the population levels of Gypsies and Travellers

Introduction

4.1 This section examines Gypsy and Traveller numbers in North Northamptonshire and population trends. The primary source of information for Gypsies and Travellers in the UK as a whole is the CLG Caravan Count. This was introduced in 1979 and places a duty on local authorities in England to undertake a twice yearly count for the CLG on the number of Gypsy and Traveller caravans in their area. The count was intended to estimate the size of the Gypsy population for whom provision was to be made and to monitor progress in meeting need.

4.2 Although the duty to provide sites was removed in 1994, the need for local authorities to conduct the count has remained. There are, however, several weaknesses with the reliability of the data. For example, across the country counting practices vary between local authorities, and the practice of carrying out the count on a single day ignores the rapidly fluctuating number and distribution of unauthorised encampments. Concerns have also been raised over a lack of commitment on the part of some local authorities to detect Gypsies and Travellers (particularly on unauthorised sites), since this minimises the apparent need for new sites and services.46

4.3 Significantly, the Count is only of caravans and so Gypsies and Travellers living in bricks and mortar accommodation are excluded. It should also be noted that pitches often contain more than one caravan, typically two or three.

4.4 However, despite concerns about accuracy, the Count is valuable because it provides the only national source of information about numbers and distribution of Gypsy and Traveller caravans. As such, it is useful for identifying trends in the Gypsy and Traveller population, if not determining absolute numbers.

4.5 In Northamptonshire, additional data on unauthorised encampments has been gathered by the Countywide Travellers Unit (CTU), for the purpose of both assessing need and monitoring the effectiveness of enforcement approaches, providing a good overview of the numbers of unauthorised caravans in the past three years in the County.

46 Pat Niner (2003), Local Authority Gypsy/Traveller Sites in England, ODPM.
4.6 This data has been used in conjunction with the CLG Caravan Count figures. It is worth noting that since this monitoring tends to be more comprehensive than many local authorities the relative number of unauthorised caravans counted in Northamptonshire as compared to other counties and regions may be higher although more accurate.

4.7 The CLG Count distinguishes between socially rented authorised sites, private authorised sites, and unauthorised sites. Unauthorised sites are broken down as to whether the sites are tolerated by the council or are subject to enforcement action. The analysis in this chapter includes data from January 2009 to January 2011. It distinguishes between socially rented and private authorised sites, and unauthorised sites.

**Total population**

4.8 The total Gypsy and Traveller population living in the UK is unknown, with estimates for England ranging from 90,000 and 120,000\(^{47}\) (1994) to 300,000\(^{48}\) (2006). There are uncertainties partly because of the number of different definitions that exist, but mainly because of an almost total lack of information about the numbers of Gypsies and Travellers now living in houses or flats. Estimates produced for the CLG suggest that at least 50% of the overall Gypsy and Traveller population are now living in permanent housing.

4.9 Local authorities in England provide a count of Gypsy and Traveller caravans in January and July each year for the CLG. The January 2011 Count (the most recent figures available) indicated a total of 18,333 caravans. Applying an assumed three person per caravan multiplier would give a population of just under 55,000.\(^{49}\)

4.10 Again, applying an assumed multiplier of three persons per caravan and doubling this to allow for the numbers of Gypsies and Travellers in housing,\(^{50}\) gives a total population of around 110,000 for England. However, given the limitations of the data this figure can only be very approximate, and is likely to be a significant underestimate.

**National and regional levels**

4.11 Given that one of the distinctive characteristics of the population is its mobility, it is first of all necessary to consider the national situation as this will help place North Northamptonshire in context.

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\(^{47}\) J. P. Liegeois, (1994) *Romas, Gypsies and Travellers* Strasbourg: Council of Europe. This is equivalent to 0.15% to 0.21% of the total population.


\(^{49}\) Pat Niner (2003), op. cit.

\(^{50}\) Ibid.
4.12 Table 4.1 shows the absolute number of caravans. It can be seen that the East Midlands contains the sixth smallest number of caravans of any English region.

<table>
<thead>
<tr>
<th>Region</th>
<th>South West</th>
<th>South East</th>
<th>London</th>
<th>East</th>
<th>West Midlands</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>2,565</td>
<td>3,942</td>
<td>779</td>
<td>4,417</td>
<td>1,883</td>
</tr>
<tr>
<td><strong>East Midlands</strong></td>
<td><strong>1,407</strong></td>
<td><strong>1,545</strong></td>
<td><strong>1,354</strong></td>
<td><strong>491</strong></td>
<td></td>
</tr>
<tr>
<td>Yorkshire &amp; Humber</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>North West</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>North East</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>ENGLAND</strong></td>
<td><strong>18,383</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Source: CLG Caravan Count, January 2011

4.13 Figure 4.1 shows the results from the Caravan Count in January 2011 for each region of England. Due to the differing sizes of the English regions, the values have been adjusted for population to create useful comparative figures.

4.14 When the population of the East Midlands is taken into account the density of caravans is not far below the English national average at 32 per 100,000 settled population, compared to 36 for England.

4.15 The chart below shows North Northamptonshire’s Caravan Count in the context of the surrounding counties, again adjusted for population. As the chart below shows, North Northamptonshire’s count is high compared to the East Midlands region, and is above most of the surrounding counties, except those to the east (Cambridgeshire has twice the number of caravans (per population) than North Northamptonshire). The figures suggest that although the East Midlands has a relatively low density of Gypsy and Traveller caravans, parts of the region have relatively high densities.
### Districts and Boroughs of North Northamptonshire

#### 4.16
The following charts are based on CTU data provided for each borough in North Northamptonshire. The first set of charts give an indication of the current overall numbers of pitches available to Gypsies and Travellers in North Northamptonshire. These include all authorised sites and also those unauthorised sites which are ‘tolerated’ by councils or the planning system and therefore have a degree of permanency. For the relatively small number of tolerated but unauthorised sites, only numbers of caravans are available; these have been treated as numbers of pitches for this purpose.

#### 4.17
The data indicates a total provision of 138 permanent and temporary pitches across North Northamptonshire, as well as 5 unauthorised developments and 1 family on a long-term tolerated unauthorised encampment. The largest tenure is private ownership, although it should be noted this does not mean that the sites are necessarily run by an individual family or on a commercial basis. A number of the existing private sites have temporary rather than permanent planning permission.
4.18 The Caravan Count data for North Northamptonshire shows a slightly different picture, primarily because it is based on numbers of caravans rather than numbers of pitches. As noted in Chapter 2, there are issues regarding the accuracy of the caravan count, although it remains the only source of nationwide comparative data on Gypsy and Traveller caravans. The most recently published caravan count took place in January 2011.
4.19 As seen in the chart below, the primary difference between the CLG caravan count and the CTU count of pitches is that it shows a slightly more prominent role for East Northamptonshire. These findings appear to indicate that there are some variations in the numbers of caravans per pitch in North Northamptonshire.

![Figure 4.5 Authorised or tolerated caravans by district January 2011](image)

Source: CLG

4.20 Data is also available in North Northamptonshire from the CTU covering provision for Travelling Showpeople. The chart below shows the scattered distribution of authorised plots for Travelling Showpeople across the North Northamptonshire.

4.21 The cultural practice of Travelling Showpeople is to live on a plot in a site yard in static caravans or mobile homes, along with smaller caravans used for travelling or inhabited by other family members (for example, adolescent children). Their equipment (including rides, kiosks and stalls) is kept on the same plot.

4.22 It should consequently be borne in mind that the amount of land needed to live on is greater than for Gypsies and Travellers. For clarity, we refer to Travelling Showpeople ‘plots’ rather than ‘pitches’, and ‘yards’ rather than ‘sites’ to recognise the differences in design.

4.23 As can be seen there is a marked concentration of provision in Wellingborough and East Northants. All of the sites concerned are privately owned and are authorised under planning regulations.
Figure 4.6 Number of plots for Travelling Showpeople by district (June 2011)

Source: Northamptonshire CTU, 2011

Unauthorised sites

4.24 North Northamptonshire also has some short-term unauthorised caravans, which have been extensively documented by both the CTU and CLG. For all districts there has been a downward trend in the number of unauthorised caravans recorded by the CLG during its biannual caravan count (January 2011). The numbers are broken down by district in the figure shown below and include unauthorised caravans on both gypsy-owned and non-gypsy land, and which are tolerated and not tolerated.
4.25 The CTU has also compiled data showing ‘Caravan Days’. This is calculated by multiplying the number of caravans on an unauthorised encampment by the number of days that the encampment lasts. Unlike the above charts it takes into account the number of caravans involved. This information is useful because it gives a rough indication of comparative demand in each area of North Northamptonshire.

4.26 It is important to note that the number of caravan days in Corby 2007-2008 was relatively high as families were awaiting the provision of new pitches. The reduction in unauthorised caravan days in the Kettering area is due to similar reasons, whilst the reduction in the East Northants area is due to unauthorised caravans being accommodated at the new Corby site.
3. The policy context in North Northamptonshire

Population Trends

4.27 It is also useful to know how the population of Gypsies and Travellers and distribution of sites and encampments has changed over time in recent years. As can be seen in the chart below, the number of caravans on authorised sites in North Northamptonshire has increased substantially since January 2009, while it has increased slightly in the East Midlands and England.
4.28 An interesting trend is that unauthorised but tolerated developments have declined at national and regional levels, but most markedly at the North Northamptonshire level. This possibly reflects the increased pitch provision within the area since 2008.

Figure 4.10 Unauthorised but tolerated developments
January 2009 – January 2011

4.29 For unauthorised encampments, there is a downward trend nationwide and regionally, but most markedly on North Northamptonshire. This may reflect local policies on enforcement leading to a move into settled housing or into other counties.

Figure 4.11 Caravans on unauthorised encampments
January 2009 – January 2011
4.30 As previously noted, the CLG data on unauthorised encampments is of limited accuracy, although it may indicate general trends. For North Northamptonshire, more accurate data is available from the CTU, although it covers a shorter time sequence. As can be seen from the charts below, there has indeed been a marked decrease in unauthorised encampments in North Northamptonshire since April 2007. It should, however, be noted that this does not include any tolerated, long-term unauthorised encampments which are not included when calculating caravan days as it would distort the figures.

4.31 The decrease in ‘Caravan Days’ is even greater than the decrease in overall numbers of encampments. This suggests that unauthorised encampments are not only declining, but that they are also being moved on more rapidly, reflecting the continued enforcement action against unauthorised Gypsy and Traveller encampments in North Northamptonshire. It is likely that this trend reflects the establishment of the County Traveller Unit and its role in advising local planning authorities on Gypsy and Traveller issues.

![Figure 4.12 Unauthorised encampments in North Northamptonshire](image_url)

Source: Northamptonshire CTU, 2011
Figure 4.13 Unauthorised caravan days in North Northamptonshire
April 2007- March 2011

Summary

4.32 There are two major sources of data on Gypsy and Traveller numbers in North Northamptonshire – the national CLG Caravan Count and the local CTU data. The CLG count has significant difficulties with accuracy and reliability. Both break down the caravans or pitches counted according to type and tenure.

4.33 While the CLG count indicates that the East Midlands has a relatively low number of Gypsy and Traveller caravans, North Northamptonshire has a significantly higher number per population except compared with eastern counties.

4.34 Authorised sites in North Northamptonshire are mainly privately owned sites rather than local authority owned, with a small number of unauthorised but tolerated sites. Kettering is the only borough to contain unauthorised developments, whilst there are a small number of unauthorised encampments throughout the North Northamptonshire area.

4.35 Kettering has the largest number of authorised or tolerated caravans within the North Northamptonshire area. However, the January 2011 CLG caravan count shows a slightly more prominent role for East Northamptonshire compared with CTU pitch figures. These findings appear to indicate that there are some variations in the numbers of caravans per pitch in North Northamptonshire.

4.36 Data is also available in North Northamptonshire covering provision for Travelling Showpeople. There is a marked concentration of provision in Wellingborough and East
Northants. All of the sites concerned are privately owned and are authorised under planning regulations.

4.37 The number of caravans on authorised sites in North Northamptonshire has increased substantially since January 2009, while it has increased slightly in the East Midlands and England.

4.38 North Northamptonshire also has some short term unauthorised encampments, which have been extensively documented both the CTU and CLG. For all districts there has been a downward trend in the number of unauthorised encampments recorded. This is also reflected in a dramatic decrease in the number of unauthorised ‘caravan days’ between April 2007 and March 2011.

4.39 Both the relatively small numbers of unauthorised caravan days in all North Northamptonshire areas during the last two years, and the difficulty in accommodating large groups of unauthorised caravans to small transit sites, suggests that there is a need for providing emergency stopping places.
5. Stakeholder consultation

Introduction

5.1 A consultation with a range of stakeholders was conducted to provide in-depth qualitative information about the accommodation needs of Gypsies and Travellers. The aim was to obtain both an overall perspective of issues facing Gypsies and Travellers, and an understanding of local issues that are specific to North Northamptonshire.

5.2 The consultation sessions were cross-boundary and contained stakeholders and representatives from:

- District council officers with responsibility for Gypsy and Traveller issues (including the North Northamptonshire Joint Planning Unit, Planning Policy, Planning, Housing Strategy and enforcement officers)
- Northamptonshire Countywide Traveller Unit (CTU) and service providers

5.3 Themes covered in the interviews included: the need for additional provisions and facilities; travelling patterns; the availability of land; accessing services; and work taking place to meet the needs of Gypsies and Travellers. This chapter presents brief summaries of the focus group and highlights the main points that were raised.

New sites and pitches

5.4 The focus group began by discussing changes to the G&T pitches and population that may have occurred since the 2008 GTAA was undertaken. According to representatives from Kettering, 1 permanent pitch, and 5 temporary pitches were provided. The local authority is currently negotiating a new LA managed 7 pitch site.

5.5 With regards Corby BC, the Dunlop Close site is being expanded by 4 additional pitches. It was suggested that there is a need for small single family pitches and that it is better to provide smaller, one family sites than to continue expanding existing sites until they become too large to manage. There was agreement that new pitches in Corby have greatly reduced the amount of unauthorised encampments within this authority.

5.6 Wellingborough BC is managing a new site of three pitches used by a single family. The Kangaroo Spinney G&T site that was closed in 2008 will not be re-opened under Northamptonshire County Council management.

5.7 East Northamptonshire Council plans to expand the Hilltop Farm site by 3 pitches. The council have worked with the owner to identify a suitable part of the site for expansion. However, the local community are antagonistic to any expansion even though the site has
5. Stakeholder consultation

 existed for over 20 years and there had been no complaints from the settled community. The G&T are well integrated into the community.

5.8 Through North Northamptonshire there has been no progress on the new provision of transit pitches, although unauthorised encampments have declined markedly over the last year, partly due to the opening of a site in Corby. At present it is not possible to determine if there will be further reductions in unauthorised encampments.

Future provision

5.9 Corby BC is building 4 new pitches using CLG site development funds. Kettering BC has not yet used their new site development funds but will do so in the near future. No local authority has built new sites using currently available central government funds and none are planned at present. It was agreed that funding must take into account management costs as well as site development costs and that the best way to provide G&T provision is to identify land for private ownership. G&Ts generally want to own land and not rent or lease.

Population profile

5.10 One stakeholder mentioned that there had been problems regarding the expansion of some G&T sites e.g. racial incidents and vandalism. The proposed expansion of one site in East Northants had led to serious social tensions. It was agreed that it is important to avoid the ‘Dale Farm’ scenario i.e. over-expanding small sites until they become a source of tension. There is a similar scenario in Oxfordshire where land was bought next to an unauthorised site which led to the site becoming very large.

5.11 A stakeholder suggested that national guidance should state what constitutes appropriate G&T accommodation (although it was agreed that this is unlikely to occur).

5.12 It was noted that the planning application form does not ask how many pitches are required for new sites or site expansions. One problem is the definition of ‘pitch’. Some guides suggest that there is a need for 3m between each caravan and 6m between caravans on opposite pitches although there is no consensus on the issue. However, there was agreement that pitches need a flexible design to account for changing family circumstances of G&T families.

5.13 It was agreed that G&T families tend to be larger than families from the settled community. G&T children tend to marry at 16 or 17. This can lead to over-crowding. However, local authorities tend not to make provision for growth on existing sites as spare land might be used for refuse tipping, horse grazing etc.
5.14 The reduction in unauthorised encampments has been acknowledged by elected members, across the county. However, there is some frustration that some sites with planning permission remain unoccupied.

5.15 Importantly, 11 pitches are to be provided according to current plans in North Northamptonshire in the next five years, 4 at Dunlop Close site in Corby, and 7 Land to the south west of Pastures site (former scrapyard), Kettering.

5.16 There has been a change to the type of unauthorised encampments. They are no longer predominately in urban areas. Instead, unauthorised encampments tend to consist of G&Ts travelling through the county for shorter periods.

5.17 In Wellingborough, the community, parish councils and housing associations came together to find housing solutions for some G&Ts. One problem is that travellers tend to want to buy land which is unsuitable for sites. This can create distrust between the G&Ts and the settled community.

5.18 It was suggested that it might be possible to develop a criteria-based policy regarding prospective G&T sites which looks at e.g. access, integration etc. A criteria-based policy would help local authorities who don't have site specific knowledge. However, it was noted that in the past criteria based policies have not succeeded at delivering sites as they were often very restrictive which in effect made it almost impossible to gain planning permission.

5.19 Another proposal is for local authorities to hold an inventory of land which could be sold to the G&T community and is appropriate for site development. In the case of a G&T family approaching the planning authority with a plan for a site on unsuitable land, they could then be directed to a list of land which would be likely to get permission. Even though the G&T need sites may be currently met, it remains important to identify land suitable for development. This could be done through a site specific allocation plan.

5.20 Kettering is looking at developing new sites, intensifying existing sites and making some temporary sites permanent. This strategically-led approach enables local authorities to choose the most appropriate components.

Summary

5.21 A stakeholder session was conducted with county and district officers involved with Gypsy and Traveller issues. It was recognised that since 2008 good progress had been made in the provision of new G&T pitches throughout North Northamptonshire. Councils are working with the G&T community and private land owners to identify potential sites. There has been no progress on the new provision of transit pitches, although unauthorised encampments have declined markedly over the past two years. There was agreement that it is important to avoid over-expanding small sites until they become a source of tension. Councils are
looking at various methods such as criteria-based policies and strategically-led approaches to meeting G&T accommodation needs.
SECTION B: NEED ASSESSMENTS

The final section of this report contains the accommodation need assessments. Chapter 6 contains the assessments for Gypsies and Travellers, and outlines need in terms of residential pitches, transit pitches and bricks and mortar accommodation. Chapter 7 discusses the accommodation needs of Travelling Showpeople. Chapter 8 draws conclusions on the research findings.
6. Gypsy and Traveller accommodation need

Introduction

6.1 This chapter presents the detailed technical calculation of the Gypsy and Traveller needs assessment. The model used is based on the example given in the GTAA Guidance. General comments on the findings will be found in Chapter 8.

6.2 The chapter contains the following sections:

- Requirements for residential pitches in North Northamptonshire 2012-2017
- Requirements for transit pitches: 2012-2017
- Requirement for housing 2012-2017: summary
- Requirement for housing 2012-2017: steps of the calculation
- Requirement for residential pitches and housing 2012-2017: summary
- Requirements for transit pitches: 2017-2022
- District and sub-regional summaries 2012-2022
- District and borough breakdowns 2012-2022

Requirement for residential pitches, 2012-2017: summary

6.3 The need for residential pitches in the study area is assessed according to a 14-step process, based on the model suggested in CLG guidance and supplemented by data derived from the 2008 GTAA survey. The results of this are shown in the Table 6.1 below, while the subsequent section contains explanations of the sourcing and calculation of the figures for each step.

6.4 The overall need is for 7 new pitches across North Northamptonshire. This amounts to a total need, additional to any existing planned construction, for approximately 1.3 pitches per annum for the 2012-2017 period.

51 Please note that due to rounding column totals may differ slightly from row totals
**Table 6.1 Estimate of the need for permanent / residential site pitches, 2012-2017 (N. Northants)**

<table>
<thead>
<tr>
<th>Description</th>
<th>Estimate</th>
</tr>
</thead>
<tbody>
<tr>
<td>1) Current occupied permanent / residential site pitches</td>
<td>138</td>
</tr>
<tr>
<td><strong>Current residential supply</strong></td>
<td></td>
</tr>
<tr>
<td>2) Number of unused residential pitches available</td>
<td>5</td>
</tr>
<tr>
<td>3) Number of existing pitches expected to become vacant through mortality 2007-2012</td>
<td>3.9</td>
</tr>
<tr>
<td>4) Number of family units on sites expected to leave N. Northants in next 5 years</td>
<td>1.6</td>
</tr>
<tr>
<td>5) Number of family units on sites expected to move into housing in next 5 years</td>
<td>5.5</td>
</tr>
<tr>
<td>6) Residential pitches planned to be built or to be brought back into use 2012-2017</td>
<td>11.0</td>
</tr>
<tr>
<td>7) Additional supply generated by movement within the stock</td>
<td>7.8</td>
</tr>
<tr>
<td><strong>Total Supply</strong></td>
<td>34.7</td>
</tr>
<tr>
<td><strong>Current residential need: Pitches</strong></td>
<td></td>
</tr>
<tr>
<td>8) Family units (on pitches) seeking residential pitches in the area, 2012-2017, excluding those already counted as moving due to overcrowding in step 11</td>
<td>2.3</td>
</tr>
<tr>
<td>9) Family units on unauthorised encampments requiring residential pitches in the area</td>
<td>0.5</td>
</tr>
<tr>
<td>10) Family units on unauthorised developments requiring residential pitches in the area</td>
<td>5.0</td>
</tr>
<tr>
<td>11) Family units currently overcrowded on pitches seeking residential pitches in the area, excluding those containing an emerging family unit</td>
<td>5.5</td>
</tr>
<tr>
<td>12) New family units expected to arrive from elsewhere</td>
<td>1.6</td>
</tr>
<tr>
<td>13) New family formations expected to arise from within existing family units on sites</td>
<td>18.1</td>
</tr>
<tr>
<td><strong>Total Need</strong></td>
<td>33.0</td>
</tr>
<tr>
<td><strong>Current residential need: Housing</strong></td>
<td></td>
</tr>
<tr>
<td>14) Family units in housing but with a psychological aversion to housed accommodation</td>
<td>7.9</td>
</tr>
<tr>
<td><strong>Total Need</strong></td>
<td>40.8</td>
</tr>
<tr>
<td><strong>Balance of Need and Supply</strong></td>
<td></td>
</tr>
<tr>
<td>Total Additional Pitch Requirement</td>
<td>6.4 → 7.0</td>
</tr>
<tr>
<td>Annualised Additional Pitch Requirement</td>
<td>1.3</td>
</tr>
</tbody>
</table>

**Source:** North Northamptonshire GTAA Update 2011

**Requirement for residential pitches, 2012-2017: steps of the calculation**

6.5 The calculations depend on base information derived from the CTU using data corroborated by local authorities in North Northamptonshire. The key variables used to inform the calculations include:

- The number of Gypsies and Travellers housed in bricks and mortar accommodation
- The number of existing Gypsy and Traveller pitches
- The number of caravans on unauthorised encampments requiring accommodation
- The number of caravans on unauthorised developments
- The number of vacant pitches
- The number of planned new pitches
6. Gypsy and Traveller accommodation need

<table>
<thead>
<tr>
<th>Area</th>
<th>Housed G&amp;Ts</th>
<th>Authorised Pitches</th>
<th>Long-term Unauth. encampment</th>
<th>Unauth. dev's</th>
<th>Vacant pitches</th>
<th>New pitches</th>
</tr>
</thead>
<tbody>
<tr>
<td>Corby</td>
<td>2</td>
<td>18</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>4</td>
</tr>
<tr>
<td>East Northants</td>
<td>0</td>
<td>36</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Kettering</td>
<td>16</td>
<td>55</td>
<td>1</td>
<td>5</td>
<td>5</td>
<td>7</td>
</tr>
<tr>
<td>Wellingborough</td>
<td>6</td>
<td>29</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Total</td>
<td>24</td>
<td>138</td>
<td>1</td>
<td>5</td>
<td>5</td>
<td>11</td>
</tr>
</tbody>
</table>

Source: North Northamptonshire GTAA Update 2011

6.6 The subsequent calculations described below are dependent by a combination of results obtained through the 2008 GTAA survey and existing research or data on Gypsies and Travellers. For example, the number of family units currently overcrowded on pitches seeking residential pitches was determined by the 2008 survey to be 3.955%:

- Existing pitches: 138
- Proportion of overcrowded pitches: 3.955%
- \( 138 \times 0.03955 = 5.5 \)

6.7 The remainder of this chapter describes both the process and results of the G&T needs calculations.

**Step 1: Current occupied permanent / residential site pitches**

6.8 Based on information provided by the CTU and districts and corroborated by information from site surveys. There are currently estimated to be 138 occupied (and authorised) Gypsy and Traveller pitches in the study area (taking into account the closure of Kangaroo Spinney in January 2008). These sites include those owned by local authorities and privately.

**Step 2: Number of unused residential pitches available**

6.9 A total of 5 vacant pitches were on authorised sites in North Northamptonshire, all in Kettering at the A43 Broughton site.

**Step 3: Number of existing pitches expected to become vacant, 2012-2017**

6.10 This is calculated using mortality rates, as applied in conventional Housing Needs Assessments. The figures for mortality, however, have been increased in line with studies of Gypsy and Traveller communities suggesting a life expectancy approximately 10 years lower than that of the general population.\(^{52}\) The table below shows the relevant calculation.

\[^{52}\text{E.g. L. Crout, \\_Traveller health care project: Facilitating access to the NHS, Walsall Health Authority, 1987.}\\]

NB: For Travelling Showpeople, the standard mortality rate is used.
**Table 6.3 Number of existing pitches expected to become vacant 2012-2017 (N. Northants)**

<table>
<thead>
<tr>
<th>From Authorised Pitches</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Current supply of occupied permanent / residential site pitches</td>
<td>138</td>
</tr>
<tr>
<td>Pitches released from this number by mortality per year according to adjusted mortality rates (assuming inheritance of pitch by any remaining adult residents of pitch)</td>
<td>0.78</td>
</tr>
<tr>
<td>Expected pitches released 2007-2012 (0.80 × 5)</td>
<td>3.9 → 4</td>
</tr>
</tbody>
</table>

Source: North Northamptonshire GTAA Update 2011

**Step 4: Number of family units in site accommodation expressing a desire to leave North Northamptonshire**

6.11 It was assumed, given that development of sites is likely to occur in the counties surrounding North Northamptonshire as well as in the planning area itself, that those currently living on sites expected to leave the area permanently in the next five years – out of choice (step 8) or due to overcrowding (step 11) would generally be able to do so.

6.12 In total, given the low level of interest in leaving North Northamptonshire, this resulted in the supply of 1.6 pitches.

**Step 5: Number of family units in site accommodation expressing a desire to live in housing**

6.13 It was assumed that all those currently living on sites planning to move into housing in the next five years (step 8), or preferring to move into housing from an overcrowded pitch (step 11), would be able to do so. This excluded those planning to move due to site management issues, since it was assumed that these could be resolved in the light of the findings of this study.

6.14 A supply of 5.5 pitches was expected from this source, excluding those moving out of North Northamptonshire, since these are already counted in step 4.

**Step 6: Residential pitches planned to be built or brought back into use, 2012-2017**

6.15 Overall 11 pitches are to be provided according to current plans in North Northamptonshire in the next five years, 4 at Dunlop Close site in Corby, and 7 Land to the south west of Pastures site (former scrapyard), Kettering.

**Step 7: Additional supply generated by movement within the stock**

6.16 This figure, although not included in the CLG model, allows for the fact that movement of families from pitches onto different pitches (steps 8 and 10) not only generates demand/need but also supply. Pitches vacated by moves out of North Northamptonshire or into housing are excluded, since these are already counted in steps 4 and 5 above. This generates a total supply of 7.8 pitches.

6.17 It is recognised that of course those moving from overcrowded pitches will not release pitches large enough for every family. However, there are many smaller newly forming family units within the total households generating need.
Step 8: Family units on pitches seeking residential pitches in North Northamptonshire, 2012-2017

6.18 The guidance suggests that those moving from pitch to pitch should be included in the need section. The supply also generated by this is taken into account in step 7. These family units reported that they ‘needed or were likely’ to move to a different home in the next five years, and wanted to stay on an authorised site, or that they were currently seeking accommodation.

6.19 This category of need overlaps with those moving due to overcrowding, counted in step 11, and so any family units which are both overcrowded and seeking accommodation are deducted from this total. This generates a total need from this source of 2.3 pitches.

Step 9: Family units on unauthorised encampments seeking residential pitches in the area

6.20 Guidance indicates that all those living on unauthorised encampments or developments must be provided with alternative accommodation. Using 2008 GTAA survey data, it has been calculated how many families on unauthorised encampments (including long term ones tolerated by councils) want residential pitches in North Northamptonshire. They generate a need for 0.5 residential pitches (please note that only G&Ts requiring permanent accommodation within North Northamptonshire have been included in this calculation – transiting G&Ts are included in separate calculations).

Step 10: Family units on unauthorised developments seeking residential pitches in the area

6.21 The guidance also indicates that all those living on unauthorised developments must be provided with alternative accommodation. Regularising families living on their land without planning permission would reduce the overall level of need by the number of pitches given planning permission. There are ten pitches on unauthorised developments in North Northamptonshire and these are shown separately for each district. 5 families are recorded as currently living in unauthorised developments in North Northamptonshire, all in Kettering.

Step 11: Family units on overcrowded pitches seeking residential pitches in the area

6.22 Guidance indicates that those on overcrowded pitches should be provided with pitches of an adequate size. Households which also contain a newly formed family unit that has not yet left are excluded. This is because it is assumed that once the extra family unit leaves (included in the need figures in step 12) their accommodation will no longer be overcrowded. The calculations suggest that there is a need for around 5.5 pitches to resolve overcrowding over the period 2012-2017.

Step 12: New family units expected to arrive from elsewhere

6.23 In the absence of any data derivable from secondary sources on the moving intentions of those outside North Northamptonshire, it is assumed that the inflow of Gypsies and Travellers into the area will be equivalent to the outflow. In addition, inflow equivalent to the outflow of newly forming family units must be considered. Together, these amount to an inflow of only 1.6 family units.
**Step 13: New family formations expected to arise from within existing family units on sites**

6.24 The number of individuals needing to leave pitches to create new family units was estimated from 2008 GTAA survey data. Allowing for those planning to leave the area, and for estimated rates of marriages to both Gypsies and Travellers and non-Gypsies and Travellers, it is thought that this will result in the formation of 18.1 new households requiring residential pitches during the 2007-2012 period.

**Step 14: Family units in housing with a psychological aversion to housed accommodation**

6.25 It was decided for the purposes of the 2008 GTAA survey that only those households that had demonstrated through their answers to the questionnaire a psychological aversion to housing could be considered to be in need of a pitch. This was determined by identifying those respondents who said in their questionnaire responses that they had been forced to live in a house or that they suffered adverse psychological effects due to living in bricks and mortar accommodation.

6.26 Even if the family unit in question was in overcrowded or unsuitable housing, psychological aversion was taken into account, since if no psychological aversion was present, the need for larger accommodation could potentially be met within the housing stock. This generated a total need for 7.9 housing units from Gypsies and Travellers (shown as step 14 in Table 6.1).

**Requirements for transit pitches: 2012-2017**

6.27 Many of family units living on unauthorised encampments present a need for permanent, residential pitches or housing in North Northamptonshire. Based on CLG and CTU data from the past year (analysed in Chapter 4), the number of unauthorised encampments in North Northamptonshire has declined markedly since January 2009.

6.28 According to CTU data between April 2007 and March 2011 there was a total of 13,941 unauthorised caravan days. This equates to an average of 3,485 unauthorised caravan days per annum or 8 unauthorised caravans per day. Some of these families are regularly found in North Northamptonshire and their needs will be met through the residential provision already outlined. The remainder are classified as irregular visitors passing through the area for work or holiday reasons.

6.29 The number of transit pitches required is determined by calculating the annual average of unauthorised caravan days between April 2009 and March 2011. A daily figure is then determined by dividing the annual average by 365. The actual need the families present is for 4 transit pitches. However, this demand will not be evenly spread throughout the year. Spare capacity will also be required to allow for the range of sizes of encampments.
6. Gypsy and Traveller accommodation need

Table 6.4 Distribution of transit pitches based on caravan days (N. Northants)

<table>
<thead>
<tr>
<th></th>
<th>4/09-3/10</th>
<th>4/10-3/11</th>
<th>Total</th>
<th>Avg</th>
<th>Transit pitches recommended</th>
</tr>
</thead>
<tbody>
<tr>
<td>Corby</td>
<td>183</td>
<td>32</td>
<td>215</td>
<td>108</td>
<td>0</td>
</tr>
<tr>
<td>East Northants</td>
<td>1,412</td>
<td>489</td>
<td>1,901</td>
<td>951</td>
<td>3</td>
</tr>
<tr>
<td>Kettering</td>
<td>600</td>
<td>143</td>
<td>743</td>
<td>372</td>
<td>1</td>
</tr>
<tr>
<td>Wellingborough</td>
<td>26</td>
<td>145</td>
<td>171</td>
<td>86</td>
<td>0</td>
</tr>
<tr>
<td>Total</td>
<td>2,221</td>
<td>809</td>
<td>3,030</td>
<td>1,515</td>
<td>4</td>
</tr>
</tbody>
</table>

Source: North Northamptonshire GTAA Update 2011

**Requirement for housing 2012-2017: summary**

6.30 The need for housing generated by Gypsies and Travellers in the study area is assessed according to an 11-step process, based upon the inputs and outputs to the pitch requirements model above (which itself is based upon CLG Guidance). The results of this analysis are shown in the tables below, while the subsequent section contains explanations of the sourcing and calculation of the figures for each step.

6.31 Table 6.5 shows a small increase in the numbers of family units projected to live in housing by 6. Movement of those currently on unauthorised sites into housing is a significant driver of this. It should be borne in mind that both cost and availability of housing may be preventing these moves at present; these problems would need to be addressed to enable these moves. If suitable housing were not available, these family units might otherwise seek to move onto sites, boosting the need for sites by up to 40%.
Table 6.5 Estimate of the need for bricks and mortar dwellings, Gypsies and Travellers, 2012-2017

<table>
<thead>
<tr>
<th>Dwellings currently occupied by Gypsies and Travellers</th>
<th>24.0</th>
</tr>
</thead>
<tbody>
<tr>
<td>Current supply of dwellings from Gypsy and Traveller sources</td>
<td></td>
</tr>
<tr>
<td>2) Number of dwellings expected to become vacant through mortality 2012-2017</td>
<td>0.0</td>
</tr>
<tr>
<td>3) Dwellings vacated by those with a psychological aversion to housing moving onto sites</td>
<td>7.9</td>
</tr>
<tr>
<td>4) Number of family units on sites expected to leave N. Northants in next 5 years</td>
<td>0.0</td>
</tr>
<tr>
<td>5) Dwellings vacated by movement within the stock (steps 6 and 8 below)</td>
<td>5.0</td>
</tr>
<tr>
<td>Total Supply</td>
<td>12.9</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Current need for dwellings</th>
</tr>
</thead>
<tbody>
<tr>
<td>6) Family units (currently in housing) seeking new accommodation without psychological aversion to housing and therefore not moving onto a site, 2012-2017</td>
</tr>
<tr>
<td>7) Family units on unauthorised pitches seeking housing in the area</td>
</tr>
<tr>
<td>8) Family units in overcrowded housing without a psychological aversion to housing and therefore not moving onto a site (minus those releasing space through the movement of an emerging family unit)</td>
</tr>
<tr>
<td>9) Households moving into N. Northants (100% of outflow)</td>
</tr>
<tr>
<td>10) Newly forming family units</td>
</tr>
<tr>
<td>11) Households moving into housing from sites</td>
</tr>
<tr>
<td>Total Need</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Additional Need</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total Additional Housing likely to be occupied by Gypsies and Travellers</td>
</tr>
<tr>
<td>Annualised Additional Housing</td>
</tr>
</tbody>
</table>

Source: North Northamptonshire GTAA Update 2011

Requirement for housing 2012-2017: steps of the calculation

**Step 1: Current numbers of dwellings occupied by Gypsies and Travellers**

6.32 Currently there are estimated to be 24 houses occupied by Gypsies and Travellers in the study area, based on survey data and information provided by the CTU.

**Step 2: Number of existing houses expected to become vacant, 2012-2017**

6.33 This is calculated using modified mortality rates based on lower life expectancy of Gypsies and Travellers.

Table 6.6 Number of houses currently inhabited by Gypsies and Travellers expected to become vacant 2012-2017

| Number of dwellings currently occupied | 24 |
| Dwellings released from this number by mortality per year according to adjusted mortality rates (assuming inheritance of pitch by any remaining adult residents of pitch) | 0.0 |
| Expected dwellings released 2007-2012 | 0.0 → 0.0 |

Source: North Northamptonshire GTAA Update 2011
**Step 3: Number of dwellings vacated by those with a psychological aversion to housing**

6.34 This supply arises from family units moving onto sites that were considered to have a psychological aversion to housing, as detailed in step 13 of the assessment of pitch requirements.

**Step 4: Number of family units in site accommodation expected to leave North Northamptonshire in the next 5 years**

6.35 It is assumed in this study that all those planning to move out of North Northamptonshire would be able to do so. The components of this are the outflow from North Northamptonshire associated with psychological aversion to housing (step 13 of the assessment of pitch requirements), families seeking new housed accommodation outside the North Northamptonshire (step 6 of this assessment), and families needing to move due to overcrowding preferring to move out of North Northamptonshire (step 8 of this assessment).

6.36 In total, given the low level of interest in leaving North Northamptonshire, this resulted in no additional supply of housing.

**Step 5: Dwellings vacated by movement within the stock**

6.37 This figure, although not included in the CLG model, allows for the fact that movement of families from one house into another (steps 6 and 8) not only generates demand/need but also supply. Dwellings vacated by moves out of the North Northamptonshire and by those with a psychological aversion to housing are excluded, to prevent overlap with the supply counted in steps 3 and 4 above.

6.38 It is recognised that those moving from overcrowded dwellings will not release dwellings large enough for every family; however there are many newly forming family units within the total households generating demand, which are likely to be seeking smaller units.

**Step 6: Family units seeking new accommodation (without a psychological aversion to housing and therefore not moving onto a site)**

6.39 It is assumed in this model that only need will be met, rather than demand. Therefore any household not determined to have a psychological aversion to housing but declaring that they 'need or are likely to move' in the next five years is considered to be likely to generate a need for a house.

6.40 The calculation shown in the table below provides the total number moving into bricks and mortar dwellings from this source. Deductions are made to avoid overlap with those moving for reasons of overcrowding or psychological aversion to housing.

**Step 7: Family units on unauthorised pitches seeking housing in the area**

6.41 When need arising from unauthorised pitches was considered in the assessment of pitch requirements, 0.3 family units were identified that wished to move into housing.
**Step 8: Family units in overcrowded housing (without a psychological aversion to housing and therefore not moving onto a site)**

6.42 Many family units living in overcrowded housing do not have a psychological aversion to housing and therefore generate a need for a house rather than a pitch. Households which also contain a newly formed family unit that has not yet left are excluded. This is because it is assumed that once the extra family unit leaves (included in the need figures in step 12) their accommodation will no longer be overcrowded.

**Step 9: New family units expected to arrive from elsewhere**

6.43 In the absence of any data derivable from secondary sources on the moving intentions of those outside North Northamptonshire, movement into the area was expected to equal movement out of the area, both from existing and emerging households, in this case zero.

**Step 10: New family formations expected to arise from within existing family units in housing**

6.44 The number of individuals needing to leave bricks and mortar dwellings to create new family units was estimated over the next five years. Allowing for those planning to leave North Northamptonshire and for estimated rates of marriages to both Gypsies and Travellers and non-Gypsies and Travellers, it is thought that this will result in the formation of 7.9 new households during the 2012-2017 period.

**Step 11: Family units voluntarily moving into housing from sites**

6.45 This is the result of steps 8 and 12 of the assessment of pitch requirements, which showed that 6 households located on pitches need or expect to move into housing in the next five years.

**Requirement for residential pitches and housing 2012-2017: summary**

6.46 Looking further into the future, with all those with a psychological aversion assumed to be already moved onto sites, only natural increase, mortality, and movement into and out of the area need be taken into account. Since movement within the stock is largely neutral in terms of pitches or dwellings released, this is not taken into account. The base figures for this calculation are shown below.

| Table 6.7 Base figures as at 2017, assuming all need is met for 2012-2017 (N. Northants) |
|-----------------------------------|-------------------|-----------------|----------------|
|  | 2011 Base | Change 2012-2017 | 2017 Base |
| Authorised pitches | 138 | +7 | 145 |
| Unauthorised pitches | 1 | - 1 | 0 |

Source: North Northamptonshire GTAA Update 2011

6.47 2008 GTAA survey data suggests a rate of natural increase in family units of 16.8% over the first five years (2012-2017) for Gypsies and Travellers in North Northamptonshire, equating to 3.16% per year. This figure includes an allowance for those moving out of the
North Northamptonshire, and represents an average of the rate for both sites and housing. This is a little below the CLG suggested rate of 3.90%.

6.48 Currently, the rate of new family unit formation will vary between sites and housing, probably due to differing household types found in each. However, due to the projected movements between these accommodation types in 2012-2017 it was considered more realistic to use the average rate across both given above. It is suggested that these rates are likely to continue in the period 2017-2022.

6.49 Mortality rates are projected to be the same as in 2012-2017, although due to the changing size of population, the absolute numbers of pitches and houses freed will vary. Movement into and out of North Northamptonshire is also assumed to continue at the 2007-2012 rate (0.82% each way).

<table>
<thead>
<tr>
<th>Table 6.8 Estimate of the need for residential pitches 2017-2022 (N. Northants)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Pitches as at 2017</strong></td>
</tr>
<tr>
<td>1) Pitches occupied by Gypsies and Travellers</td>
</tr>
<tr>
<td><strong>Supply of pitches</strong></td>
</tr>
<tr>
<td>2) Pitches expected to become vacant due to mortality 2017-2022</td>
</tr>
<tr>
<td>3) Number of family units on pitches expected to move out of N. Northants 2012-2017</td>
</tr>
<tr>
<td>Total Supply</td>
</tr>
<tr>
<td><strong>Need for pitches</strong></td>
</tr>
<tr>
<td>4) Family units moving into North Northamptonshire (100% of outflow)</td>
</tr>
<tr>
<td>5) Newly forming family units</td>
</tr>
<tr>
<td>Total Need</td>
</tr>
<tr>
<td><strong>Additional Need</strong></td>
</tr>
<tr>
<td>Total additional pitch requirement, 2012-2017</td>
</tr>
<tr>
<td>Annualised additional pitch requirement</td>
</tr>
</tbody>
</table>

Source: North Northamptonshire GTAA Update 2011

<table>
<thead>
<tr>
<th>Table 6.9 Estimate of the need for bricks and mortar dwellings 2017-2022 (N. Northants)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Dwellings currently occupied by Gypsies and Travellers</strong></td>
</tr>
<tr>
<td>1) Dwellings occupied by Gypsies and Travellers</td>
</tr>
<tr>
<td><strong>Current supply of dwellings from Gypsy and Traveller sources</strong></td>
</tr>
<tr>
<td>2) Dwellings expected to become vacant due to mortality 2017-2022</td>
</tr>
<tr>
<td>3) Number of family units in housing expected to move out of N. Northants 2012-2017</td>
</tr>
<tr>
<td>Total Supply</td>
</tr>
<tr>
<td><strong>Need for dwellings</strong></td>
</tr>
<tr>
<td>4) Households moving into N. Northants (100% of outflow)</td>
</tr>
<tr>
<td>5) Newly forming family units</td>
</tr>
<tr>
<td>Total Need</td>
</tr>
<tr>
<td><strong>Additional Need</strong></td>
</tr>
<tr>
<td>Total additional housing likely to be occupied by Gypsies and Travellers</td>
</tr>
<tr>
<td>Annualised additional housing</td>
</tr>
</tbody>
</table>

Source: North Northamptonshire GTAA Update 2011
Requirements for transit pitches: 2017-2022

6.50 The assumption for transit pitches for 2007-2012 allows a vacancy rate and spare capacity. It is unlikely that the extent of travelling will increase in the future, so no further transit pitches will be needed. This assumption should however be kept under review.

District and sub-regional summaries 2012-2022

6.51 The following table gives an overview of projected need for residential pitches by district and housing sub-region, over the 2012-2022 period. We stress that these figures are evidence of need and are not targets for new provision; the final borough targets may well vary. Also, Corby BC’s figure of -2 for 2012-2017 suggests that need is already met for that period, rather than advocating removal of pitches.

Table 6.10 Additional residential pitch requirements for districts and boroughs of North Northamptonshire, 2012-2022

<table>
<thead>
<tr>
<th>Area</th>
<th>Total at 2011</th>
<th>Req’mt 2012-2017</th>
<th>Total at 2017</th>
<th>Req’mt 2017-2022</th>
<th>Total at 2022</th>
<th>Total Req’mt 2012-2022</th>
<th>Annualised Requirement</th>
</tr>
</thead>
<tbody>
<tr>
<td>Corby</td>
<td>18</td>
<td>-2</td>
<td>16</td>
<td>3</td>
<td>19</td>
<td>1</td>
<td>0.1</td>
</tr>
<tr>
<td>East Northants</td>
<td>36</td>
<td>2</td>
<td>38</td>
<td>5</td>
<td>43</td>
<td>7</td>
<td>0.7</td>
</tr>
<tr>
<td>Kettering</td>
<td>55</td>
<td>3</td>
<td>58</td>
<td>10</td>
<td>68</td>
<td>13</td>
<td>1.3</td>
</tr>
<tr>
<td>Wellingborough</td>
<td>29</td>
<td>4</td>
<td>33</td>
<td>5</td>
<td>38</td>
<td>9</td>
<td>0.9</td>
</tr>
<tr>
<td>Total</td>
<td>138</td>
<td>7</td>
<td>145</td>
<td>23</td>
<td>168</td>
<td>30</td>
<td>3.0</td>
</tr>
</tbody>
</table>

Source: North Northamptonshire GTAA Update 2011

District and borough breakdowns

6.52 The following tables show a detailed breakdown of projected need for residential pitches and for housing units for each district and borough of North Northamptonshire, over the 2012-2022 period. They first show the calculations of need for residential pitches for both 2012-2017, broken down into contributions from overcrowding, planned moves and newly forming family units. The summary table further down each sheet shows the overall need broken down equally over each five year period, and an annual average need figure. (NB: due to rounding, the sum of the district totals may exceed the area wide totals).

6.53 These are based on the proportions of pitches and houses showing these needs or demands on the planning area basis, rather than individual cases within the district or borough. This is because the statistical sample for individual districts and boroughs is relatively small, and therefore analysing small subgroups within individual districts and boroughs, especially where the overall Gypsy and Traveller population is small, may create significant anomalies.
6.54 In addition the summaries show the projected changes to the overall Gypsy and Traveller population in housing, although this change is dependent on the provision of the pitches reported to be required. Finally, the summary provides an overview of the resulting situation in terms of the location of the Gypsy and Traveller population over the 2012-2022 period, starting with the base figures at the current time (2011).
Corby

Table 6.11 Five year estimate of the need for permanent / residential site pitches (2012-2017)

<table>
<thead>
<tr>
<th>Description</th>
<th>Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>1) Current occupied permanent / residential site pitches</td>
<td>18.0</td>
</tr>
<tr>
<td><strong>Current residential supply</strong></td>
<td></td>
</tr>
<tr>
<td>2) Number of unused residential pitches available</td>
<td>0.0</td>
</tr>
<tr>
<td>3) Number of existing pitches expected to become vacant through mortality 2012-2017</td>
<td>0.5</td>
</tr>
<tr>
<td>4) Number of family units on sites expected to leave Corby in next 5 years</td>
<td>0.2</td>
</tr>
<tr>
<td>5) Number of family units on sites expected to move into housing in next 5 years</td>
<td>0.7</td>
</tr>
<tr>
<td>6) Residential pitches planned to be built or to be brought back into use 2012-2017</td>
<td>4.0</td>
</tr>
<tr>
<td>7) Additional supply generated by movement within the stock</td>
<td>1.0</td>
</tr>
<tr>
<td><strong>Total Supply</strong></td>
<td>6.4</td>
</tr>
<tr>
<td><strong>Current residential need: Pitches</strong></td>
<td></td>
</tr>
<tr>
<td>8) Family units (on pitches) seeking residential pitches in the area, 2012-2017, excluding those already counted as moving due to overcrowding in step 11</td>
<td>0.3</td>
</tr>
<tr>
<td>9) Family units on unauthorised encampments requiring residential pitches in the area</td>
<td>0.0</td>
</tr>
<tr>
<td>10) Family units on unauthorised developments requiring residential pitches in the area</td>
<td>0.0</td>
</tr>
<tr>
<td>11) Family units currently overcrowded on pitches seeking residential pitches in the area, excluding those containing an emerging family unit</td>
<td>0.7</td>
</tr>
<tr>
<td>12) New family units expected to arrive from elsewhere</td>
<td>0.2</td>
</tr>
<tr>
<td>13) New family formations expected to arise from within existing family units on sites</td>
<td>2.3</td>
</tr>
<tr>
<td><strong>Total Need</strong></td>
<td>3.5</td>
</tr>
<tr>
<td><strong>Current residential need: Housing</strong></td>
<td></td>
</tr>
<tr>
<td>14) Family units in housing but with a psychological aversion to housed accommodation</td>
<td>0.7</td>
</tr>
<tr>
<td><strong>Total Need</strong></td>
<td>4.1</td>
</tr>
<tr>
<td><strong>Balance of Need and Supply</strong></td>
<td></td>
</tr>
<tr>
<td>Total Need</td>
<td>4.1</td>
</tr>
<tr>
<td>Less total supply</td>
<td>6.4</td>
</tr>
<tr>
<td><strong>Total Additional Pitch Requirement</strong></td>
<td>-2.3</td>
</tr>
<tr>
<td>Annualised Additional Pitch Requirement</td>
<td>-0.4</td>
</tr>
</tbody>
</table>

Source: North Northamptonshire GTAA Update 2011

Table 6.12 Ten year summary (2012 – 2022) (Corby)

<table>
<thead>
<tr>
<th></th>
<th>Base Numbers 2011</th>
<th>Additional need 2012-2017</th>
<th>Additional need 2017-2022</th>
<th>Additional need 2017-2022*†</th>
<th>Numbers as at 2022</th>
</tr>
</thead>
<tbody>
<tr>
<td>Unauthorised encampments</td>
<td>0</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Unauthorised developments</td>
<td>0</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Residential pitches</td>
<td>18</td>
<td>-2</td>
<td>3</td>
<td>1 (0.1)</td>
<td>19</td>
</tr>
<tr>
<td>Housing</td>
<td>2</td>
<td>1</td>
<td>1</td>
<td>2 (0.2)</td>
<td>4</td>
</tr>
</tbody>
</table>

* annualised figures shown in brackets
† These figures include the 4 pitches under construction

Source: North Northamptonshire GTAA Update 2011
### East Northamptonshire

<table>
<thead>
<tr>
<th>Table 6.13 Five year estimate of the need for permanent / residential site pitches (2012-2017)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1) Current occupied permanent / residential site pitches</td>
</tr>
<tr>
<td><strong>Current residential supply</strong></td>
</tr>
<tr>
<td>2) Number of unused residential pitches available</td>
</tr>
<tr>
<td>3) Number of existing pitches expected to become vacant through mortality 2007-2012</td>
</tr>
<tr>
<td>4) Number of family units on sites expected to leave E. Northants in next 5 years</td>
</tr>
<tr>
<td>5) Number of family units on sites expected to move into housing in next 5 years</td>
</tr>
<tr>
<td>6) Residential pitches planned to be built or to be brought back into use 2007-2012</td>
</tr>
<tr>
<td>7) Additional supply generated by movement within the stock</td>
</tr>
<tr>
<td><strong>Total Supply</strong></td>
</tr>
</tbody>
</table>

| **Current residential need: Pitches** |
| 8) Family units (on pitches) seeking residential pitches in the area, 2007-2012, excluding those already counted as moving due to overcrowding in step 11 | 0.6 |
| 9) Family units on unauthorised encampments requiring residential pitches in the area | 0.0 |
| 10) Family units on unauthorised developments requiring residential pitches in the area | 0.0 |
| 11) Family units currently overcrowded on pitches seeking residential pitches in the area, excluding those containing an emerging family unit | 1.4 |
| 12) New family units expected to arrive from elsewhere | 0.4 |
| 13) New family formations expected to arise from within existing family units on sites | 4.5 |
| **Total Need** | **7.0** |

| **Current residential need: Housing** |
| 14) Family units in housing but with a psychological aversion to housed accommodation | 0.0 |
| **Total Need** | **7.0** |

### Balance of Need and Supply

<table>
<thead>
<tr>
<th>Base Numbers 2011</th>
<th>Additional need 2012-2017</th>
<th>Additional need 2017-2022</th>
<th>Additional need 2012-2022</th>
<th>Numbers as at 2022</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Unauthorised encampments</strong></td>
<td>0</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td><strong>Unauthorised developments</strong></td>
<td>0</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td><strong>Residential pitches</strong></td>
<td>36</td>
<td>2</td>
<td>5</td>
<td>7 (0.7)</td>
</tr>
<tr>
<td><strong>Housing</strong></td>
<td>0</td>
<td>2</td>
<td>0</td>
<td>2 (0.2)</td>
</tr>
</tbody>
</table>

* annualised figures shown in brackets

Source: North Northamptonshire GTAA Update 2011

### Table 6.14 Ten year summary (2012 – 2022) (E. Northants)

<table>
<thead>
<tr>
<th>Base Numbers 2011</th>
<th>Additional need 2012-2017</th>
<th>Additional need 2017-2022</th>
<th>Additional need 2012-2022</th>
<th>Numbers as at 2022</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Unauthorised encampments</strong></td>
<td>0</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td><strong>Unauthorised developments</strong></td>
<td>0</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td><strong>Residential pitches</strong></td>
<td>36</td>
<td>2</td>
<td>5</td>
<td>7 (0.7)</td>
</tr>
<tr>
<td><strong>Housing</strong></td>
<td>0</td>
<td>2</td>
<td>0</td>
<td>2 (0.2)</td>
</tr>
</tbody>
</table>

| * annualised figures shown in brackets |

Source: North Northamptonshire GTAA Update 2011
Table 6.15 Five year estimate of the need for permanent / residential site pitches (2012-2017)

<table>
<thead>
<tr>
<th>Description</th>
<th>Quantity</th>
</tr>
</thead>
<tbody>
<tr>
<td>1) Current occupied permanent / residential site pitches</td>
<td>55.0</td>
</tr>
<tr>
<td><strong>Current residential supply</strong></td>
<td></td>
</tr>
<tr>
<td>2) Number of unused residential pitches available</td>
<td>5.0</td>
</tr>
<tr>
<td>3) Number of existing pitches expected to become vacant through mortality 2012-2017</td>
<td>1.6</td>
</tr>
<tr>
<td>4) Number of family units on sites expected to leave Kettering in next 5 years</td>
<td>0.6</td>
</tr>
<tr>
<td>5) Number of family units on sites expected to move into housing in next 5 years</td>
<td>2.2</td>
</tr>
<tr>
<td>6) Residential pitches planned to be built or to be brought back into use 2012-2017</td>
<td>7.0</td>
</tr>
<tr>
<td>7) Additional supply generated by movement within the stock</td>
<td>3.1</td>
</tr>
<tr>
<td><strong>Total Supply</strong></td>
<td>19.5</td>
</tr>
<tr>
<td><strong>Current residential need: Pitches</strong></td>
<td></td>
</tr>
<tr>
<td>8) Family units (on pitches) seeking residential pitches in the area, 2012-2017, excluding those already counted as moving due to overcrowding in step 11</td>
<td>0.9</td>
</tr>
<tr>
<td>9) Family units on unauthorised encampments requiring residential pitches in the area</td>
<td>0.5</td>
</tr>
<tr>
<td>10) Family units on unauthorised developments requiring residential pitches in the area</td>
<td>5.0</td>
</tr>
<tr>
<td>11) Family units currently overcrowded on pitches seeking residential pitches in the area, excluding those containing an emerging family unit</td>
<td>2.2</td>
</tr>
<tr>
<td>12) New family units expected to arrive from elsewhere</td>
<td>0.6</td>
</tr>
<tr>
<td>13) New family formations expected to arise from within existing family units on sites</td>
<td>7.7</td>
</tr>
<tr>
<td><strong>Total Need</strong></td>
<td>16.9</td>
</tr>
<tr>
<td><strong>Current residential need: Housing</strong></td>
<td></td>
</tr>
<tr>
<td>14) Family units in housing but with a psychological aversion to housed</td>
<td>5.3</td>
</tr>
<tr>
<td><strong>Total Need</strong></td>
<td>22.1</td>
</tr>
<tr>
<td><strong>Balance of Need and Supply</strong></td>
<td></td>
</tr>
<tr>
<td>Total need</td>
<td>22.1</td>
</tr>
<tr>
<td>Less total supply</td>
<td>19.5</td>
</tr>
<tr>
<td><strong>Total Additional Pitch Requirement</strong></td>
<td>2.6 → 3</td>
</tr>
<tr>
<td><strong>Annualised Additional Pitch Requirement</strong></td>
<td>0.6</td>
</tr>
</tbody>
</table>

Source: North Northamptonshire GTAA Update 2011

Table 6.16 Ten year summary (2012 – 2022) (Kettering)

<table>
<thead>
<tr>
<th>Description</th>
<th>Base Numbers 2011</th>
<th>Additional need 2012-2017</th>
<th>Additional need 2017-2022</th>
<th>Additional need 2012-2022†</th>
<th>Numbers as at 2022</th>
</tr>
</thead>
<tbody>
<tr>
<td>Unauthorised encampments</td>
<td>1</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Unauthorised developments</td>
<td>5</td>
<td>3</td>
<td>10</td>
<td>13 (1.3)</td>
<td>68</td>
</tr>
<tr>
<td>Residential pitches</td>
<td>55</td>
<td>3</td>
<td>10</td>
<td>13 (1.3)</td>
<td>68</td>
</tr>
<tr>
<td>Housing</td>
<td>16</td>
<td>3</td>
<td>3</td>
<td>6 (0.6)</td>
<td>22</td>
</tr>
</tbody>
</table>

*annualised figures shown in brackets
† These figures include the 7 pitches already planned

Source: North Northamptonshire GTAA Update 2011
### Wellingborough

**Table 6.17 Estimate of the need for permanent / residential site pitches 2012-2017**

<table>
<thead>
<tr>
<th>Description</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>1) Current occupied permanent / residential site pitches</td>
<td>29.0</td>
</tr>
<tr>
<td><strong>Current residential supply</strong></td>
<td></td>
</tr>
<tr>
<td>2) Number of unused residential pitches available</td>
<td>0.0</td>
</tr>
<tr>
<td>3) Number of existing pitches expected to become vacant through mortality 2012-2017</td>
<td>0.8</td>
</tr>
<tr>
<td>4) Number of family units on sites expected to leave Wellingborough. Northants in next 5 years</td>
<td>0.3</td>
</tr>
<tr>
<td>5) Number of family units on sites expected to move into housing in next 5 years</td>
<td>1.1</td>
</tr>
<tr>
<td>6) Residential pitches planned to be built or to be brought back into use 2012-2017</td>
<td>0.0</td>
</tr>
<tr>
<td>7) Additional supply generated by movement within the stock</td>
<td>1.6</td>
</tr>
<tr>
<td><strong>Total Supply</strong></td>
<td>3.9</td>
</tr>
</tbody>
</table>

**Current residential need: Pitches**

<table>
<thead>
<tr>
<th>Description</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>8) Family units (on pitches) seeking residential pitches in the area, 2012-2017, excluding those already counted as moving due to overcrowding in step 11</td>
<td>0.5</td>
</tr>
<tr>
<td>9) Family units on unauthorised encampments requiring residential pitches in the area</td>
<td>0.0</td>
</tr>
<tr>
<td>10) Family units on unauthorised developments requiring residential pitches in the area</td>
<td>0.0</td>
</tr>
<tr>
<td>11) Family units currently overcrowded on pitches seeking residential pitches in the area, excluding those containing an emerging family unit</td>
<td>1.1</td>
</tr>
<tr>
<td>12) New family units expected to arrive from elsewhere</td>
<td>0.3</td>
</tr>
<tr>
<td>13) New family formations expected to arise from within existing family units on sites</td>
<td>3.7</td>
</tr>
<tr>
<td><strong>Total Need</strong></td>
<td>5.6</td>
</tr>
</tbody>
</table>

**Current residential need: Housing**

<table>
<thead>
<tr>
<th>Description</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>14) Family units in housing but with a psychological aversion to housed accommodation</td>
<td>2.0</td>
</tr>
<tr>
<td><strong>Total Need</strong></td>
<td>7.6</td>
</tr>
</tbody>
</table>

**Balance of Need and Supply**

<table>
<thead>
<tr>
<th>Description</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total need</td>
<td>7.6</td>
</tr>
<tr>
<td>Less total supply</td>
<td>3.9</td>
</tr>
<tr>
<td><strong>Total Additional Pitch Requirement</strong></td>
<td>3.7 → 4</td>
</tr>
<tr>
<td>Annualised Additional Pitch Requirement</td>
<td>0.8</td>
</tr>
</tbody>
</table>

Source: North Northamptonshire GTAA Update 2011

---

**Table 6.18 Ten year summary (2012 – 2022) (Wellingborough)**

<table>
<thead>
<tr>
<th>Description</th>
<th>Base Numbers 2011</th>
<th>Additional need 2012-2017</th>
<th>Additional need 2017-2022</th>
<th>Additional need 2012-2022</th>
<th>Numbers as at 2022</th>
</tr>
</thead>
<tbody>
<tr>
<td>Unauthorised encampments</td>
<td>0</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Unauthorised developments</td>
<td>0</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Residential pitches</td>
<td>29</td>
<td>4</td>
<td>5</td>
<td>9 (0.9)</td>
<td>38</td>
</tr>
<tr>
<td>Housing</td>
<td>6</td>
<td>1</td>
<td>1</td>
<td>2 (0.2)</td>
<td>8</td>
</tr>
</tbody>
</table>

*annualised figures shown in brackets

Source: North Northamptonshire GTAA Update 2011
Summary

6.55 The following table summarises the number of residential and transit pitches required. It shows that, in addition the 4 new pitches under construction, a further 30 residential pitches are needed over the ten years. Additionally 4 transit pitches are required.

Table 6.19: Summary of Gypsy and Traveller net accommodation needs 2012-22 (N. Northants)

<table>
<thead>
<tr>
<th>Period</th>
<th>Residential pitches</th>
<th>Transit pitches</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total 2012-17</td>
<td>7</td>
<td>4</td>
</tr>
<tr>
<td>Total 2017-22</td>
<td>23</td>
<td>0</td>
</tr>
<tr>
<td>Total 2012-2022</td>
<td>30</td>
<td>4</td>
</tr>
</tbody>
</table>

Source: North Northamptonshire GTAA Update 2011
7. Travelling Showpeople

Introduction

7.1 As described in Chapter 1, Travelling Showpeople are included in the definition of Gypsies and Travellers for the purposes of housing strategies, but are subject to separate planning guidance. Given the presence of Travelling Showpeople in North Northamptonshire and that they face similar accommodation issues to Gypsies and Travellers in the area they have been included in this report. However, whilst the 2008 GTAA analysis of Travelling Showpeople was based on a survey, this 2011 update is based on analysis of secondary data only.

Accommodation

7.2 Only East Northamptonshire and Wellingborough contain Travelling Showpeople yards within North Northamptonshire. The East Northants site contains 4 yards each consisting of 3 pitches, whilst Wellingborough contains 4 separate yards containing between 2 and 10 pitches.

<table>
<thead>
<tr>
<th>Table 7.1 Travelling Showpeople Plots</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total Corby</td>
</tr>
<tr>
<td>East Northants</td>
</tr>
<tr>
<td>Kettering</td>
</tr>
<tr>
<td>Wellingborough</td>
</tr>
<tr>
<td>Total</td>
</tr>
</tbody>
</table>

Source: North Northamptonshire GTAA Update 2011

7.3 Since the 2008 GTAA, the CLG has begun to publish an experimental caravan count of Travelling Showpeople. It suggests that there were only 22 caravans registered in January 2011, although this relatively low number may reflect seasonal trends.

<table>
<thead>
<tr>
<th>Table 7.2 CLG Travelling Showpeople Caravan Count January 2011</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total Corby</td>
</tr>
<tr>
<td>East Northants</td>
</tr>
<tr>
<td>Kettering</td>
</tr>
<tr>
<td>Wellingborough</td>
</tr>
<tr>
<td>Total</td>
</tr>
</tbody>
</table>

Source: North Northamptonshire GTAA Update 2011
Key Issues

7.4 The 2008 GTAA Travelling Showpeople survey identified a number of key issues. As no further provision has been provided since 2008, it is likely that the key issues remain relevant today:

- Most yards are fairly small
- Some Travelling Showpeople live on plot all year round, suggesting that yards are no longer solely used for winter quarters, but also a residential base
- A lack of space is an issue for the majority of Travelling Showpeople
- Many Travelling Showpeople believe that the shortage of space could be relieved by granting planning permission to land that was already owned
- Travelling Showpeople tend to be well-established at their yards
- Satisfaction with yards tends to be high
- Yards are regarded as being important centres of communities
- Some yards suffer from proximity to busy roads which impacted on noise and safety
- There tends to be agreement that there is a need for more Traveller Showpeople accommodation within North Northamptonshire
- One solution proposed by Travelling Showpeople to the problem of land and space is to grant planning permission to them to provide new accommodation

Accommodation provision

7.5 The 2008 GTAA suggested that there was a need for 6 additional Travelling Showpeople plots within North Northamptonshire, 4 in East Northamptonshire and 2 in Wellingborough. As no increase in provision has taken place since 2008, it is recommended that need remains the same.

<table>
<thead>
<tr>
<th></th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Corby</td>
<td>0</td>
</tr>
<tr>
<td>East Northants</td>
<td>4</td>
</tr>
<tr>
<td>Kettering</td>
<td>0</td>
</tr>
<tr>
<td>Wellingborough</td>
<td>2</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>6</strong></td>
</tr>
</tbody>
</table>

Source: 2008 Northamptonshire GTAA

Summary

7.6 Whilst the 2008 GTAA analysis of Travelling Showpeople was based on a survey, this 2011 update is based on analysis of secondary data only. Only East Northamptonshire and Wellingborough contain Travelling Showpeople yards within North Northamptonshire. It is likely that many of the key issues and the need for accommodation identified by the 2008 GTAA remain relevant today.
8. Conclusions on the evidence

Introduction

8.1 This final chapter draws conclusions. The main source of this is the quantitative analysis in Chapter 6 on Gypsies and Travellers, although reference is also made to qualitative findings.

8.2 Due to the complexity of any attempt to calculate the need for this type of accommodation, it is necessary to specify quite narrowly what is measured and what is not. As such, this chapter will summarise some of the earlier discussion, in Chapters 1 and 2. It then makes a series of recommendations relating to meeting the identified need for new pitches, site management and facilities, and recording and monitoring processes.

Accommodation measurement issues

8.3 Calculating levels of need for Gypsies and Travellers is a complex process, due to the number of factors involved. Firstly, GTAAs differ significantly from conventional models for assessing housing need. As recognised in the CLG guidance, accommodation need goes beyond standard categories of suitability and affordability to encompass Gypsies’ and Travellers’ need to maintain their way of life by living in caravans. The need is not simply for accommodation, but for accommodation which acknowledges their cultural identity based on a mobile lifestyle.

8.4 Secondly there is an issue of data gathering. GTAAs do not possess such large sample sizes as conventional housing need surveys. Nor is it culturally feasible to collect the detailed financial data which is conventionally achieved in mainstream surveys of housing need. The sample sizes required by conventional studies are never achieved in GTAAs. The 2008 Northamptonshire GTAA had a large sample size compared to others carried out so far in England, but was still too small for conventional housing needs analysis. Hence the analysis has to include qualitative data rather than solely quantitative.

8.5 Thirdly, in conventional housing needs analysis it is important to separate analysis of need from the aspirations of respondents. For example, respondents may aspire for one type of housing (for instance a detached bungalow) but in practice (unless financially capable of choosing) be obliged to accept whatever is available that meets their household size requirements.
8.6 It is far harder to make such a distinction in a GTAA. The traditional method of distinguishing need and demand, by considering the ability to buy the required accommodation on the open market, cannot be applied to Gypsies and Travellers: firstly since the barriers to accessing pitches are generally not cost-related, and secondly because gathering reliable financial and employment information from Gypsies and Travellers, due to cultural barriers, is rarely possible.

8.7 This background provides the basis for the definition of need given in the guidance and used in this report (see Chapter 1). This goes beyond the definition used for the settled community based on financial constraints and the standard categories of unsuitability; it also includes accommodation made unsuitable due to the psychological effects brought about by giving up the traditional, caravan-based life.

Policy Changes

8.8 As noted in Chapter 1, the Coalition Government aims to bring about new legislation regarding Gypsy and Traveller accommodation. The proposals are for a more localist way of providing sites for travellers, building on earlier commitments to strengthen measures to tackle the abuse of the planning system. Its first action was to announce its intention to abolish the regional plans which contained the Gypsy and Traveller accommodation targets.

8.9 The new planning policy will give councils the freedom and responsibility to determine the right level of traveller site provision in their area, in consultation with local communities, while ensuring fairness in the planning system. It sits within a broader package of reforms to abolish the previous Government’s Regional Strategies and return planning powers to councils and communities.

8.10 Concern has been displayed by some GTAA communities that the localism agenda could negatively affect disadvantaged minority groups such as the Gypsy and Traveller communities. This concern has been further evidenced by the government’s own consultation on the abolishment of the regional spatial strategies. There is concern that abolition of RSSs will reduce the provision of sites for Gypsies and Travellers and make it harder for local authorities to share out sites over an area larger than the local authority.

8.11 However, it remains to be seen as to whether the proposed changes outlined in the government’s planning consultation document will be in place when the new planning legislation is ratified by Parliament sometime in 2012. Although difficult to determine until the legislation is passed, it is likely that the proposed legislation will significantly impact on local authorities’ potential to provide G&T accommodation.
New pitch provision

8.12 Table 8.1 summarises the results from Chapters 6 and 7:

<table>
<thead>
<tr>
<th>Period</th>
<th>Residential pitches</th>
<th>Transit pitches</th>
<th>Travelling Showpeople Plots</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total 2012-17</td>
<td>7</td>
<td>4</td>
<td>6</td>
</tr>
<tr>
<td>Total 2017-22</td>
<td>23</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Total 2012-2022</td>
<td>30</td>
<td>4</td>
<td>6</td>
</tr>
</tbody>
</table>

Source: North Northamptonshire GTAA Update 2011

8.13 There is therefore a need for residential pitches equivalent to a 25% increase of the current planned supply (138 authorised pitches in 2011) over the next ten years. The main drivers of need are from families living on unauthorised encampments but with a need for a residential pitch in North Northamptonshire, newly forming families on authorised sites, and families transferring from bricks and mortar accommodation to a site.

8.14 In addition there is a requirement for a network of transit sites in North Northamptonshire totalling 4 pitches.

8.15 Table 8.2 shows how these totals are broken down per borough. Kettering has the largest requirement for new pitches, mainly due to the pitches on unauthorised developments and new family formations. Table 8.3 shows housing requirements between 2012-2022, whilst table 8.4 shows transit pitch requirements for the same period.
Table 8.3 G&T Housing requirements 2012-2022

<table>
<thead>
<tr>
<th>Area</th>
<th>Total at 2011</th>
<th>Req’mnt 2012-2017</th>
<th>Total at 2017</th>
<th>Req’mnt 2017-2022</th>
<th>Total at 2022</th>
<th>Total Req’mnt 2012-2022</th>
<th>Annualised Requirement</th>
</tr>
</thead>
<tbody>
<tr>
<td>Corby</td>
<td>2</td>
<td>1</td>
<td>3</td>
<td>1</td>
<td>4</td>
<td>2</td>
<td>0.2</td>
</tr>
<tr>
<td>East Northants</td>
<td>0</td>
<td>2</td>
<td>2</td>
<td>0</td>
<td>2</td>
<td>2</td>
<td>0.2</td>
</tr>
<tr>
<td>Kettering</td>
<td>16</td>
<td>3</td>
<td>19</td>
<td>3</td>
<td>22</td>
<td>6</td>
<td>0.6</td>
</tr>
<tr>
<td>Wellingborough</td>
<td>6</td>
<td>1</td>
<td>7</td>
<td>1</td>
<td>8</td>
<td>2</td>
<td>0.2</td>
</tr>
<tr>
<td>Total</td>
<td>24</td>
<td>7</td>
<td>31</td>
<td>5</td>
<td>36</td>
<td>12</td>
<td>1.2</td>
</tr>
</tbody>
</table>

Source: North Northamptonshire GTAA Update 2011

Table 8.4 G&T Transit pitch requirements 2012-2022

<table>
<thead>
<tr>
<th>Area</th>
<th>2012-2017</th>
<th>2017-2022</th>
</tr>
</thead>
<tbody>
<tr>
<td>Corby</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>East Northants</td>
<td>3</td>
<td>0</td>
</tr>
<tr>
<td>Kettering</td>
<td>1</td>
<td>0</td>
</tr>
<tr>
<td>Wellingborough</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Total</td>
<td>4</td>
<td>0</td>
</tr>
</tbody>
</table>

Source: North Northamptonshire GTAA Update 2011

Conclusions on accommodation need

8.16 Based on the previous 2008 GTAA survey responses, the preferred size for permanent/residential sites is 11 – 15 pitches. Stakeholder comments suggested that smaller sites have fewer inter-family tensions and are therefore easier to manage.

8.17 As shown in Table 8.2, Kettering has the largest requirement for new residential pitches. This distribution is based on where need arises and is not necessarily where it should be met. Specific sites suitable for development should be outlined by local authorities and guidance offered on the type of land that is likely to obtain planning permission as well as land that is unlikely to. Advice on the planning process should also be offered.

8.18 Ongoing monitoring of site provision and vacant pitches should be undertaken by the Local Planning Authorities alongside discussions with Gypsies and Travellers to ensure that any additional need that may arise over the study period is identified. The precise location (along with design and facilities) will however need to be drawn up in consultation with Gypsies and Travellers to ensure the extra provision meets their needs. Government guidance on site design stresses the importance of access to services and the promotion of ‘integrated co-existence’ between the site and surrounding community.53

8.19 The health and safety implications of a new site’s location should be considered in finding a balance between offering sites in good locations and the additional land costs this would entail. The settled community neighbouring the sites should also be involved in the consultation from an early stage. There may be scope for expanding existing sites to meet some of the need. However, the preference is for smaller sites which tend to be easier to manage.

8.20 The need assessment also identified a requirement for transit provision. While a network of transit sites would further reduce the number of unauthorised encampments comprising non-residents passing through North Northamptonshire, the priority should be in bringing forward residential pitches in the short term. Whilst Table 8.4 identifies a requirement for 4 pitches in the 2012-2017 period, if transit pitches are provided before the shortfall in pitches is met, there is a risk that they will effectively be used as permanent/residential sites with all the ensuing management issues that would incur. Resources will be focused on meeting the residential pitch requirements and therefore it is likely that the provision of transit pitches will be met in the long term, post 2017, to facilitate the early delivery of residential pitches.

Summary

8.21 There is an overall shortfall over the next ten years of some 30 residential pitches (in addition to new ones already planned), 4 transit pitches for Gypsies and Travellers and 6 plots for Travelling Showpeople. The policy process that follows on from this research will also need to consider how Gypsies, Travellers and Travelling Showpeople can be helped through the planning process to find suitable sites. The study also highlighted a number of issues relating to the management and condition of sites i.e. that funding for sites must take into account management costs and that smaller sites are easier to manage. Finally, it recommends promoting race equality towards Gypsies and Travellers.