

# GYPSY AND TRAVELLER WELFARE IN CROYDON

## APPENDICES

1. Gypsy and Traveller Welfare Event, 20 July 2016
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# APPENDIX 1

## A scrutiny mini review meeting

### GYPSY AND TRAVELLER WELFARE IN CROYDON INCLUDING ACCESS TO ACCOMMODATION, EDUCATION AND HEALTH SERVICES

The Council Chamber, the Town Hall, Katharine Street, Croydon  
10:15am-4:30pm on Wednesday 20 July 2016

The panel comprised:

Councillor Andrew Rendle (chair)  
Councillor Kathy Bee  
Dr Lisa Scullion

Time	Session details	Speakers
10:15-10:30	<p><b>INTRODUCTION</b></p> <ul style="list-style-type: none"> <li>- The journey so far</li> <li>- Interim report</li> <li>- Scene setting/ facts and figures</li> </ul>	Councillor Andrew Rendle
10:30-12:30	<p><b>SESSION 1 – A NEW APPROACH TO UNAUTHORISED ENCAMPMENTS</b></p> <p><b>Enforcement</b></p> <ul style="list-style-type: none"> <li>- Legislation</li> <li>- Unauthorised encampments on public and private land</li> </ul> <p><b>Transit sites and negotiated stopping places</b></p> <ul style="list-style-type: none"> <li>- What are they and how can they be used</li> <li>- Advantages and disadvantages</li> </ul>	<p>Sgt Andy O'Donnell, Croydon Police</p> <p>Rachel Chasseaud, Tenancy Manager, Brighton and Hove</p> <p>Andy Opie, Head of Safety, LBC</p> <p>Chris MacAvoy, Environmental Enforcement Officer, LBC</p> <p>Liam Mallon, Neighbourhood safety officer, Housing needs, LBC</p> <p>Ilinca Dianonescu, London Gypsy and Traveller Unit</p> <p>Patrick Kinsella, Policy and Campaigns Manager, The Traveller Unit</p>

	<b>Session 1 (continued)</b>	<p>Sarah Clark, Traveller Education Service, Octavo</p> <p>Councillor Sean Fitzsimons, Chair, Scrutiny and Overview Committee was also in attendance</p>
<b>12:30-13:30</b>	<p><b>SESSION 2 - HOUSED TRAVELLERS IN CROYDON</b></p> <ul style="list-style-type: none"> <li>- Size of the community</li> <li>- Challenges and needs</li> </ul>	<p>Ilinca Dianonescu, London Gypsy and Traveller Unit</p> <p>Rachel Chasseaud, Tenancy Manager, Brighton and Hove</p> <p>Sarah Clark, Traveller Education Service, Octavo</p> <p>Patrick Kinsella, Policy and Campaigns Manager, The Traveller Unit</p>
<b>14:00-15:00</b>	<p><b>SESSION 3 – EDUCATION</b></p> <ul style="list-style-type: none"> <li>- Barriers to education</li> <li>- Support mechanisms</li> </ul>	<p>Sarah Clark, Traveller Education Service, Octavo</p> <p>Jenny Duxbury, School Place Planning and Admissions, LBC</p> <p>Patrick Kinsella, Policy and Campaigns Manager, The Traveller Unit</p> <p>Councillor Maggie Mansell, Chair, Health and Wellbeing Board, Croydon was also in attendance</p>
<b>15:00-16:00</b>	<p><b>SESSION 4 – HEALTH</b></p> <ul style="list-style-type: none"> <li>- Health inequalities</li> <li>- Support mechanisms</li> <li>- GP support/ education</li> </ul>	<p>Jimmy Burke, CCG</p> <p>Steve Morton, Assistant Director of Health and Wellbeing, Public Health</p> <p>Councillor Maggie Mansell, Chair, Health and Wellbeing Board, Croydon was also in attendance</p>
<b>16:00-16:30</b>	<b>SUMMING UP</b>	Councillor Andrew Rendle

## APPENDIX 2

### GYPSY AND TRAVELLER ETHNICITY AND WAY OF LIFE

#### Ethnicity

'Gypsies and Travellers' is the term used to refer to all Romany Gypsies and Irish Travellers as defined under the Race Relations Act (1976) (and Scottish Travellers since 2008) and now incorporated into the Equality Act (2010). By inference Roma are included though New Travellers are excluded as a non-ethnic group. Showpeople are covered by separate legislation.

**Please note:** Where Travellers and Gypsies are referred to (with capital letters) within the report, it refers to Gypsies and Travellers as specific ethnic groups. Where 't' is used in 'Travellers', it refers to people of indeterminate ethnicity who are travelling/nomadic. The focus of the report is on the indigenous Gypsy and Traveller population rather than the migrant population which although sharing some similarities have different experiences and discrimination.

Gypsies and Travellers have been part of British society for over 500 years and there are a number of Gypsy and Traveller communities, each with different histories and traditions. These include:

- Gypsies - Romany ethnic groups who have lived in Britain for at least 500 years. Their ancestors originate from northern India.
- Roma - Romany people found all over the world including Central and Eastern Europe, the USA and South America. There are Roma who have been settled for centuries in Greece, Italy and Spain. In terms of migration, the largest groups are from Central and Eastern Europe.
- Irish Travellers - A nomadic group with a distinctive way of life who have been part of Irish and British society since ancient times.
- Scottish Travellers – Travellers who intermittently leave Scotland and although not many travel to the South of England they are occasionally encountered even in London.
- (New) Travellers - People of settled backgrounds who have adopted a travelling way of life in the more recent past, although some are now in their third or fourth generation of travelling.
- Other Travellers include Showmen, Bargees and Circus people.

#### Dialects

European and UK Gypsies have their own dialects of Romani which is related to Sanskrit. Irish Travellers have their own language called Cant or Gammon. Parts of conversation may include phrases in their own language, but most will be in English with dialect.

#### Shared beliefs

Whatever their accommodation, traditional Gypsies and Travellers share many of the same customs and beliefs:

- Close to extended family
- Often led by a (male) head of family or elder - although women often take the lead in community development and engagement with external agencies
- Tend to gender specific roles "Man as the head of the family, woman as the heart"
- Strong customs around cleanliness and modesty
- Many have an aversion to bricks and mortar.

Cleanliness - There are cleanliness rituals that many Gypsies and Travellers still observe in some form (known among Romany/Roma as the mochadi laws). For example:

- One bowl for washing up, another for washing the body.
- Animals and other domestic pets would not normally be housed with the family- they would live outside.
- Clothing washed separately for older/younger people and for males/females

Modesty - Women's underwear would not be displayed on a washing line, but may be hidden under a t-shirt or towel. Older girls and boys sleep in separate trailers. Most Gypsies and Travellers would also consider it immodest and shocking in the extreme to undress in front of an older person once past young age, possibly even their partner, as it shows shame and disrespect to older people.

Culture - Gypsies and Travellers have developed their own traditions in music, story-telling, poetry, art and design, and dance. The art of flamenco in Southern Spain was based on Gypsy music and dance, for example. In the past, many classical composers such as Debussy and Liszt were inspired by traditional Gypsy music. Now youth from the Travelling communities are starting to express their heritage through new musical forms: in the UK, artists such as Tommy Pearce and Jamal Jimenez are part of a growing Gypsy Rap movement.

### The Gypsy and Traveller population

90% of Gypsies and Travellers across the world now live in houses although being nomadic is more common in Western Europe – predominantly in UK and Ireland. In the UK, there are around 300,000 Gypsies and Travellers - 200,000 live in houses and 100,000 in trailers (caravans). Some continue to live a nomadic life, travelling from area to area for part or all of the year. (See **Appendix 3** for information about Gypsies and Travellers in Croydon).

**Around 25,000 Gypsies and Travellers in the UK are homeless and have nowhere legal to stop.**

### Pursuing a travelling way of life

As an ethnic group Gypsies and Travellers have a nomadic heritage which was created by two factors - the pull of economic opportunity and the push of persecution. Gypsy and Traveller cultures have adapted to suit this by working within trades that are highly mobile. Historically, that may have meant working as agricultural labourers or traders - while nowadays it means providing services in the building trade or products that can be easily transported.

Not all Gypsies and Travellers move around with equal frequency. Some groups are highly mobile, moving on to find work or visit family while others live permanently in one area and only travel for a few weeks or months of the year. Some require a secure and safe place where they can maintain their cultural tradition when they stop travelling to temporarily care for sick or elderly relatives or to continue a child's education.

### Education within Gypsy and Traveller culture

Gypsy and Traveller children enjoy and learn from close and supportive family relationships. The culture is one in which children are highly valued, and in which they are involved as members of the community in a

range of activities that provide opportunities for learning. For example, Gypsies and Travellers frequently maintain a cash way of life and children are often quick to learn practical maths skills.

For the Croydon GTANA 2013, stakeholders agreed that whether living on sites or in bricks and mortar accommodation, Gypsy and Traveller families are less likely to access health (see **Appendix 7** Health Inequalities and Exclusion), education or other services. It was however suggested at the Gypsy and Traveller Welfare event that younger Gypsy and Traveller families are keener than previous generations to ensure that their children receive a good education.

See **Appendix 8** – Access to education and employment opportunities for more information.

## Protection by legislation

Gypsies and Travellers are protected from discrimination by the Race Relations Act 1976 (amended 2000), the Human Rights Act 1998 and the Equalities Act 2010, together with other ethnic groups who are recognised in law as having a particular cohesive culture, language or set of values. New Travellers have not been able to prove this and are not therefore included as a specific ethnic group.

The Council must have particular regard to its obligations under Equalities Act 2010 and the Human Rights Act 1998.

### Equality Act 2010 - Public Sector Equality Duty S149

- 1) A public authority must, in the exercise of its functions, have due regard to the need to—
  - a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
  - b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
  - c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

### Human Rights Act 1998 – S6

- 1) It is unlawful for a public authority to act in a way which is incompatible with a Convention right.

#### Relevant Convention Rights

##### Article 8 Right to respect for private and family life

- 1) Everyone has the right to respect for his private and family life, his home and his correspondence.
- 2) There shall be no interference by a public authority with the exercise of this right except such as is in accordance with the law and is necessary in a democratic society in the interests of national security, public safety or the economic well-being of the country, for the prevention of disorder or crime, for the protection of health or morals, or for the protection of the rights and freedoms of others.

##### Article 14 Prohibition of discrimination

The enjoyment of the rights and freedoms set forth in this Convention shall be secured without discrimination on any ground such as sex, race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth or other status.

# APPENDIX 3

## GYPSIES AND TRAVELLERS IN CROYDON

### 1. LIVING ON SITES

This Appendix provides information about the Gypsy and Traveller community in Croydon and has been heavily drawn from the Croydon Gypsy and Traveller Accommodation Needs Assessment (GTANA) which was undertaken in 2013, we all as from information received from speakers at the Gypsy and Traveller Welfare event on 20 July 2016. (See **FAQs 1** in this report for more information about pitches and sites).

The aim of the GTANA 2013 study was to quantify the accommodation and housing related support needs (at that time) of Gypsies and Travellers in Croydon for the period 2013/14-2033/34.

The GTANA 2013 report considered a range of Gypsy and Traveller groups found in Croydon, including English Gypsies, Irish Travellers, New Travellers and Travelling Showpeople across different tenure types - drawing on primary and secondary data sources including:

- Secondary information: including a literature review and secondary data analysis
- Stakeholder consultation: with local organisations involved with Gypsies and Travellers
- Face-to-face surveys of Gypsies and Travellers

The GTANA 2013 research of Gypsies and Travellers living on sites was based on a survey of 27 households in the survey area. Gypsies and Travellers living in bricks and mortar accommodation were surveyed separately.

*Breakdown of sample living on sites*

	Authorised site	Unauthorised site	Total
Families	18 (67%)	9 (33%)	27 (100%)

Other information from the GTANA 2013 is provided elsewhere in the report and appendices.

### Numbers living in Croydon

The 2011 Census suggested that there were 234 Gypsies and Travellers living in Croydon – but this is likely to reflect the larger proportion living in bricks and mortar accommodation. In 2011 the total population of Croydon was 363,378.

In addition to Gypsy and Traveller groups passing through the borough, the GTANA 2013 indicated that there were 27 families living on sites in Croydon:

- 18 families on the authorised site at Lathams Way (57 individuals)
- 9 families on unauthorised sites (39 individuals)

At the Gypsy and Traveller Welfare event, the Environmental Enforcement Manager and representative from the Police informed the panel that there are two transient groups which base themselves in the borough:

- Group 1 – is an extended family which does not cause problems or anti-social behaviour issues. They run a business which is based in Croydon and are well known to the Council and Police. Officers are in constant contact with them as they move around the borough. In recent months this

group has been living on land which they own and had applied for planning permission to develop. Planning permission has been refused and officers believe that they will need to return to a more transient way of life. Officers would support any proposal to offer pitches on a permanent site to this family group.

- Group 2 – is a larger group which is difficult to engage with although they also have a business in the borough. They are hostile to council officers and the Police and resist when officers attempt to undertake statutory welfare assessments. They are believed to be prolific fly-tippers, rogue traders, suspected of criminal behaviour and are hostile and aggressive. Officers believe that they would not accept a permanent site if it was offered as they would not be prepared to provide the necessary identity information or pay rent, council tax or make payments for other services.

## Numbers passing through Croydon

The Gypsy and Traveller Welfare event panel was informed by the Environmental Enforcement Officer that the number of Gypsies and Travellers passing through Croydon varies dramatically from year to year and that the summer is generally the period during which most visit. (See **FAQs 2** in this report for more information about enforcement and removal of unauthorised encampments).

The Neighbourhood Safety Officer informed the panel that Roma pass through the borough on occasion.

When Gypsies and Travellers visit the borough, welfare assessments are carried out and engagement with the group is attempted. Sometimes this is easier than other times. He added that so far 2016 has been quiet with few visiting groups and that this has been true in neighbouring boroughs (including Lambeth, Kingston and Bromley) as well.

The representative from the Police added that the size of the groups also varies and that the largest group which has visited Croydon comprised 90 caravans through generally the groups are considerably smaller than this. In early summer groups might stop off in Croydon on the way to the south coast or to the Epsom Derby.

This evidence is reflected in the number of unauthorised encampments over the past few years:

2014	43 reported encampments
2015	89 reported encampments
2016	16 reported encampments (to 4 August 2016)

The Tenancy Manager at Brighton and Hove agreed that numbers vary and that visits are impossible to predict and are subject to events, fairs, family events and work.

## Demographics

The average Gypsy and Traveller family size in Croydon in 2013 was 3.6 (UK average 2.4). Most families on the authorised sites described themselves as Romany Gypsies (89%) while all those living on unauthorised sites described themselves as Irish Travellers. It is likely the Gypsy and Traveller population in Croydon will grow due to larger family sizes and short generations as they marry and have children at a relatively young age.

## Residency in Croydon



The GTANA 2013 findings emphasised the residential longevity of Gypsies and Travellers in Croydon.

All the families living at Lathams Way said they had no intention of moving in the future – and 37% were satisfied with the site (66% were neither satisfied nor unsatisfied).

Those in unauthorised encampments stated they would move from their current site but intended to stay in Croydon, stressing that they had lived in Croydon for many years. Over half (55%) of those living on unauthorised sites were dissatisfied with conditions.

- 75% cited 'living next to family' the main reason for satisfaction with the site they live on.- other reasons given included: 'always lived here'(11%), 'feel safe' (4%), 'living in a secluded location'(4%), 'like Croydon'(4%), and 'better than nowhere'.
- The most common reasons for dissatisfaction with living on sites were 'being moved on' (26%), 'traffic' (26%), 'amenities need upgrading' (16%), 'too much rubbish'(13%), 'poor environment' (10%), 'poor postal service'(6%), and 'overcrowded' (3%).
- One key issue is safety. Most (95%) of families living on the authorised site felt safe, compared to three quarters (75%) of families living on unauthorised sites. However, few families living on either authorised sites (11%) or unauthorised sites (18%) felt that their current sites offered safe places for children to play and limited space was an issue for families living on authorised sites (63%) and unauthorised sites (89%).
- Families living on unauthorised sites spoke about problems disposing of rubbish. They felt that the provision of transit or emergency sites would address this issue as they would contain suitable amenities for the disposal of rubbish. They said that this would reduce council costs in the long term and help minimise conflict with the settled community.

## 2. TRAVELLING IN CROYDON

The Croydon GTANA 2013 showed that:

- All Gypsy and Traveller households living on unauthorised sites had travelled five or more times during the previous 12 months
- 84% of those living on the authorised site had not travelled at all in the previous 12 months
- 71% of families (who had moved) said that the last type of site they used was an unauthorised encampment compared with 4 (24%) households using a private site and 1 (6%) using a council site.
- Over three quarters (83%) families had remained for less than 1 month at their previous unauthorised site, whilst 2 (17%) had stayed for between 1-3 months.
- No families responding to the GTANA 2013 survey had stayed at their previous unauthorised site for more than 3 months.

**The Tenancy Manager from Brighton and Hove informed the panel that a key factor in preventing unauthorised encampments was the development of permanent provision. In their experience 86% of unauthorised encampments were the result of the same groups moving from place to place in the city.**

At the Gypsy and Traveller Welfare event, the Tenancy Manager from Brighton and Hove informed the panel that repeat unauthorised encampments in Croydon by a small number of families follows a very similar pattern to that experienced in Brighton. She also stated that:

- Brighton and Hove has tried to predict numbers of unauthorised encampments using data collected over time and has concluded that it was not possible to do so with any accuracy
- Council services therefore need to be very responsive and agile in order to cope with unauthorised encampments
- Brighton and Hove used to have a transit site with 23 pitches (10% of the total transit provision in England) but no permanent residential site
- The transit site has now been redeveloped (opened in July 2016) to comprise 21 transit pitches and 12 permanent pitches

### Travelling more often

The GTANA 2013 and anecdotal evidence is that many Gypsies and Travellers living on authorised sites would like to travel more often.

Rules relating to licence/tenancy agreements in some areas preclude this as they may lose the pitch if away for more than three or four weeks in a year. This is in contrast to people living in housing where absence does not lead to loss of accommodation and thus may impact on cultural practices and the human rights of some Gypsies and Travellers.

### Reasons for travelling

When asked their reasons for travelling, the main reasons given included:

- Cultural reasons (67%)
- Being moved on (24%) (all consisting of Travellers living on unauthorised sites)
- To visit family (9%)

### Stopping travelling

Nearly two thirds (64%) of Croydon Gypsy and Traveller families said that they would never stop travelling, while just 7 (25%) said that they had already stopped, and 1 (4%) said that they would stop travelling in the future.

Reasons for stopping travelling included:

- Health and support needs (72%)
- Age/too old (17%)
- Wanting to settle (11%)

This is critically important in the light of recent central government policy changes (2015) implemented in 2016, whereby ceasing to be nomadic, even if for health/education reasons, removes a person's status as a Gypsy or Traveller in terms of planning legislation. This removes a Gypsy or Travellers right to access or to remain on a site even though their 'ethnic' status as a Gypsy or Traveller remains in place.

## 3. HOUSED GYPSIES AND TRAVELLERS IN CROYDON

In order to avoid the eviction cycle or to access vital services including education, some Gypsy and Traveller families accept the alternative of living in settled housing (see also **Appendix 6**).

There are 150-200 housed Travellers and Roma families in Croydon – mainly housed in the private rented sector. Some families are housed in social housing. However, according to the GTANA 2013, nearly one third (30%) of families stated that they were very dissatisfied with living in bricks and mortar accommodation.

The research for the GTANA 2013 report was based on a survey of 10 households living in bricks and mortar accommodation within Croydon. The survey households were identified by the Croydon Traveller Education Service.

In relation to the assessment of accommodation needs, the GTANA 2013 indicated that 80% of respondent households currently living in bricks and mortar accommodation would, or were likely to, move to a different home within the next five years. The main reasons for wanting to move included the impact of the benefit cap (50%), not enough space (50%), due to harassment (38%), because they can't settle (13%), or due to a threat of eviction (13%).

In terms of accommodation preferences, three quarters (75%) of families likely to move home would prefer to live on a local authority owned site whilst a quarter (25%) stated that they would live in any type of accommodation as long as they could move. Half (50%) wanted to remain in Croydon.

#### 4. ACCESS TO SERVICES IN CROYDON

Generally, respondents to the GTANA 2013 said that access to services such as shops, post offices, health services, and primary and secondary schools was 'easy' or 'okay' and only 1(4%) reported access as 'hard'.

However, there were differences between Gypsies and Travellers living on the authorised site and those living on unauthorised sites with 89% of the former stating access to shops as being 'easy' compared with none for the latter.

Just under a half (46%) of all respondents stated that they had suffered discrimination when trying to access services. Similarly, 21 (75%) stated that they had been a victim of racism or bullying. However, none of the Gypsies and Travellers experiencing harassment or bullying had reported the incidence to the police. The main reasons for not doing so included wanting to deal with such problems within the Gypsy and Traveller community or believing that reporting incidences to authorities would be ineffective.

See **Appendix 7** for further information about access to health services.

For more information on factors relating to access to education, see **Appendix 8**.

## APPENDIX 4

### GYPSY AND TRAVELLER ACCOMMODATION NEEDS

#### Housing legislation

Housing legislation affects Gypsies and Travellers living in bricks and mortar accommodation as well as those living on authorised or unauthorised sites.

The Homelessness Act 2002 placed a duty on local authorities to produce a Homelessness Strategy that identifies sections of the communities experiencing homelessness or bad housing and how those issues will be addressed.

The 2006 Code of Guidance accompanying homelessness legislation requires local authorities to initiate a homelessness application when it becomes clear and that someone is homeless or living in unsuitable accommodation – although the application cannot proceed without that person(s) permission.

The Housing Act 2004 recognised the shortage of authorised sites and the potential for conflict within local communities. The Act requires local authorities to carry out an assessment of the accommodation needs of Gypsies and Travellers within their area, and that those assessments should inform regional and local planning processes.

The panel at the Gypsy and Traveller Welfare event in July 2016, noted that the Streets, Environment and Housing Scrutiny Sub-Committee is considering a pre-decision item on housing allocations at its meeting in September 2016. During the course of the event in July 2016, the need for further information from the Council's housing department about Gypsies and Travellers living in bricks and mortar accommodation within the borough and the council's approach to the Gypsies and Travellers as protected ethnic groups became apparent. Alongside this, information about how the needs of Gypsies and Travellers living in bricks and mortar accommodation are being delivered through the Council's tenancy and homelessness strategies was considered to be useful.

For more information, see:

**Appendix 3, Section 1** – Gypsies and Travellers in Croydon

**Appendix 5** - Gypsies and Travellers living on authorised sites in Croydon

**Appendix 6** - Gypsies and Travellers living in bricks and mortar accommodation.

#### National perspective

The Homelessness Act 2002 placed a duty on local authorities to produce a Homelessness Strategy that identifies sections of the communities experiencing homelessness or bad housing and how those issues will be addressed. This duty applies equally to Gypsies and Travellers whether they are transient or in need of housing in bricks and mortar accommodation.

**It is estimated that 1 square mile of land would be enough to provide all the pitches that are needed in the UK and largely solve that problems of unauthorised encampments.<sup>i</sup>**

The Housing Act 2004 recognised the shortage of authorised sites for Gypsies and Travellers and this was reinforced in 2008 when the Department for Communities and Local Government stated<sup>ii</sup> that nationally around one in four Gypsy and Traveller households have nowhere to call home.

Planning Policy for Travellers Sites 2012 and 2015 further updated the Housing Act and require local authorities with Housing responsibilities to meet the development needs of the Travelling community, where possible, setting pitch targets for Gypsies and Travellers which address the likely permanent and transit site accommodation needs of Travellers in their area and working collaboratively with neighbouring local planning authorities.

### **Local need**

The Croydon Gypsy and Traveller Needs Assessment (GTANA 2013) established that 49 permanent pitches and an emergency stopping place are required to provide for the full twenty years of need to 2033. The GTANA 2013 also stated that 93% of Gypsies and Travellers in Croydon believe that there is a need for additional transit pitches or emergency stopping places<sup>1</sup> within the area.

**The evidence clearly shows that the overall scale of the need for Gypsy and Traveller sites in Croydon is tiny in comparison to wider housing needs - space for 36 pitches (caravans) by 2033 compared to some 30,000 new homes in the same period<sup>iii</sup>.**

In 2015, the Proposed Submission Croydon Local Plan: Strategic Policies – Partial Review adjusted this figure to 36 pitches net to reflect the proportion of overall homes that can be provided in Croydon and is being planned for through the Local Plan (Proposed Submission Croydon Local Plan: Strategic Policies – Partial Review Policy SP2).

**Croydon council, as local planning authority, produced a summary note relating to Gypsies and Travellers planning matters. This is included below.**

## **LOCAL PLANNING AUTHORITY NOTE FOR SCRUTINY COMMITTEE 20<sup>TH</sup> JULY 2016 REGARDING GYPSY AND TRAVELLERS PLANNING**

### **Legislation Background**

The Planning Policy for Traveller Sites (PPTS) published in August 2015 should be read in conjunction with the National Planning Policy Framework (NPPF) and requires local planning authorities to meet the development needs of the travelling community, where possible, setting pitch targets for Gypsy and Travellers which address the likely permanent and transit site accommodation needs of travellers in their area, working collaboratively with neighbouring local planning authorities.

Policy H in the PPTS sets out how planning applications should be assessed and requires decision takers to consider: the existing need for sites, the availability (or lack) of alternative accommodation, other personal circumstances, and that a local criteria be used to guide the allocation of sites. However, it makes it clear that subject to the best interests of the child, personal circumstances and unmet need are unlikely to clearly

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<sup>1</sup> 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 in a year. 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.

outweigh harm to the Green Belt and any other harm so as to establish very special circumstances. Policy E Traveller Sites in Green Belt states that traveller sites (temporary or permanent) in the Green Belt are inappropriate development.

However, the National Planning Policy Framework (NPPF) does allow for the redevelopment of previously developed Green Belt sites (NPPF paragraph 89, 6<sup>th</sup> bullet).

The PPTS requires local Planning authorities to establish criteria to guide land supply allocations where there is an identified need and states that their policies should ensure that they do the following:

- a) promote peaceful and integrated co-existence between the site and the local community
- b) promote, in collaboration with commissioners of health services, access to appropriate health services
- c) ensure that children can attend school on a regular basis
- d) provide a settled base that reduces both the need for long-distance travelling and possible environmental damage caused by unauthorised encampment
- e) provide for proper consideration of the effect of local environmental quality (such as noise and air quality) on the health and well-being of any travellers that may locate there or on others as a result of new development
- f) avoid placing undue pressure on local infrastructure and services
- g) do not locate sites in areas at high risk of flooding, including functional floodplains, given the particular vulnerability of caravans
- h) reflect the extent to which traditional lifestyles (whereby some travellers live and work from the same location thereby omitting many travel to work journeys) can contribute to sustainability

## The Need

The Gypsy and Traveller Accommodation and Needs Assessment (GTANA) 2013 established that 49 permanent pitches are required and an emergency stopping place to provide for the full twenty years of need to 2036. There is no need identified for transit accommodation. The Proposed Submission Croydon Local Plan: Strategic Policies – Partial Review adjusts this figure to **36 pitches net** to reflect the proportion of overall homes that can be provided in Croydon and is being planned for through the Local Plan (Proposed Submission Croydon Local Plan: Strategic Policies – Partial Review Policy SP2).

Summary of Gypsy and Travellers net accommodation needs 2016-36			
Period	Residential Pitches		Emergency Stopping Places
Total 2016-2021	19	Consists of 9 Romany, 8 Irish, 2 from in housing (Romany) / overcrowding (Romany)	1
Total 2021-2026	5		0
Total 2026-2031	5		0
Total 2031-2036	7		0
<b>Total 2016-2036</b>	<b>36</b>		<b>1</b>

- The first five years (2016-2021) supply figure for pitches in the GTANA is adjusted to 19 pitches (from 27) with a further 5 pitches required in the following 5 years (adjusted from 7), making a total of 24 pitches for the first ten years.

- Two sites are required reflecting the different ethnicity provision.
- An emergency stopping place is required.

### The Search

As part of the Local Plan preparation the Council carried out a 'call for sites' in 2013 and again in early 2014, for all land uses which included Gypsy and Traveller sites. No sites were submitted for this use.

The Council looked at all opportunities for Gypsy and Traveller sites on brownfield sites that met the established site specific criteria. The search was extended to Green Belt sites to ensure a comprehensive borough wide search was made for suitable sites and to enable the Council to demonstrate at the Examination into the Local Plan that all possibilities have been considered. The search was carried out in the context of the NPPF, Green Belt policy and the designation of Green Belt was awarded a high negative score in the 'Assessment and selection of sites for Gypsy and Travellers', reflecting that inappropriate development in Green Belt will be resisted, except in very special circumstances.

The evidence can be found [here](#):

### The preferred options proposed in the Croydon Local Plan: Detailed Policies and Proposals

As the NPPF allows for the redevelopment of previously developed Green Belt sites (paragraph 89, 6<sup>th</sup> bullet), sites identified in the Assessment as 'with built form' were given a lower Green Belt negative score.

Three previously developed Green Belt sites were identified as preferred options for Gypsy and Traveller sites to include a stopping place in the Local Plan consultation November - December 2015:

- Coombe Lodge Nursery, off Conduit Lane
- Coombe Farm off Oaks Road
- Pear Tree Farm, Featherbed Lane

A mobile home and amenity block which would be located on each pitch would count as built form and the proposed development would need to be of a similar quantum to the existing built area on each site to 'not have a greater impact on the openness of the Green Belt' in compliance with the NPPF.

Following the consultation on the three preferred options, particularly representations from landowners and receipt of the Strategic Flood Risk Assessment Level 2, it was determined that these three sites were not deliverable<sup>2</sup> or developable<sup>3</sup>.

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<sup>2</sup> To be considered deliverable, sites should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that they will be delivered on the site within five years and in particular that development of the site is viable. Sites with planning permission should be considered deliverable until permission expires, unless there is clear evidence that schemes will not be implemented within five years, for example they will not be viable, there is no longer a demand for the type of units or sites have long term phasing plans.

<sup>3</sup> To be considered developable, sites should be in a suitable location for development and there should be a reasonable prospect that the site is available and could be developed at the point envisaged.

## The emerging Local Plan proposed submission sites in the Croydon Local Plan: Detailed Policies and Proposals (publication 5 September to 17 October 2016 following Cabinet approval on 11<sup>th</sup> July 2016)

A further investigation has been carried out of sites in employment use (brownfield only) and sites in Council ownership previously assessed as providing the best opportunity of identifying a NPPF deliverable site. The high level employment use screening did not identify a suitable site for a permanent site or stopping place.

As an outcome of the work above the potential for expansion of the existing Gypsy and Traveller site at Latham's Way is under consideration. The feasibility study is underway and includes considering a phased delivery to cause as little disturbance as possible to existing residents. It has provisionally established that three additional pitches could be created.

As a consequence of the further work undertaken to inform the Proposed Submission of the Croydon Local Plan: Detailed Policies and Proposals, the Plan includes site 324, Purley Oaks Depot, as a site allocation for a permanent site for Gypsy and Travellers. A feasibility study has established that twenty pitches could be provided on the site. Along with the provisional three new pitches at Latham's Way, a total of 23 pitches are planned to be provided in the first ten years of the Local Plan, to 2026, subject to adoption of the Croydon Local Plan and approval of subsequent planning applications.

An emergency stopping place was originally to be included within the allocation for a permanent site. However, the Purley Oaks Depot site is of insufficient size to include an emergency stopping place. Furthermore, no suitable and available location has been identified from the search of the Local Plan's database of sites or from discussion with Council officers and private landowners, including Call for Site exercises in 2014/15 and subsequent consultation on the Local Plans in November – December 2015.

The broad locations for Gypsy and Traveller sites for 2026-36 is identified as Strategic and Separated Industrial Locations (Tier 1 sites) in Policy SP3.2 of the Proposed Submission Croydon Local Plan: Strategic Policies – Partial Review, subject to the Gypsy and Travellers demonstrating they have a qualified connection to Croydon, which is defined in the supporting text to the policy. Furthermore, any proposed site must meet the policy criteria of Policy SP2.10 for a Gypsy and Traveller site, and the other applicable policies of the Croydon Local Plan and London Plan. This policy has been developed in recognition of the difficulty to find suitable sites for permanent accommodation or a stopping place.

### **In summary: the Proposed Sites to include in the Proposed Submission Croydon Local Plan are:**

For the first ten years of the Local Plan - to 2026

- Latham's Way - 3 new pitches (provisional)
- Purley Oaks Depot - 20 pitches
- No allocation of an emergency stopping place

For 2026 - 36: broad location of Strategic and Separated Industrial locations (Tier 1 Sites) subject to meeting the relevant planning policy criteria.



## AUTHORISED SITES FOR GYPSIES AND TRAVELLERS

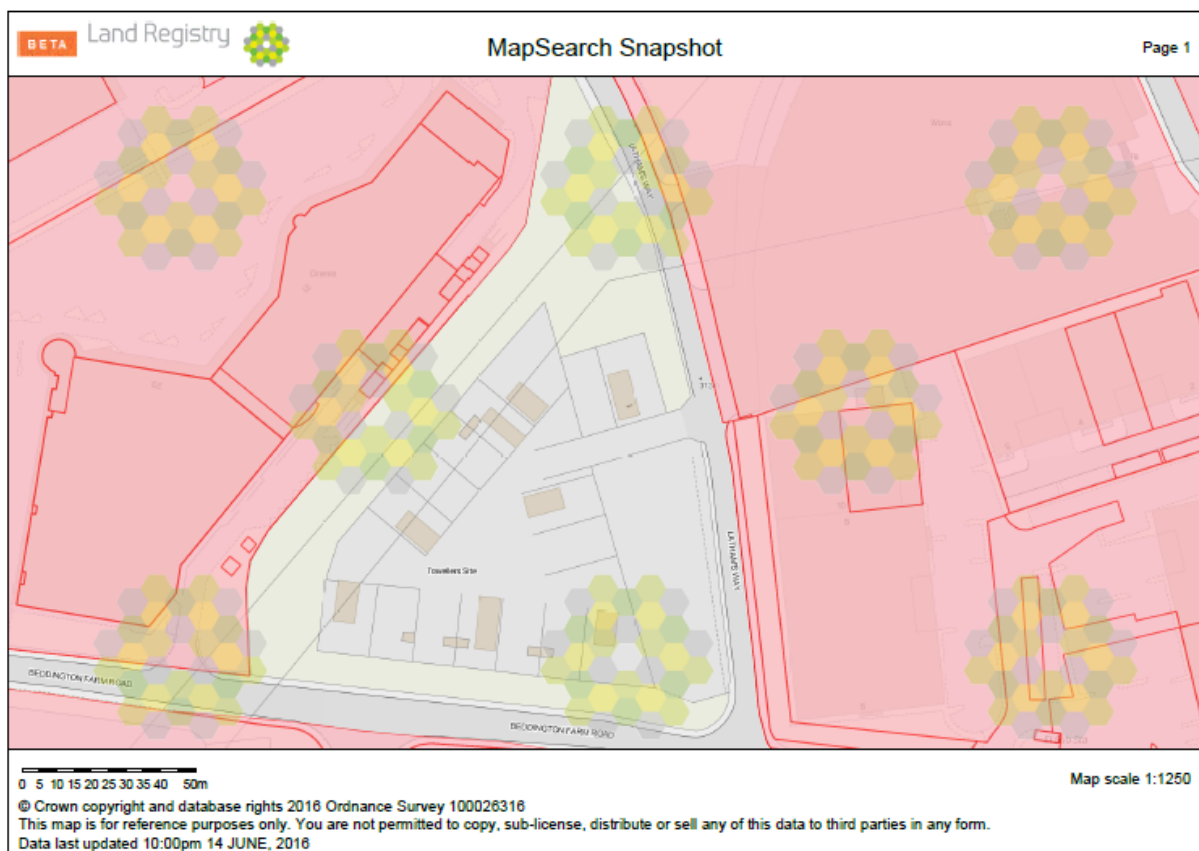
(See **FAQs 1** in this report for more information about pitches and sites).

### 1. CURRENT AND FUTURE PERMANENT RESIDENTIAL SITES

#### Lathams Way site

Croydon Council manages a small residential site for Romany Gypsies at Lathams Way. This originally opened in 1988 and has 19 pitches, with 3 of the larger pitches housing 2 trailer caravans.

- One of the family members acts as warden for the site and it is largely self-managed.
- The families pay a small licence fee to the council as well as gas and electricity charges.
- There are historic issues relating to the drains which block frequently and waste disposal is another issue which relates to the site.



At the Gypsy and Traveller Welfare event in July 2016, the Neighbourhood Safety Officer raised matters relating to:

- The growing number of family members on the site with resulting overcrowding and it is estimated by those living there that they need 4 additional pitches to satisfy current needs
- On pitches with more than one caravan – the second caravan cannot be plumbed resulting in less than satisfactory sanitary conditions

- Stables and horses on the site lead to issues with blocked drains – although were cleared recently
- There are issues relating to child safety as joy riders use the roads near the site
- The potential to expand the site subject to planning consent
- The ownership of the site which was unclear and it is surrounded by industrial sites
- In common with many sites nationally, the Lathams Way site has not been subject to cyclical repairs and maintenance (it was last refurbished 18 years ago) and reconfiguration of the site through the development of an improvement plan would be beneficial.
- Improved management of the site and engagement by the housing department is also needed

The Neighbourhood Safety Officer informed the panel that he believed the residents of Lathams Way would be willing to move to a new permanent site in the borough in order to facilitate the redevelopment of Lathams Way and subsequent allocation of pitches to other family groups.

**At the Gypsy and Traveller Welfare event, the representative from the London Gypsy and Traveller Unit suggested a bid to the Mayor's Affordable Homes Fund could result in funding for site refurbishment/redevelopment as well as a liaison officer.**

The emerging Local Plan report approved by Cabinet on 11 July 2016, provided details of an investigation of potential sites for Gypsies and Travellers and the potential for expansion of the existing Gypsy and Traveller site at Lathams Way is being considered.

A feasibility study is underway and is likely to include a phased delivery to cause as little disturbance as possible to existing residents. It has provisionally established that three additional pitches could be created – though this review received evidence that four pitches were needed to address overcrowding at the site.

The representative from the Traveller Movement, present at the Gypsy and Traveller Welfare event, suggested that 'quick wins', such as clearing block drains, helps engagement and longer term relationship building with the community.

### Future site(s)

As a consequence of the further work undertaken to inform the Proposed Submission of the Croydon Local Plan: Detailed Policies and Proposals, the Plan includes a site allocation for a permanent site for Gypsy and Travellers at Purley Oaks Depot. A feasibility study has established that twenty pitches could be provided on the site. Along with the provisional three new pitches provisionally identified at Lathams Way, a total of 23 pitches could be provided in the first ten years of the Local Plan (by 2026) subject to adoption of the Croydon Local Plan and approval of subsequent planning applications.

Councillor Sean Fitzsimons who was present for Session 1 of the Gypsy and Traveller Welfare event, informed the panel that he felt the council needs to challenge itself to do more to find appropriate permanent residential sites for Gypsies and Travellers.

The Tenancy Manager from Brighton and Hove informed the panel at the Gypsy and Traveller Welfare event that in developing new sites, engagement with the static population is essential. In Brighton and Hove, the council and the Police had worked hard to change perceptions over a number of years (since 2007) before its new combined transit/permanent site open in July 2016.

Communicating the financial benefits to council tax payers of investing in a permanent site had been one factor which had helped and it is expected that the new site would be self-funding.

At the Gypsy and Traveller Welfare event, it was suggested by the representative from the London Gypsy and Traveller Unit that a Traveller family in Croydon (which has recently been refused planning permission to develop their own land) have an asset which could be used in a possible land swap negotiation for the council.

### Self-funding opportunity

The panel at the Gypsy and Traveller Welfare event heard that in Brighton and Hove, the settled community has become reconciled to a new combined permanent and transit site as it has been demonstrated to them that it is a good use of public money by reducing costs to the council eg. for waste collection and clean up, repairs to gates and barriers as well as reducing the legal and court costs. Moreover the new site will be self-funding due to the rents and fees paid by its Gypsy and Traveller residents.

### Site design

The Gypsy and Traveller Welfare event panel heard from the Tenancy Manager at Brighton and Hove that it had referred to the DCLG 'Designing Gypsy and Traveller Sites - Good Practice Guide' when it designed its new combined site.

Decent homes are a key element of any thriving, sustainable community including Gypsy and Traveller communities and the guide stresses the importance of good design in developing high quality new sites. In particular, it aims to help:

- Local authorities who wish to develop a new site, or refurbish the whole or part of a site
- Registered social landlords who wish to develop or refurbish a site
- Private developers or architects working with site developers
- People who will be living on a site and are participating in its design.

The guidance makes clear that there is no single, appropriate design for sites, any more than there is for general housing development. Early and regular consultation with prospective residents is a crucial element in getting the design right for any new site by taking into account capacity, the physical characteristics of the site, long term sustainability and the traditional and cultural needs of Gypsies and Travellers.

The panel at the Gypsy and Traveller Welfare event heard that a horseshoe shaped layout with two access points was popular as this allowed space for the pitches, sheds and a play area for children. Speakers at the event agreed that smaller sites, rather than 'super' sites which comprised 30-40 pitches, are also preferred.

### Site management

The panel at the Gypsy and Traveller Welfare event heard from the Neighbourhood Safety Officer that the site at Lathams Way is largely self-managed by one of the family members, and that this has been the case for a number of years. During the Gypsy and Traveller Welfare event, questions were raised about the involvement of the council in the monitoring of the Lathams Way site and the panel believes that the housing department could do more to engage with the residents on the site. Councillor Sean Fitzsimons informed the panel that he believes there is less engagement with the residents of Lathams Way now than there had been in 1980s and 1990s.

The Tenancy Manager from Brighton and Hove informed the panel that the new residents of its new combined site had asked the council to manage the site to ensure fairness. The council had also taken the opportunity to reset and rewrite its occupation agreements in consultation with the community. The rules and consequences are very clear and enable the council to take enforcement action if necessary. She also informed the panel that she is aware that self-management is successful on sites elsewhere.

The representative from the London Gypsy and Traveller Unit informed the Gypsy and Traveller Welfare event panel that best practice occurs when there is a dedicated officer to manage sites and when regular visits take place to resolve issues. She also informed the panel that councils across London exhibit a range of different standards and that responsibility for Local Authority run sites is best managed alongside social housing within relevant departments.

### Pitch allocation

Pitch allocation and the Allocations Policies which control the fair allocation of pitches on sites are crucial due to the likely over subscription for pitches. The panel heard from the Tenancy Manager at Brighton and Hove and the representatives from the London Gypsy and Traveller Unit and the Traveller Movement, that clear procedures for allocating pitches – either based on a waiting list or points system – needs to be developed in conjunction with Gypsy and Traveller communities. It is important not to allocate pitches based on ethnicity.

Although there is considerable anecdotal evidence that Gypsy and Traveller groups of different ethnicity will not live alongside each other, evidence presented at the Croydon Gypsy and Traveller Welfare event in July 2016 suggested that this may not be as rigid as previously thought.

The Tenancy Manager at Brighton and Hove informed the panel that there is a need to be sensitive about group difference but the Friends, Families and Travellers group felt there are sufficient commonalities between groups that working with them as an overarching group is desirable. Local authorities should put a strong Allocation Policy in place, offer pitches based on that policy (not ethnicity) and allow individuals to make the decision about whether or not to accept the pitch(es). Some individuals/families will be more sensitive to living on a mixed site than others.

The representative from the Traveller Education Service informed the panel that the design of larger sites and the allocation of pitches (in family groups) could allow Gypsies and Travellers to maintain their identity on mixed sites.

### Repairs and maintenance

The panel heard from the representative from the London Gypsy and Traveller Unit that repairs and maintenance of local authority owned Gypsy and Traveller sites are often not given the same repairs and maintenance treatment as council housing and that sites are often not included in cyclical repair contracts. This is often the result of lack of clarity about where responsibility for sites lies within housing departments.

It was not clear to the panel which department within the council takes responsibility for repairs and maintenance and the supposition was that an ad hoc approach (as evidenced by recent drain clearing at Lathams Way) is taken. The panel heard that a 'best practice' approach is that Gypsy and Traveller sites should sit within the housing service responsible for other local authority housing.

## Community space and engagement

The Tenancy Manager from Brighton and Hove informed the panel that its new combined site includes a community space. Fire, Police, Education, Health and social services will be able to use the space for engagement and provide residents with access to services. It will also be used for social events and clubs including a knitting club and homework clubs. She also stated that it is a longer term aim to open the community space to Gypsies and Travellers housed in bricks and mortar accommodation as it will help provide them with a cultural link to a more traditional way of life (see also **Appendix 10**).

The representative from the London Gypsy and Traveller Unit informed the panel that best practice is found where site residents can come together to find common ground and that this can help overcome differences in ethnicity between groups. This can be achieved without a physical space, such as a community centre, through the development of residents' groups based on tenancy residents' association models. This helps enable residents to have a collective voice.

## 2. TRANSIT SITES

A temporary or transit site (also known as a stopping place) is a specifically built site, much like a permanent site, with a hard standing and access to services (such as water and electricity). On the transit site Gypsy and Traveller residents have a clearly marked 'pitch'. The only significant difference between a permanent site and a transit site is that Gypsies and Travellers are not allowed to stay beyond a defined period (usually between 28 days and three months). Residents of transit pitches pay a returnable deposit and rent, as well as electricity and water charges. Sometimes several transit pitches are built to form part of an existing permanent site (as is the case in Brighton).

The Tenancy Manager from Brighton and Hove reported that East Sussex, which has had permanent and transit sites for some time, has a very low incidence of unauthorised encampments. She added that West Sussex has also adopted an approach of having permanent and transit sites and that with Brighton and Hove's new combined site a strategic regional approach was being developed. Void costs are a factor when considering the development of a transit site although the power to use S62 CJPOA is a significant benefit.

The panel heard from the Head of Safety and the Police that there are concerns that the provision of a transit site in the borough could result in Croydon becoming a magnet for Gypsies and Travellers looking for accommodation and that a pan-borough approach may be needed.

### Police power s62 CJPOA 1994

The stated benefit to local statutory authorities, especially the Police, of having a 'transit' site is that, where a pitch on the transit site is available, it enables the Police power (Section 62 CJPOA 1994) to 'direct' unauthorised campers to move to the transit site (this power can apply to a location for negotiated stopping also) or leave the area.

The Tenancy Manager from Brighton and Hove informed the panel that the council will use this power to direct Gypsies and Travellers to its transit site when it has spaces available. S62 cannot be used when the transit site is full. Where necessary (ie. when there is insufficient space at the transit site for all the caravans in a group) Brighton and Hove will use a partial S62 to split groups and direct some to the transit site. The council has a written agreement and process in place on how this is to be done and this was developed with Friends, Families and Travellers, a national support group for Gypsies and Travellers.

(See **FAQs 2** for more information about enforcement and removal).

## Croydon's response

The recent report to Cabinet on the emerging Local Plan stated that although an emergency stopping place was originally due to be included within the allocation for a permanent site, the Purley Oaks Depot site is of insufficient size to include an emergency stopping place (see **Appendix 4** for a statement submitted to the Gypsy and Traveller Welfare event by Croydon council as Local Planning Authority).

Furthermore, the report states that no suitable and available location has been identified from the search of the Local Plan's database of sites or from discussion with Council officers and private landowners, including Call for Site exercises in 2014/15 and subsequent consultation on the Local Plans in 2015. By their nature transit sites are usually provided in isolated areas where there are likely to be fewer objectors.

## Pan-borough working

At the Gypsy and Traveller Welfare event, the panel noted that Croydon is small geographically and that working with neighbouring boroughs, particularly in relation to the provision of transit sites is worth consideration.

Other local authorities, including Barking and Dagenham, are encouraging the Mayor of London to take a pan-London approach to the provision of transit sites. The panel found support from speakers at the Gypsy and Traveller Welfare event for the proposal that the council could work with neighbouring boroughs to make such provision, as it has not yet been possible to identify a site for an emergency stopping place within Croydon.

The panel heard that the development of transit site(s) and/or the use of negotiated stopping places is likely to:

- Help reduce the number of illegal encampments in the borough.
- Help bring cost-savings to the Council by reducing the need for enforcement action and subsequent clean up.
- Help deliver savings in Police time and improved relations between the Police and Gypsy and Traveller communities.
- Help provide some stability to Gypsy and Traveller families enabling better access to education and health services.

The Tenancy Manager from Brighton and Hove questioned whether S62 could be used if boroughs shared a transit site and this needs further investigation.

## 3. NEGOTIATED STOPPING PLACES

Gypsies and Travellers sometimes need to stop travelling temporarily, for example, to care for sick or elderly relatives or to continue a child's education or where they have a strong local connection to the area. Negotiated stopping sites are a more informal approach to providing a safe place for Gypsies and Travellers to stay and are increasingly gaining traction nationally as good practice recommendation.

Leeds GATE, which advocates negotiated stopping places, recommends that a temporary 'social contract' or agreement be reached between the council and Gypsies and Travellers. This allows them to stay temporarily on a particular piece of land which is not an official site. In return Gypsies and Travellers agree to certain conditions of behaviour, tidiness of the site and length of stay.

There was universal support for the potential use of negotiated stopping places from those attending Session 1 of the Gypsy and Traveller Welfare event in Croydon on 20 July 2016. It was felt that a sustainable solution was needed and that this could save considerable officer time, reduce repeat evictions and reduce costs to the council, such as for bailiffs and waste management services.

### **A managed approach to unauthorised encampments**

Where local authorities (such as in Leeds and Devon) have decided to take a managed approach to Traveller groups who have a connection to the area and need pitch provision for short periods of time, negotiated stopping site agreements occur.

For example: Devon the County Council estimated that the total cost of evicting one family in one caravan was £1,270 including legal and court costs of £770. The council also assessed that there is a considerable cost saving to be made (£118,582 in 2012/13)<sup>iv</sup> in tolerating some unauthorised encampments and providing portaloos and waste collection services rather than routinely seeking evictions.

### **Social benefits of a managed approach**

In addition to break a cycle of repeated evictions (and the associated costs of this), transit sites and/or negotiated stopping places may allow:

- Education and healthcare professionals to follow-up on needs identified through the welfare assessment process including education and healthcare needs (see **Appendices 7 and 8**).
- Waste bins to be delivered so that Travellers do not have to leave household rubbish on the site. The GTANA 2013 reported that families living on unauthorised sites were concerned about problems of disposing of rubbish and that the provision of transit or negotiated stopping places could help address this issue. They said provision of waste bins would reduce council costs in the long term and help minimise conflict with the settled community.

## APPENDIX 6

GYPSIES AND TRAVELLERS LIVING IN BRICKS AND MORTAR  
ACCOMMODATION

During the course of this review, information about the housed Gypsy and Traveller community in Croydon has been difficult to come by. A report by Shelter report in 2008 indicated that Croydon is not alone in this regard, as they reported that just 7% of local authority housing departments kept records on housed Gypsies and Travellers (study by the Ormiston Trust).

A significant proportion of the information submitted over the past few months and at the Gypsy and Traveller Welfare event in July 2016 has come from the Traveller Education Service.

**“... increasing recognition by central and local government that housed Gypsies and Travellers have been effectively ‘lost’ within administrative statistics”.**

### Croydon’s housed community

The representative from the London Gypsy and Traveller unit informed the panel that nationwide, two thirds of Gypsies and Travellers live in bricks and mortar accommodations while in London the figure is 80% as the capital needs a further 500 pitches to satisfy need.

There are approximately 200 housed Gypsy and Traveller households in Croydon, including some Roma. Traditionally many lived in New Addington although the representative from the Traveller Education Service reported to the Gypsy and Traveller Welfare event panel that the geographic spread is now wider and is focused on the north of the borough due to cheaper accommodation in that area. Some households are moved out of the borough when they access emergency accommodation. Many are on waiting lists for pitches on residential sites.

The Croydon GTANA 2013 found that:

- 60% of housed Gypsy and Traveller families were residing in the private rented sector while 30% rented from the local authority and just 10% rented from a housing association.
- Half of all families living in bricks and mortar accommodation (50%) had previously lived on an unauthorised site.
- Few (10%) had previously lived on a permanent Gypsy and Traveller site.
- 50% had lived in their current accommodation for 3 years or more.
- 80% of respondents living in bricks and mortar accommodation stated that one or more family members had moved out of the local area due to a lack of accommodation provision.

Evidence received at the Gypsy and Traveller Welfare event in July 2016 from the representative from the Traveller Education Service, was that a large number of Gypsies and Travellers living in bricks and mortar accommodation in the borough had been forced into housing through circumstance. She also informed the panel that a significant number of families lived in temporary or short term accommodation on short term lets with the attendant problems of uncertainty and dislocation from their own community this brings.



The representative from the Traveller Education Service informed the panel that access to support networks among house Gypsies and Travellers is weak and there is often a tendency to wait until it is too late to ask for help. Additionally, Gypsies and Travellers find it difficult to keep their culture alive as they are not living the traditional way of life and gathering relevant cultural experiences.

The panel also heard from the representative from the London Gypsy and Traveller Unit that some Gypsy and Traveller families are refused help by rental agencies or struggle with the online processes and the formal language and bureaucracy of the housing system.

### Reasons for moving into bricks and mortar accommodation

Reasons for stopping travelling have been given as 'health and support needs (72%), 'age/too old (17%) and 'wanting to settle' (11%). In the Croydon GTANA 2013, other reasons given were a lack of permanent Gypsy and Traveller sites (30%), being moved on from unauthorised encampments (10%) and a desire to improve access to services for their children (20%). One in five (20%) said they had no alternative.

**Central government changes to planning policy in 2015 and implemented in 2016 permanently removes a person's status as a Gypsy or Traveller if they move cease to be nomadic - even if they cease travelling for health, education or welfare reasons. This impacts on a Gypsy and Traveller's right to access and remain on a site if they do not travel for a specific amount of time each year.**

### Cultural impact of living in housing

The representative from the Traveller Education Service informed the panel that the move in to housing can involve dislocation from families, communities, culture and support systems, leading to further cycles of disadvantage – including:

- Massive increases in mental health issues due to the lack of access to traditional family support structures.
- An increase in relationship breakdowns and children being brought up by a single parent (usually mothers) – both of which are very unusual within Gypsy and Traveller communities. Of all the housed Gypsy and Traveller households currently visited by the Traveller Education Service, only one is not a single parent family. None of the transient Gypsy and Traveller families visited have been subject to family breakdown.

**Evidence received at the Gypsy and Traveller Welfare event in July 2016, was that the cumulative effects of moves into bricks and mortar accommodation, low levels of literacy and a lack of familiarity with the bureaucratic procedures associated with housing, plus separation from extended family networks and cultural milieu, can lead to extreme distress. There are also reports that prejudice and racism from the wider community means many disavow their ethnicity leading to Gypsy and Traveller families 'hiding in plain sight' while also facing social dislocation.**

## Self-help

Transient Gypsy and Traveller families rely on each other and their extended family network to solve problems. It is when individuals are housed and separated from this support network that problems escalate.

The Gypsy and Traveller Welfare event panel heard that helping establish support networks between households living in bricks and mortar accommodation is therefore key. Co-location with, or among, other Gypsies and Travellers provides a system of social support for families and helps preserve the Gypsy and Traveller culture which many feel is an inevitable casualty of living in bricks and mortar accommodation.

The new combined permanent and transit site in Brighton includes a community centre which Gypsy and Traveller members of the housed community – particularly women - will be encouraged to use in order to help address issues of social exclusion and provide a structured system of support and protection.

## Other issues faced by housed Gypsies and Travellers

### 1. Access to services (see also **Appendices 7 & 8**)

The Croydon GTANA 2013 found that generally, access to services such as shops, post offices, health services, and primary and secondary schools as being 'easy' or 'okay'. Three fifths (60%) of respondents reported easy access to primary and secondary schools compared with 40% stating 'okay'.

The preferred method of gaining information about services was through a home visit (50%), by telephone (40%), by newsletter (10%), or through a liaison or support worker (10%).

### 2. Levels of discrimination (see also **Appendix 9**)

The GTANA 2013 showed that 90% of families living in bricks and mortar accommodation stated that they had suffered discrimination when trying to access services. All families (100%) stated that they had been a victim of racism or bullying although only 40% of the Gypsies and Travellers experiencing harassment or bullying had reported the incident to the police. The main reasons for not doing so included wanting to deal with such problems within the Gypsy and Traveller community or believing that reporting incidences to authorities would be ineffective.

### 3. Health issues (see also **Appendix 7**)

In the Croydon GTANA 2013, respondents living in bricks and mortar accommodation said that:

- Half (50%) of all families contained someone suffering from mental health issues
- Just under a third of families contained someone who suffered from asthma (30%), a learning disability (30%), a physical disability (30%), or a child with a physical disability (30%).
- Fewer households contained someone who has health problems due to old age (20%) or diabetes (20%).
- All families (100%) had a permanent registration with a General Practitioner (GP) although 10% stated that they have problems accessing health services in the area.

### 4. Access to education for housed Gypsy and Traveller children (see also **Appendix 8**)

The GTANA 2013 revealed that over two thirds (70%) of families included school-age children and that all households (100%) containing school age children stated that some of their children attend school regularly.

### 5. Employment within housed Gypsy and Traveller families in Croydon (see also **Appendix 8**)

Respondents to the GTANA 2013 in Croydon were asked about their own and their partner's employment status. Three fifths (60%) all respondents living in bricks and mortar accommodation described themselves as 'housewife' whilst 40% are unemployed.

All (100%) respondents stated that they experience difficulties in finding work.

### Alternatives to bricks and mortar

Four fifths (80%) of Gypsy and Traveller respondents to the GTANA 2013, living in bricks and mortar accommodation stated that one or more family members had moved out of the local area due to a lack of accommodation provision.

Half (50%) of households requiring accommodation in the future said that they would prefer to live on a local authority owned site and half (50%) of future households would like to remain in Croydon.

### Tailored approach to Gypsy and Traveller accommodation needs

The panel at the Gypsy and Traveller Welfare event received evidence about the negative impact that moving into bricks and mortar accommodation has on many Gypsies and Travellers and that local authorities, housing associations, social landlords and the private rented sector could do more to ease this transition. The panel heard from representatives from the Traveller Education Service, the Traveller Movement and the London Gypsy and Traveller Unit that a tailored approach which recognises challenges including unfamiliarity with bureaucracy, low literacy and few digital skills would be helpful.

Housing allocation which recognises cultural needs such as access to outside space and co-location with other Gypsy and Traveller families, may also mitigate against the impact of living in bricks and mortar accommodation.

**The representative from the London Gypsy and Traveller Unit informed the panel that the Public Sector Equality Duty applies to Gypsies and Travellers and that housing needs assessments should reflect this duty.**

The Gateway service in Croydon aims to help families at risk. Evidence received at the Gypsy and Traveller Welfare event in July 2016, was that a more tailored approach to Gypsy and Traveller families could be developed by the service – including increased awareness of cultural accommodation needs and digital inclusion. The representative from the Traveller Education Service informed the panel that in her experience the Gateway service sent texts to communicate with individuals but that this is not always appropriate as they may need to find someone to read them. A ‘quick win’ may therefore be for the service to telephone Gypsy and Traveller service users.

The representative from the London Gypsy and Traveller Unit informed the panel at the Gypsy and Traveller Welfare Event that pan-borough working in relation to housed Gypsies and Travellers is also needed as they are often housed ‘out of borough’.

## FURTHER QUESTIONS ABOUT HOUSED GYPSIES AND TRAVELLERS IN CROYDON

This report ‘Gypsy and Traveller Welfare in Croydon’ (September 2016), makes recommendations to the Streets, Environment and Housing Scrutiny Sub-Committee in relation to further scrutiny of housing allocation and the housing needs of Gypsies and Travellers in Croydon.

There are a number of questions that the Committee could seek answers to, including:

- How can we ensure documentation on housed Gypsies and Travellers is appropriate, accurate and useful without presenting the local authority and partners with an onerous task and would a simple code added to IT systems make this possible?
- Do social landlords take the cultural needs of Gypsies and Travellers and/or potential community issues into account when making allocations?
- Would an informal (or formal) accommodation swap system lead to the recreation of communities of Gypsy and Traveller households<sup>vi</sup> and would there be a downside of creating an enclave disassociated from other communities in the locality?
- Is there scope for group housing (which occurs in Ireland) so that sites and housed accommodation are located near to each other as this seems to reduce mental health concerns?
- Is information about social housing and the social housing system available to Gypsies and Travellers who need to move into bricks and mortar housing?
- Do social landlords take the cultural needs of Gypsies and Travellers and/ or potential community issues into account when making allocations?
- Why do housed Gypsies and Travellers feel the need to conceal their identity and is this due to fear of discrimination or harassment?
- What specific steps can be taken to encourage reporting of discrimination and harassment?
- What enforcement action is taken by local authorities if/when reports are made of intimidation/harassment by other tenants?
- How can this be tackled so that housing and support workers can provide an appropriate, quality service to housed Gypsies and Travellers?
- Would setting up a consultative multi-agency group help provide a more cohesive approach to meeting the needs of Gypsies and Travellers including those in bricks and mortar accommodation?

## APPENDIX 7

## HEALTH INEQUALITIES AND EXCLUSION

**Health inequalities – national data**

The panel at the Gypsy and Traveller Welfare event heard from the Assistant Director of Health and Wellbeing that nationally the Gypsy and Traveller population suffers significantly worse health than the settled population:

- 38% suffer long term health problems (compared to 26% general population)
- Gypsies and Travellers are over three times more likely to have a chronic cough or bronchitis, even after smoking has been taken into account.
- 25% Gypsies and Travellers have mobility problems (compared to 15%)
- Gypsies and Travellers are twice as likely to suffer from depression than the settled population

**Gypsies and Travellers die earlier than the rest of the population. Some estimates suggest that Gypsy and Traveller women live 12 years less than women in the general population and Gypsy and Traveller men at least 10 years less than other men. Others suggest that these communities see more deaths in their 40s than the settled population and that reaching their 60s is considered a good age.**

Other data includes:

- Gypsy and Traveller women are more than twenty times more likely to experience the death of a child than the population as a whole.
- Higher rates of miscarriage, still-birth and perinatal death are also found amongst the community
- Higher child accident rates associated with instability of sites and lack of access to health care are also present
- There is a reported high prevalence of diabetes and a lack of community knowledge of risk factors or of the implications of having this condition.
- More Gypsies and Travellers report having arthritis, asthma, or chest pain/ discomfort the wider population
- Men are even more unlikely to report symptoms of ill health than men in the mainstream population so that when they present, illnesses are well developed.
- Smoking, anxiety and depression are key health concerns among Gypsies and Travellers
- Eyesight problems
- Extremely high rates of cardio-vascular disease have been consistently found
- Obesity has been identified as a particular problem amongst middle-aged Gypsies and Travellers

**Mental health**

There are high suicide rates among the Gypsy and Traveller communities and they suffer far higher rates of anxiety and depression than the settled population.

Gypsies and Travellers have been found to be nearly three times more likely to be anxious than others, and just over twice as likely to be depressed, with women twice as likely as men to experience mental health problems

There is an unquantified but anecdotally reported negative psychological impact on children who experience repeated evictions, family tensions associated with and insecure way of life, and a stream of hostility from the wider population.

### **Domestic violence**

The Equalities and Human Rights Commission report (2009) suggests that women from the Gypsy and Traveller communities who report domestic violence will often have suffered it more severely and over a considerably longer period than other women. Although there is no conclusive evidence about the prevalence of abuse, the report suggests based on localised studies that up to 81% of married Gypsy and Traveller women may have experienced direct abuse from a partner.

Contributing factors may include:

- Cultural barriers which result in Gypsy and Traveller women staying in violent relationships for longer than other women.
- Fear that reporting abuse might lead to entering a bricks-and-mortar refuge or being relocated into a house.
- A reluctance to deal with the police, coupled with a lack of knowledge about mainstream services.
- Traditional views on marriage where divorce is rare and a woman leaving a marriage leading to ostracism.

### **Self-treatment**

There are reports that alternative medicines (including use of herbal remedies) are used extensively within Gypsy and Traveller communities including buying and administering pain-killers over the counter to pulling their own teeth. Limited use is made of pharmacists for seeking health advice with some instead using the internet including specialist Gypsy/Traveller websites as sources of advice.

### **Caring for others**

There are some anecdotal reports that 20% of Gypsies and Travellers care for someone with a disabling condition which impacts on their day to day activities. This is a significantly higher rate than is found amongst the mainstream population and has been evidenced by the Census data and also the findings of the fairly small scale Department of Health report on accommodation by Dr Margaret Greenfields and Matthew Brindley in early 2016.

### **Diet and exercise**

Gypsies and Travellers seem to exercise less than the wider population and have a significantly poorer diet (particularly in respect of fresh fruit and vegetables). This is implicated in higher rates of Obesity and Diabetes within the communities.

## **Health inequalities – Croydon data**

The Assistant Director of Health and Wellbeing referred the panel at the Gypsy and Traveller Welfare event to the Croydon GTANA 2013 for information about health inequalities. The GTANA 2013 reported that:

- Over a fifth (23%) of Gypsy and Traveller respondents stated that they, or someone else in their family, suffered from a long-term health issue
- The next most common health issues cited were asthma (17%), physical disability (17%) and high blood pressure (17%)
- Three quarters of families (75%) have a permanent registration with a General Practitioner (GP) and 4% have a temporary registration

- However, over a quarter (21%) of respondent households (all living on unauthorised sites) were not registered with a GP
- Croydon CCG does not undertake any specific work with Gypsies and Travellers though it is likely that health service providers, including GPs in the vicinity of the permanent site at Lathams Way, will have developed particular knowledge and experience. There are 60 GPs practices in Croydon.
- However, the GTANA in 2013 did provide some detail on health issues among the Gypsy and Traveller communities living on authorised and unauthorised sites in the borough, including:

<b>Health issues</b>	<b>Authorised sites %</b>	<b>Unauthorised sites %</b>
Long-term illness	29	0
Asthma	17	17
Physical disability	21	0
Blood pressure	13	33
Headaches	8	17
Problems due to old age	8	0
Physical disability (child)	4	0
Diabetes	0	17
Mental health issues	0	17

Most residents living on the Lathams Way site said the site location created health and safety issues for residents. They felt that the high volume of traffic, the proximity to illegally disposed rubbish, and proximity to electricity pylons created an unhealthy environment (see also **Appendices 3 and 4** for more information about the Lathams Way site).

### **Access to Health and Social Care services**

The Assistant Director of Health and Wellbeing informed the panel that despite greater health needs, Gypsies and Travellers use mainstream health services less than other members of the population and are less likely to receive effective, continuous healthcare than the settled population.

Some of the reasons for this involve practical difficulties, such as:

- Registering and accessing services
- The isolation of sites can create problems in accessing dentists and opticians
- Data from the GTANA 2013 again highlights the difficulties for those living on unauthorised sites in Croydon:

<b>Registered with a GP</b>	<b>Authorised sites %</b>	<b>Unauthorised sites %</b>
Permanent registration	100	22
Temporary registration	0	11
No registration	0	67

- The Assistant Director of Health and Wellbeing informed the panel that being on the move constantly can result in discontinuity of care and interruption or delays in medical treatment and an increased reliance on walk-in centres and Accident and Emergency (A&E) departments, where there is no follow-up or continuity of care.
- The GTANA 2013 revealed the difficulties Gypsy and Traveller families living on unauthorised sites have in accessing health services in the area.

<b>Problems accessing health services in the area</b>	Authorised sites %	Unauthorised sites %
Yes	0	56
No	100	44

The Senior Commissioning Programme Lead Croydon CCG informed the Gypsy and Traveller Welfare event panel that 72% of Gypsies and Travellers had stopped travelling due to health and social care needs.

The health services Gypsies and Travellers have difficulty in accessing include:

- Primary care services (as proof of identity and a permanent address is required)
- Minor injuries units
- Immunisation programmes and screening services

The Senior Commissioning Programme Lead Croydon CCG informed the Gypsy and Traveller Welfare event panel that Gypsies and Travellers face serious health and social care issues alongside other socially excluded groups - including access to smoking cessation programmes and immunisation services. Croydon CCG does not offer any structured response to Gypsy and Traveller needs although some GPs may be offering this independently.

The Rainbow Health Centre (in Brigstock Road, Croydon) sees a small number of clients from Gypsy and Traveller communities from time to time. They usually find Rainbow as they have been turned away from a number of surgeries in Croydon because they will often have issues with proof of address and sometimes identity documents – although many have a driving license. The Clinical Lead Homeless Health Services at Rainbow provided information (by email) that, as a client group, Gypsies and Travellers tend to be very transient and pitch up if they are in Croydon and have a health issue. Rainbow sees far more asylum seekers and homeless than those from the travelling community.

Poor literacy skills and fear of discrimination (resulting in non-engagement and hiding ethnicity) also affect access. Meanwhile, many health professionals lack the skills, support and cultural understanding/awareness of these communities and commissioners may not have the financial incentives to deliver high quality care to these groups.

The Chair of the Health and Wellbeing Board, expressed her concerns to the panel that although health and social care services were in place, Gypsy and Traveller communities did not seem to be accessing them. She reported particular concerns about access to prevention services including immunisations (particularly measles and Rubella), antenatal clinics (in relation to high miscarriage and infant mortality rates) and the availability of contraception advice and services.

### Data monitoring and research

The NHS National Data Dictionary does not include Gypsies and Travellers alongside the other ethnic categories currently monitored. This means the NHS is unable to collect nationally representative data on the health needs of these ethnic minority groups.

Robust research on the health and wellbeing outcomes of Gypsies and Travellers is patchy and often anecdotal and the last large-scale Department of Health funded epidemiological study was carried out by the University of Sheffield 12 years ago (2004).



The Senior Commissioning Programme Lead Croydon CCG informed the Gypsy and Traveller Welfare event panel that GPs are often unable to identify Gypsies and Travellers. He referred to a health needs assessment carried out in Cumbria which provided evidence that in that area, 64% of Gypsies and Travellers said that they would hide their ethnicity.

The panel heard from the Senior Commissioning Programme Lead Croydon CCG that there was not enough evidence to indicate the scale of the problem for Gypsies and Travellers in Croydon. A health needs assessment, undertaken by Public Health Croydon as part of the next Joint Strategic Needs Assessment (JSNA), would enable Croydon CCG to design services to meet need.

## **Response from health professionals**

Overall health professionals seem to be generally interested in working with these populations and are worried about their state of health. However there are a number of issues relating to providing help - and these problems lead to lost opportunities to make positive impacts on the health and wellbeing of members of these communities:

- Issues of ensuring continuity of care for mobile communities
- Lack of understanding of culture
- Challenges of working on sites including fear of visiting (eg. dogs)
- Cultural issues of compliance with treatment
- Lack of confidence in dealing with Gypsy and Traveller communities
- Lack of health practitioners' cultural knowledge of these communities
- Poor knowledge of where and how to access specialist advice.
- Health care staff and ambulances are not always able to identify or reach individuals at unauthorised and authorised locations in areas with limited access

There may also be issues pertaining to ambulance crew not being allowed to go on site without police escorts which can both endanger lives and cause bad feeling re perceptions of danger. It has been reported to some researchers in this field that this is increasingly standard health authority guidance and resented by both ambulance crews and the police.

At the Gypsy and Traveller Welfare event, the Chair of the Health and Wellbeing Board suggested that Health Visitors and visits by them could be helpful – particularly in helping to train health ambassadors within Gypsy and Traveller communities. Outcomes could be measured, for example, using data relating to changes in access to services and improvements in obstetric health.

Health visitors could also take a role in:

- Reducing accidents among children
- Identifying mental health issues – and bring in mental health support
- Smoking cessation
- Diabetes – by monitoring and seeking support from a diabetic nurse
- Monitoring eyesight issues

## **Commissioning considerations**

At the Gypsy and Traveller Welfare event, the Assistant Director of Health and Wellbeing referred to the Royal College of General Practitioners document 'Improving access to health care for Gypsies and Travellers, Homeless people and Sex workers' as this provided an evidence-based commissioning guide for Clinical Commissioning Groups and Health and Wellbeing Boards.

This report suggested the following in relation to commissioning considerations:

- Information sharing between different agencies is a key factor in improving access for Gypsies and Travellers, especially given their high mobility and complex needs.
- Community engagement is important for professionals to establish a relationship with the wider network of people, and makes sure that a trusted relationship is gradually set up. This will also contribute to the design of a service that meets the community's perceived need and develop a sense of ownership.
- Mainstream services: Even though one of the most widely implemented strategies has been the 'dedicated health visitor', this should not necessarily be seen as an example of best practice. In fact, Travellers do not want dedicated services, but would much rather be able to access the same high quality services as everyone else, which will also reduce 'singling out' (PCC Framework, 2009).
- Poor living conditions and environmental factors are the single most influential contributing factor to the poor health status of Gypsies and Travellers, including stress. This makes partnership working between the different agencies, including the NHS, Local Authorities Social Services, Housing and Environmental Health, and voluntary sector organisations, even more important to provide a coordinated response to these inter-related issues.

The Senior Commissioning Programme Lead Croydon CCG informed the panel that the Royal College of GPs in its guidance document made the following recommendations:

1. Patients need a holistic approach, as they are not experiencing their needs in isolation. Mental health, substance misuse and general health issues occur simultaneously with social and environmental needs
2. HWBs will need a designated Director-level lead to direct the work on social exclusion, ideally with clinical, commissioning or public health experience
3. There is no 'one size fits all' approach, but as commissioning should be evidence and needs-based, services provided in an area should reflect the epidemiological profile and the level of need in the local population
4. Access remains a crucial issue for socially excluded groups, especially for primary care as the system gatekeeper
5. The role of the 'trusted individual' is invaluable to enable the 'bridge-building' and navigating work carried out by health and voluntary sector organisations working with excluded, high-need clients
6. The variable standards of local provision and the fragmented working of the different agencies involved
7. Improving access to health care further complicates access for patients and makes tracking difficult
8. Multi-disciplinary working should be encouraged from the beginning of clinical training, by stressing social inclusion aspects in formal education, as well as through secondments or volunteering
9. There is a need to systematically capture and share examples of good practice and success stories, as there are strong examples of creative and effective provision of services
10. Building capacity in the community is a valuable element of working with excluded groups, as it simultaneously engages these communities, and creates social and human capital as well as skills
11. Radical changes are needed to ensure that the personalisation and patient choice agenda cover excluded groups
12. Outreach work is often the first, most important step in re-connecting the system with the user
13. Provision of intermediate care is variable, but it is crucial to ensure sustained recovery after hospital discharge

The Assistant Director of Health and Wellbeing suggested to the Gypsy and Traveller event panel that rather than developing and commissioning services specifically for Gypsies and Travellers – their needs should be addressed when designing services.

The panel heard that assertive outreach worked well elsewhere.

## APPENDIX 8

### ACCESS TO EDUCATION AND EMPLOYMENT OPPORTUNITIES

#### Admission to school

The school admissions service is often the first point of contact for families as their child/children reach school age. The School Place Planning and Admissions officer present at the Gypsy and Traveller Welfare event informed the panel that in Croydon all school places are made through an online process as:

- 'Normal' on time admissions
- In year admissions

Applications from Gypsy and Traveller families will be treated the same as other applications with home/school distance as one of the criteria used for the allocation of places. Some particularly vulnerable children are placed under Fair Access by a panel of experts. A limited amount of information is collected during the admissions process.

The representative from the Traveller Education Service informed the panel that Gypsy and Traveller families face a number of issues in accessing schooling for their children through the admissions process. Children from the settled community usually attend nursery and will receive information about admission deadlines and the process through their early years provider. Gypsy and Traveller children rarely attend nursery and therefore miss out on this information. The problem of lack of information is compounded by the mobility of transient families (and their difficulty in providing an address) and generally low literacy and digital skill levels which hamper the online admissions process. Many may miss 'on time' school admissions deadlines and enter schooling through the 'in year' admissions system.

The School Place Planning and Admissions officer suggested to the panel that the admissions service could review the schools admissions process for Gypsies and Travellers and in particular undertake targeted work to:

- Help prevent late applications
- Provide support for online applications
- Take into account 'home to school' distance during the school admissions process

#### Education attainment

The representative from the Traveller Education Service informed the panel that Gypsy and Traveller children's educational achievements are worse than children in the general population (including other BAME children) and declining still further - contrary to the national trend.

The representative from the Traveller Education Service informed the panel that literacy tends to be more of an issue than maths.

**Education attainment levels among Roma and Irish Travellers are very low and make white British boys look like high achievers<sup>4</sup>.**

Few Gypsy and Traveller families are able to provide the support and supervision necessary for good education attainment at all levels of schooling.

Analysis of the 2011 census by the Office for National Statistics revealed that of the 58,000 people<sup>5</sup> who identified themselves as being of Gypsy or Traveller ethnicity, 60% had no formal qualifications. This is almost three times higher than the figure for England and Wales as a whole (23%). Department for Education statistics provide data on an annual basis and seem to be indicating a further decline since the Census.

It has been repeatedly suggested in anecdotal evidence from front-line staff and during a review held at Westminster in 2011<sup>vii</sup> that this decline in educational attainment is associated with the demise of specific Traveller Education Services (TESs) across most of the country. TESs formerly had staff with specific expertise and cultural competence in supporting Gypsy and Traveller children in education.

The impact of interrupted learning can be compounded when schools fail to pass on records to the next school when a child has been mobile/nomadic. Interrupted attendance also has a negative effect on children's social relationships and inclusion, which can lead to a cycle of exclusion that undermines learning as well as self-esteem.

### **Digital inclusion**

The representative from the Traveller Education Service informed the panel that for many Gypsy and Traveller children completing homework - at primary and secondary level - is an issue as internet access may be limited and broadband is unavailable to many.

Relationships between school and Gypsy and Traveller families may also be affected as many families will not answer, or be in a position to answer, letters from the school especially if sent electronically.

### **Special educational needs (SEN) in Gypsy and Traveller children**

The representative from the Traveller Education Service informed the panel that SEN are often diagnosed later among Gypsy and Traveller children and that there are cultural issues relating to acceptance of SEN in children.

The Traveller Education Service representative informed the panel that when possible, children are assessed during their educational contacts - including for SEN. Issues are often related to low levels of education attainment and speech and language problems which may in themselves be related to previously unidentified health conditions or disabilities which have not been picked up at an earlier stage as a result of limited contact with health or early years services. Low school attendance is a contributory factor as schools take the position that children have not attended sufficiently to understand whether interventions would have worked.

The representative from the Traveller Education Service informed the panel that parental pressure by parents for children with SEN is often needed to ensure on-going support is provided and Gypsy and Traveller families are often unaware of this or are not in a position to provide it.

<sup>4</sup> The representative from the Traveller Education Service at the Gypsy and Traveller Welfare event held in Croydon on 20 July 2016

<sup>5</sup> A significant underestimation of the Gypsy and Traveller population which is likely to be closer to 300,000.

## Barriers to education

Many Gypsies and Travellers have not completed a formal education themselves and so have no experience of the benefits education – particularly secondary education - might bring. This can create challenges for engaging with parents in supporting children to remain in education although there are growing numbers of young Gypsies and Travellers who are keen for their children to obtain qualifications which are relevant to a changing world and a decline in nomadism.

The Traveller Movement published a report on Gypsy and Traveller employment by Ryder and Greenfields (which can be found [here](#)) which considers this theme as well as adult learning around employment-related skills.

Other barriers to education include:

- Fear of young people being lured away from the Gypsy and Traveller way of life
- Cultural attitudes to girls and young women which are very protective - often providing chaperones for them. Secondary education is perceived as putting them at risk. The girls themselves tend to have aspirations for a family and will drop out of school early to take care of younger siblings or cousins
- Bullying and discrimination
- Many Gypsy and Traveller families prefer faith (Catholic) or single sex schools for their children (particularly girls) but are generally poor at keeping the paperwork necessary to gain admission to these schools.
- For families who are highly mobile there is a particular issue in relation to space for storage of paperwork
- Access to IT for learning support as typically required by children for homework purposes
- Some schools are more supportive of Gypsy and Traveller needs and have a better understanding of the history, culture and language of Gypsies and Travellers than others. The representative from the Traveller Education Service informed the panel that schools need to be made aware that constant moving may negatively impact on educational opportunities and have a better understanding of what it means to be a Gypsy or Traveller child.
- Breakdown of the relationship between school and Gypsy and Traveller families. The representative from the Traveller Education Service informed the panel that they may have very different views of same event and that problems can quickly escalate. Some schools are insensitive when they engage with Gypsy and Traveller families.

Many Gypsy and Traveller families make education choices on an assessment of risk to their child/ children – rather than the education benefits a particular school might offer.

The representative from the Traveller Education Service informed the panel that many Gypsy and Traveller families are prepared to travel to the 'right' school for their children increasing the likelihood of them remaining in school. These schools would include single sex schools for girls and those which are more likely to provide boys with access to courses which prepare them for a trade. She cited the example of one Gypsy and Traveller child who travelled from Catford each day to attend Meridian High School in Croydon because of the practical experiences it offers.

Due to the lack of education attainment within Gypsy and Traveller communities, home schooling is not usually a realistic option. However, there are new generations of young parents in their 20s who have had more education or support remaining in school. Many, if not most families, would still struggle to support home education, but the representative from the Traveller Movement informed the panel there is growing evidence that some young Gypsy and Traveller people are going through school and onto university.

## School attendance

The representative from the Traveller Education Service informed the panel that school attendance rates are lower among Gypsy and Traveller children than the generally population

Of all Croydon GTANA 2013 respondent families containing school-age children, only two (18%) families stated that their children attended school all of the time and eight (73%) some of the time. One family stated that their children did not attend school at all.

The main reasons cited for children not attending school included:

- 'Cultural reasons' (50%)
- 'Lack of permanent address' (23%)
- 'Being moved on' (23%)
- 'Bullying' (5%)

The representative from the Traveller Education Service informed the panel that that some Gypsy and Traveller children live in Bromley but attend Croydon schools and distance to school therefore affects attendance and punctuality.

Attendance may also be influenced by external factors such as the implementation of School Attendance Orders on Gypsy and Traveller families, particularly in schools where attendance has been outsourced to welfare companies. The representative from the Traveller Education Service informed the panel that in these circumstances fines are often the first point of contact as outsourced services – which are paid on results - are less likely to be interested in reasons for non-attendance or lack of punctuality.

Families living on unauthorised sites spoke<sup>6</sup> about how having a permanent site would mean that their children could get a proper education and better jobs in the future.

### 1. Levels of attendance at primary school

There is backing for primary education by Gypsy and Traveller communities and the need for children to learn how to read and write is supported. Traveller and Gypsy children will often start school later than other children (in Year 1) and never attend nursery as Traveller families will not allow young children to be looked after by strangers.

The representative from the Traveller Education Service informed the panel that although the Council has been quite successful in encouraging Gypsy and Traveller children to attend school, there is currently a lack of school places within local areas. Gypsy and Traveller children are more likely to attend primary rather than secondary school. This is particularly the case with boys who may be required to work within the family business once they reach a certain age.

There are pockets of best practice in the borough including: Kingsley Primary School.

### 2. Levels of attendance at secondary school

Participation in secondary education is extremely low as many Gypsies and Traveller may not see formal secondary education as meeting their needs which are more skills or trade-based. The representative from the Traveller Education Service informed the panel that girls often drop out of school at age 14 and it is rare for boys to stay in education to 16 years.

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<sup>6</sup> Croydon GTANA 2013

The representative from the Traveller Education Service informed the panel that there are pockets of best practice in the borough – including: Harris Academy, Purley; Meridian High School, New Addington and St Mary’s Roman Catholic High School, Croydon.

There is a sufficiently large Traveller population in Surrey to make some inroads in encouraging children to stay in school long enough to achieve their GCSEs and some have passed A levels. Bromley College offers trade-based vocational education alongside traditional mainstream education to 14-16 year olds – but these courses are difficult to access and there is nothing similar in Croydon.

### 3. Participation in further education

The representative from the Traveller Education Service informed the panel that the recorded numbers of Gypsies and Travellers entering post-16 education are tiny.

- For boys/ young men, traditional trades are under threat so there is a need for vocational and trades-based training and apprenticeships rather than formal education.
- Many Traveller young women are married as teenagers, certainly by the time they are 20 years old, and large families are common.

The representative from the Traveller Education Service informed the panel that in order to access employment based training (such as apprenticeships) young people need to have a good basic education. CALAT (Croydon Adult Learning and Training) does provide some courses eg. literacy – particularly for young adults – although many find it difficult to commit to courses due to their transient way of life.

Competition for places on apprenticeships is very high and given a choice, most employers will not take on young people from a Gypsy or Traveller community. Role models to help build bridges of trust are needed.

In Leeds there is a formal process for negotiated stopping sites (see **Appendix 5**) which enables links between multi-agency teams to provide continuity of education for children.

## Exclusions

The representative from the Traveller Movement informed the panel at the Gypsy and Traveller Welfare event that national data shows that Gypsy and Traveller children are four times more likely than others to be excluded from school. In Sutton they are 42 times more likely to be excluded than other children. Often the reason given for exclusions is persistent disruptive behaviour which is likely to be indicative of other needs and exclusion may not be an appropriate response.

## Traveller Education Service

Traveller Education Services (TESs) were set up 1990s to support Gypsy and Traveller communities. TESs aim to help get children into education and stay in education by maintaining attendance. However many across the country have experienced funding cuts and in Croydon 2 FTE posts have been cut to 1 PT post (2-days per week). In addition, there used to be a library bus which attended Gypsy and Traveller sites including Lathams Way, but this service no longer exists within the borough.

In Croydon the TES monitors:

- School admissions - often becoming involved in the ‘in year’ admissions process and providing assistance to Gypsy and Traveller families with the online admission process
- English Traveller community based at Lathams Way – this community is relatively settled, their children are in school

- School exclusions and behaviour issues
- School attendance
- The mobile community generally - though there are issues relating to access to children and families. Although Croydon's ASB team undertakes a welfare assessment for every unlawful or unauthorised encampment (and this include education needs), the over-riding policy is to move Gypsies and Travellers on within hours or days. This means that they have often moved before they can be assessed by the TES or access provision.

The representative from the Traveller Education Service informed the panel that particularly vulnerable Gypsy and Traveller children may receive up to one visit per week over a six week period from TES although with current resources case work is hard to cover.

## Employment

Gypsies and Travellers often start work younger than in the wider population with traditional skills being passed down to the next generation. There is a strong work ethic within these communities and a strong preference for male self-employment which is often associated with working in family groups and undertaking employment such as gardening, scrapping metal, building and market trading.

Both Romany Gypsy and Irish Traveller culture values portable wealth and unlike non-Gypsy culture this wealth is often highly visible. A Gypsy man with a new car and caravan may look flash, but his wealth is just more visible. The amount of capital their home is worth is far less than the equity many non-Gypsies have in their houses but is constantly depreciating in value.

Respondents to the GTANA 2013 were asked about their own and their partner's employment status. Nearly half (46%) of respondents described their occupation as 'other'. Nearly a fifth (18%) described themselves as retired, 14% as 'self-employed'. Only 7% described themselves as 'housewife', in full-time employment (7%) or in part-time employment (7%). Over two thirds of respondents said that they find it difficult to find work with the main reasons given including:

- No permanent address (67%)
- Health issues (17%)
- The recession (17%)

Low levels of literacy and education qualifications also make it harder for Gypsies and Travellers to find work in a competitive employment market.

### The decline in traditional trades

Some Gypsies and Travellers who are working in building-related trades have reported increased difficulties in finding work in the past few years. The representative from the Traveller Education Service informed the panel that access to courses which provide training for practical skills, including apprenticeships, are valued by Gypsy and Traveller families but are hard to access due to low levels of education attainment.

Competition from new migrants, with similar skills and who may not be subject to as much hostility and prejudice as Gypsies and Travellers, can also impact significantly on employment opportunities. The decline in employment obtained 'on the knock' has also impacted significantly on some sectors of the Gypsy and Traveller communities, particularly where 'no cold-calling' zones have been implemented.

### The role of women

The representative from the Traveller Education Service informed the Gypsy and Traveller Welfare event that a high percentage of women do not work outside the home, or may work only until they are married and children are born.



However, anecdotal evidence seems to suggest that married women whose children are in school are beginning to enter employment in low but increasing numbers, often in low or unskilled jobs such as cleaning. Young women are also increasingly likely to report an interest in training in health and beauty or other similar types of service industry, which can be practised on a self-employed basis while children are young. Nevertheless, low levels of qualifications; gender expectations of provision of care and literacy difficulties can act as a barrier, impacting on opportunity and confidence.

There are lessons here in the growth of entry into employment through community action work which in turn provides routes into employment. See [here](#) for further information from the Traveller Movement about routes into employment.

## APPENDIX 9

## DISCRIMINATION AND HATE CRIME

## Endemic discrimination

The panel at the Gypsy and Traveller Welfare event in July 2016, heard from a number of speakers that discrimination against Gypsies and Travellers is considerable.

Numerous GTANAs across the country have reported Gypsies and Travellers in housing experiencing hostility from neighbours, and it is likely that the constant exposure to racism and discrimination has a negative impact on mental health. The Croydon GTANA 2013 sought information on this and indicated that just under a half (46%) of all respondents stated that they had suffered discrimination when trying to access services.

Discrimination accessing services

	Authorised sites		Unauthorised sites		Total	
	Number	Percent	Number	Percent	Number	Percent
Yes	8	42%	5	56%	13	46%
No	11	58%	4	44%	15	54%
Total	19	100%	9	100%	28	100%

Croydon GTANA 2013

Similarly, 21 (75%) stated that they had been a victim of racism or bullying.

Victim of racism or bullying

	Authorised sites		Unauthorised sites		Total	
	Number	Percent	Number	Percent	Number	Percent
Yes	13	68%	8	89%	21	75%
No	6	32%	1	11%	7	25%
Total	19	100%	9	100%	28	100%

Croydon GTANA 2013

All housed Gypsy and Traveller families (100%) responding to the Croydon GTANA 2013 stated that they had been a victim of racism or bullying although only 40% of the Gypsies and Travellers experiencing harassment or bullying had reported the incident to the police. The main reasons for not doing so included wanting to deal with such problems within the Gypsy and Traveller community or believing that reporting incidences to authorities would be ineffective.

## Hate crime

The representative from the Police who attended the Gypsy and Traveller Welfare event in July 2016, informed the panel that there have been no reports of hate crime against Gypsies and Travellers in Croydon although it may be that occur but are not reported. As Gypsies and Travellers are defined ethnic groups all reported incidents have to be investigated.

The Police in Croydon have a sergeant plus three Police constables who deal with Gypsies and Travellers. Although they do not have special training, the police representative present at the Gypsy and Traveller Welfare event is confident that sufficient resilience is built in within the Metropolitan Police.

The GTANA 2013 (see above) reported that Gypsies and Travellers had a reluctance to report incidents to the Police due to historic mistrust and a feeling that they will not be taken seriously.

The representative from the Traveller Movement informed the panel that it was working with True Vision to raise awareness about the hate crimes and incidents Gypsies and Travellers face in the UK. He stated that many Gypsies and Travellers were not aware that incidents are a hate crime and it is compounded by the fact that 74% regularly hide their ethnicity. The Traveller Movement has established a Legal Unit to take on these cases from August 2016.

The Traveller Movement has produced a report that summarises past incidents, defines hate crime, hate incidents and discrimination, and highlights the importance of monitoring and reporting hate crime. This report aims to encourage Gypsies, Travellers and Roma to report hate incidents and crimes into the national hate crime reporting system True Vision.

Because of GRTPA's<sup>7</sup>, members of the Community Empowerment Network and Traveller Movement's active lobbying, True Vision has recently added 'Gypsy or Traveller' in its ethnicity categories. Reporting and monitoring is important if hate crime against Gypsies, Travellers and Roma is to be tackled. Consistent and reliable statistics are not available and it is hoped that the work with True Vision will help remedy this. Hate crime or a hate incident can be reported through the True Vision webpage [here](#).

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<sup>7</sup> GRTPA – Gypsy Roma and Traveller Police Association

## APPENDIX 10

### ENGAGEMENT WITH GYPSIES AND TRAVELLERS

The panel at the Gypsy and Traveller Welfare event heard that responsibility for Gypsies and Travellers varies from borough to borough and that clear leadership on issues relating to these groups is important in encouraging engagement and communication and in fostering good relationships.

#### Political support

The panel at the Gypsy and Traveller Welfare event heard that political support for issues relating to Gypsies and Travellers particularly in relation to the investment in, and development of, sites is crucial.

The Tenancy Manager from Brighton and Hove stated that in her city the process had started with an Overview and Scrutiny review in 2011 and that Members needed to be provided with information and support in responding to the concerns of the settled community. Communicating that investing in sites for Gypsies and Travellers is a good use of public money, reduces costs to the authority and will be self-funding in the long term helped remove barriers and increase support for the new combined site. Councillor Gill Mitchell, Deputy Leader and Chair of the Environment, Transport and Sustainability Committee takes the lead on Gypsy and Traveller matters at Brighton and Hove.

The representative from the London Gypsy and Traveller Unit suggested that the election of the new Mayor of London and the development of a new London Plan presented local authorities with an opportunity to work together with other boroughs. This included the potential to consider GLA owned land for Gypsy and Traveller sites (permanent or transit) and a pan-London approach to the development of transit sites had already been proposed by Barking and Dagenham.

#### Joined-up working

During the course of the Gypsy and Traveller Welfare event, several mentions were made about engagement with Gypsies and Travellers, the need for joined up working and better understanding of the needs of these groups and their interactions with the settled community.

In discussion, those present felt that the establishment of a Gypsy and Travellers Working Group in Croydon, with a membership drawn from the council, partners and elected Members could:

- Encourage better partnership working and 'joined up' thinking through networking
- Share experiences and best practice through regular meetings
- Improve relationships with Gypsy and Traveller communities
- Form links with other local authorities and stakeholder groups

In addition it was suggested that:

- A Working Group could consider setting up a Stakeholder Event (similar to the session which informed the Croydon GTANA 2013) with the aim of encouraging engagement and increased understanding
- A Working Group could work together to encourage liaison between the settled community and local Gypsy and Traveller groups. The Tenancy Manager at Brighton and Hove informed the panel that such relationships were being built in Brighton through the auspices of tenancy residents associations and similar groups established by traveller communities
- Working with groups such as the Traveller Movement could help change the narrative about Gypsies and Travellers, break down stereotypes and help build positive relationships including with the press and media.

The Gypsy and Traveller Liaison Service run by Devon County Council and Leeds Gypsy and Traveller Exchange (GATE) are examples of good practice and are referred to elsewhere in this report (see **Appendix 5, Section 3**).

### **Engagement through women**

The Tenancy Manager at Brighton and Hove informed the Gypsy and Traveller Welfare event that it was sometimes difficult to engage with some members of the community and that working with Gypsy and Traveller women is key. Women often lead the way in negotiating with agencies and service providers as men are out at work and this is very empowering for Gypsy and Traveller women.

For the past two years officers (including Tenancy, Community Safety Police and education officers) have been holding regular women's group meetings at the request of the Gypsies and Travellers, and that these meetings had developed into consultation forums for the development of the new site in the city and the new pitch allocations policy.

The council has also been meeting with residents' associations within the settled community and both sets of meetings had become important in helping the authority meet needs, understand issues and build trust. The meetings also allow the council to manage expectations. The council is now working with a mediation service to facilitate a meeting(s) between the two groups – settled community and Gypsy and Traveller.

### **Engagement through the media**

The Tenancy Manager at Brighton and Hove informed the panel at the Gypsy and Traveller Welfare event that the press and media tend to focus on 'bad news' stories. She added that by working with the press and involving key journalists in the scrutiny review into Gypsies and Travellers issues in Brighton, there was now an agreement in place that precluded the inclusion of racist or abusive comments in the press. However, the press does not always publish positive stories about Gypsies and Travellers in Brighton which the council disseminates.

The Friends, Families and Travellers group provides Gypsies and Travellers with media training and information about using social media (including Facebook) to help combat unofficial social media sites which publish anti-Gypsy and Traveller stories.

The Traveller Times is a useful media outlet for engaging with Gypsies and Travellers as it has 10,000 subscribers.

The representative from the Traveller Movement reported that the organisation had won some challenges against some press and media outlets. He stated that it was important to change the narrative about Gypsies and Travellers by building relationships with the press and media and cited the local newspaper in Bournemouth as a best practice example as it checks its facts with Gypsy and Traveller groups before running negative stories.

## FREQUENTLY ASKED QUESTIONS

### SITES FOR GYPSIES AND TRAVELLERS

#### What is an authorised site?

Properly set up and maintained sites have services and facilities on site (such as water, sewerage, electricity, gas) and help establish safe, secure and healthy communities. Travellers on authorised sites pay rent, council tax, gas, electricity and other amenity charges including waste collection.

#### What is a private site?

Private sites are authorised sites developed on private land by individuals and are self-managed.

#### What is a public site?

Publicly managed sites are authorised sites which are developed and operated by the Council.

#### What is a pitch/ plot?

A pitch or plot is the space required on a site to accommodate a Traveller household. There is no fixed size for an individual pitch – but it would usually accommodate one caravan, parking and room to hang washing. There may also be space for an amenity block for washing and cooking facilities.

#### Why does Croydon Council allocate sites for Travellers?

Local Authorities are required by law to assess the accommodation needs of all people living in the area they are responsible for, this includes Gypsies and Travellers and travelling showpeople.

#### What is the identified need for pitches in Croydon?

The Assessment and Selection of Sites for Gypsy and Travellers document (August 2015) which provided evidence for the Croydon Local Plan included evidence from the GTANA 2013 indicated that 49 additional pitches (on 2-3 sites) are needed by 2033 although this has been since been adjusted to 39 in the context of overall housing need.

The Assessment suggested that one permanent site and a stopping place (with space for 2-3 caravans, 2-3 cars, space for a portaloos, stand pipe and cess pit behind a planting screen/ firebreak) are required for 2014-18 and a further site for the period 2023-33 – with each permanent site providing 19-20 pitches.

The GTANA 2013 reported that 93% of Gypsies and Travellers in Croydon believe that there is a need for additional transit pitches or emergency stopping places with the Croydon area.

Three quarters (75%) asked as part of the GTANA, said that one or more family members had moved out of the local area due to a lack of accommodation provision but family members would return to the local area if space was available. Over two thirds (68%) said that they would like to buy their own land on which to live but that due to high local land values no (0%) were able to buy land on which to live in the Croydon area.

## **Why are permanent sites required?**

The main reason for travelling is to pursue a traditional way of life which involves work, following fairs and visiting family and so a 'base' site is required from which to live when not travelling.

As Gypsies and Travellers grow older and become less able to travel on a regular basis, some require a safe and secure place where they can maintain the cultural traditions of being a Gypsy or Traveller. Travelling Showpeople need a base where they can store, maintain and repair their equipment and where they can station their caravans when they are not travelling - traditionally during the winter months.

## **What do Gypsies and Travellers look for in a site?**

When asked about the preferred location of new sites for the GTANA 2013, Gypsies and Travellers did not mention specific places in Croydon, but talked about preferred site characteristics and amenities i.e. the need for new site to be located away from industrial areas, to include well equipped amenity blocks, to have sufficient space to keep animals, and for it to contain safe spaces for children to play.

## **What planning provisions are in place for gypsies and Travellers?**

Gypsies and Travellers have their own specific section of Government planning policy. The Government has made a number of changes to this designed to strengthen enforcement powers, to change the definition of a Traveller for planning purposes, and to give greater protection to green belt areas. See the report [here](#):

At the Gypsy and Traveller Welfare event held in Croydon on 20 July 2016, the panel heard that the recent change to planning legislation in relation to mobility had raised concerns over status, access to sites and general anxiety among some Gypsy and Traveller groups.

The Site Allocations plan is the mechanism to choose the most suitable new to meet this defined need. Croydon, like most other parts of the country, has a shortage of authorised Gypsy and Traveller sites. Historically, the lack of sites has created unauthorised developments and encampments and the lack of legal sites makes accessing key services and facilities much harder.

If suitable sites can be identified through the planning process, it will help prevent unauthorised encampments which often cause conflict with the settled community. It also means that if unauthorised encampments occur in the borough, the Council will be successful if it has to take action against those sites.

## **What is an unauthorised encampment?**

Unauthorised encampments are uncontrolled, unregulated and can cause considerable problems. They can be found in parks, public spaces, on the roadside or on private land. Encamping on land without the owner's consent (whether it is private or public land) is unlawful and in certain circumstances, is not just a breach of civil law but also criminal law.

## **What are temporary or transit sites?**

A temporary or transit site (also known as a stopping place) is a specifically built site, much like a permanent site, with a hard standing and access to services (such as water and electricity). On the transit site residents have a clearly marked 'pitch' (sometimes also referred to as a 'slab' or a 'plot').

A transit site is often indistinguishable from a permanent site in most respects, the only significant difference being that Gypsies and Travellers are not allowed to stay beyond a defined period (usually between 28 days and three months). Residents of transit pitches pay a returnable deposit and rent, as well as electricity and water charges. Sometimes several transit pitches are built to form part of an existing permanent site.

During the stakeholder consultation event for the GTANA 2013, one stakeholder suggested that the need to provide transit provision within Croydon is more urgent than the need for permanent provision.

An important consideration for transit sites is the impact on local residents. Due to the temporary nature of the use of such sites, integration into local communities is difficult, and there is little or no 'investment' in relationship building by transit or static communities. Sites where there is easy 'roll on roll off' access are preferred.

### What is a negotiated stopping site?

Gypsies and Travellers sometimes need to stop travelling temporarily to care for sick or elderly relatives or to continue a child's education. Negotiated stopping sites are where a temporary 'social contract' or agreement has been reached between the Local Authority and Gypsies/ Travellers which allows them to stay temporarily on a particular piece of land which is not an official site. In return the Gypsies/ Travellers agree to certain conditions of behaviour, tidiness of the site and length of stay.

Where negotiated stopping site agreements occur around the country (such as in Leeds), local authorities have decided to take a managed approach to Traveller groups who have a connection to the area and need pitch provision for short periods of time.

### What are the potential benefits of transit sites or negotiated stopping places?

The stated benefit to local statutory authorities, especially the Police, of having a 'transit' site is that, where a pitch on the transit site is available, it enables the Police power (Section 62 PJPOA 1994) to 'direct' unauthorised campers to move to the transit site (this power can apply to a location for negotiated stopping also) or leave the area. By their nature transit sites are usually provided in isolated areas where there are likely to be fewer objectors.

Transit sites and/ or negotiated stopping places may also allow:

- Education and healthcare professionals to follow-up on needs identified through the welfare assessment process relating to welfare including education and healthcare needs to take place and for bins to be delivered.
- Waste bins to be delivered so that Travellers do not have to leave household rubbish on the site



## FREQUENTLY ASKED QUESTIONS

### ENFORCEMENT AND REMOVAL

Unauthorised encampments are uncontrolled and unregulated encampments and can cause considerable problems. They can be found in parks, public spaces, on the roadside or on private land. Encamping on land without the owner’s consent (whether it is private or public land) is unlawful and in certain circumstances, is not just a breach of civil law but also criminal law.

The powers and processes for removing unauthorised encampments are outlined in the following pages. What is clear from evidence provided to this review is that when an unauthorised encampment is reported in the borough, the settled community applies considerable pressure to hasten removal as soon as possible.

The law is clear however, managing unauthorised encampments must involve a balance between the rights of the landowner and/or the wider community and the rights and welfare needs of the Gypsies and Travellers who have established the unauthorised encampment.

**Local authorities and the police already have strong powers to deal with Gypsies and Travellers who camp on other people’s land without permission... The key to effective enforcement is in knowing how to use the powers and having plans and liaison arrangements in place which enable decisive action to be taken as soon as a problem arises.<sup>viii</sup>**

### What is the scale of the problem in Croydon?

Gypsies and Travellers in Croydon face repeated evictions and approximately 150 unauthorised encampments occurred in the borough in 2015. The GTANA 2013 recorded 124 unauthorised encampments in a 14-month period from April 2012-June 2013. Unauthorised encampments are more likely to take place in the summer months when Gypsy and Traveller families are more likely to travel.

In recent years the number of unauthorised encampments has fluctuated but has not reached the levels of 2013. The number of instances where the council has served CJPOA<sup>8</sup> Section 77 paperwork to seek eviction via a court hearing or where a CJPOA Section 78 order has been obtained (following a court hearing) has also varied:

2014	43 reported encampments – 30 CJPOA S77 notices served or S78 orders obtained
2015	89 reported encampments – 54 CJPOA S77 notices served or S78 orders obtained
2016	16 reported encampments (to 4 August) – 4 CJPOA S77 notices served or S78 orders obtained

Other methods used to move on groups would be under S61 of the CJPOA, as a Common law eviction or when Gypsies and Travellers are served with by-law paperwork (not part of the court process). In other cases no action is needed as the group was on private land, moved of its own volition or by negotiation.

<sup>8</sup> CJPOA Criminal Justice and Public Order Act 1994. See later in this appendix for more information.

## Who are Croydon's transient families?

Historically there were three transient family groups based in and around Croydon (in addition to the settled community at Lathams Way) – though there are two groups currently:

- Family group 1 wishes to pursue a traditional way of life while based in the borough to carry on a business and access education for their children. They have a cordial and positive relationship with the Council and Police. For a number of months they have been settled on land they had purchased although planning permission to settle on this land permanently has recently been refused. At the Gypsy and Traveller Welfare event, council officers and the Police supported the view that this family group deserved pitches on a permanent site.
- Family group 2 are believed by council officers and the Police to be prolific fly-tippers, rogue traders and are often hostile and aggressive when the council and Police visit unauthorised encampments to undertake statutory welfare assessments. The evidence heard at the Gypsy and Traveller Welfare event was that this group is difficult to work with and, from information received, the panel believed that they would be unlikely to accept a place on a permanent site and pay rent, council tax or make payments for other services as they have not provided identity information in the past.

**Croydon experiences a similar pattern of unauthorised encampments as other boroughs - including in Brighton and Hove where 86% of unauthorised encampments featured the same family groups being subject to repeated evictions.**

Although the council has seen a decline in the number of unauthorised encampments in 2016 (over 2014 and 2015), this has in part been because Family Group 1 has been settled on land they had purchased. The cycle of unauthorised encampments and evictions will resume when they move off the land they had purchased.

## What is an unauthorised encampment?

Unauthorised encampments are uncontrolled and unregulated encampments and can cause considerable problems. They can be found in parks, public spaces, on the roadside or on private land. Encamping on land without the owner's consent (whether it is private or public land) is unlawful and in certain circumstances, is not just a breach of civil law but also criminal law.

Where Gypsies and Travellers camp on land they do not own without gaining the permission of the owner, they are 'trespassers'. Some unauthorised encampments can be dealt with through informal negotiation or the threat of formal action but where this is not possible, action can be taken to forcibly remove them from the land. Private landowners, local authorities and the Police all have powers to deal with unauthorised encampments.

## What is the process for removing unauthorised encampments?

There are a number of steps which have to take place before an unlawful or unauthorised encampment can be moved on. Depending on the process and whether or not the Council needs to take the case to court – it can take from 2-5 days. The Council acts as quickly as possible within the legal framework to remove unauthorised encampments.

When Gypsies or Travellers set up an unauthorised encampment, the Council is legally obliged to undertake a welfare assessment:

**Step 1** – Assessment by the Neighbourhood Safety Team (takes 2 hours) including suitability of site, number of vehicles, health and welfare of individuals. Bailiffs/ security teams put in place to monitor the site, take photographs and keep a logbook of activity and watch for anti-social behaviour

**Step 2** – Assessment of any extenuating circumstances enabling the group to stay eg. woman about to give birth

**Step 3** – Serve notice to leave – normally the same day or by 9am the following morning. If in a park and using bylaws to evict, then bailiffs are booked to manage the eviction and the Police are informed.

**Step 4** – Council officers check to see if the group has left the site by the deadline given. If not, an appointment is arranged with the court (usually within 24 hours) to seek a court order. Papers are served and the group is evicted (see powers overleaf).

### What preventative measures can the Council take to protect public land?

The Council safety team works closely with the parks and highways departments to shut off favourite camping sites (eg. installing height limiters, concrete bollards to prevent access). This is worth doing as a barrier might cost £5,000 while clearing up after them including fly-tip is costly. There are examples of fly tips costing up to £20,000 to clear.

Other preventative work in Croydon includes the employment of security teams to monitor unauthorised encampments 24/7. These measures seem to be having an impact on the number of unauthorised encampments and are also cutting clean-up costs.

### What powers do the authorities have to remove unauthorised encampments on public land?

The law is clear - managing unauthorised encampments must involve a balance between the rights of the landowner and/or the wider community and the rights and welfare needs of those who have established the unauthorised encampment – the Gypsies and Travellers. Local authorities have a statutory duty to ensure that both sides are fairly represented when it comes to unauthorised encampment on public land.

### What can private landlords do to remove unauthorised encampments?

It is the responsibility of private landowners to take action to remove unauthorised encampments and to deal with any environmental nuisance relating to them. Usually local authorities will not take action to evict where there is an unauthorised encampment on privately owned land.

Private landlords and landowners tend not to have the expertise to evict Travellers quickly. The Council and Police will offer landowners information and advice but the landowner must start any action relating to removal. The Council aims to help private landowners and landlords by offering advice about the protection of the site, the processes involved and the contact details for security teams and bailiffs.

It has been estimated that unauthorised encampments on private land costs businesses up to £3million a year<sup>ix</sup>.

Where there are multiple landowners the Council adopts a liaison role establishing ownership of each piece of the land and notifying the respective owners, then coordinating the action to be taken between them. If requested by and with the consent of the owner, the Council can take action under the CJPOA. However, this will only be done where there is a strong public interest to do so and the land owner has made a case to the Council that justifies why they are not able to deal with it themselves.

The Council will not act if an encampment has already been removed from the same land on more than two previous occasions, unless the Council are satisfied that the owner had taken all reasonable steps to secure the land subsequent to the last eviction.

Action options open to the landowner include:

- The tort of trespass provides for landowners to ask a trespasser to move and if they refuse may use reasonable force to remove them. Landowners may, for example, privately employ bailiffs for this purpose
- Repossession through the civil court
- Asking the Police to use powers under S61 of the Criminal Justice and Public Order Act 1994 to remove unauthorised campers.
- Pursue a claim for possession through the County Courts under Civil Procedure Rules 55. County Court bailiffs can be used to remove trespassers from the land once a possession order has been granted.

### What powers are available to local authorities and the Police?

There are a number of powers available to local authorities and the Police. A full summary can be found in 'Dealing with illegal and unauthorised encampments – A summary of available powers' produced by the DCLG (March 2015) can be found [here](#):

Commonly used powers include:

Section 77 and 78 - Local authorities can use S77 of the Criminal Justice and Public Order Act 1994 to direct unauthorised campers to leave. It can be used on any land within the local authority regardless of ownership and seeks to remove named individuals from the land. It is an offence not to comply with such a direction, and if that happens, the Local Authority can apply to the Magistrates Court to see the removal of vehicles and occupants from the land. Possession is enforced by local authority officers or private bailiffs and any return within 3 months carries criminal sanctions.

Failure to move from the land, or returning to the land within a period of three months are both criminal offences, punishable by a fine of up to £1,000.

If the unauthorised campers fail to comply with a S77 direction, local authorities can use S78 of the Criminal Justice and Public Order Act 1994 to go to court and get an order which allows the removal of unauthorised encampments. Responsibility for eviction lies with the local authority and the local authority must give those in the unauthorised encampments 24-hours notice of their intention. Obstruction of the local authority exercising their power under this order is an offence, punishable by a fine of up to £1,000.

Section 61 - The Police have a power to direct trespassers to leave land under S61 of the Criminal Justice and Public Order Act 1994. This is a discretionary power, which requires that any one of the following three conditions must be met;

- Any of the Gypsies/ Travellers has caused damage to the land or property on the land
- Any of the Gypsies/ Travellers has used threatening, abusive or insulting behaviour towards the owner/ occupier, a member of his family or an employee or agent of his
- That the Gypsies/ Travellers have six or more vehicles between them

It is an offence to fail to comply with a direction to leave by the Police or to return to the land within three months, punishable by up to three months imprisonment and/or a fine of up to £2,500.

In the first 8 months of 2015, there had been 4-5 uses of S61 notices in Croydon.

Section 62 - The Criminal Justice and Public Order Act 1994 S62 allows the Police to seize and remove vehicles if a direction under S61 has not been complied with, or the trespassers have returned to that land with a vehicle within a period of three months from the date of the direction under S61.

The Police have the power to remove trespassers where a suitable pitch is available under the Criminal Justice and Public Order Act 1994 S62(a)-(e) and can be used where all of the following conditions are met

- At least two people are trespassing
- The trespassers have at least one vehicle between them on the land
- The trespassers are present on the land with the common purpose of residing there for any period
- The occupier of the land or a person acting on his behalf has asked the Police to remove the trespassers from the land

It is a criminal offence for the trespasser to fail to leave the land as soon as reasonably practicable or enter any land in the local authority area in order to reside there as a trespasser within three months of the direction being given. The penalty for this offence is up to three months imprisonment and/or a fine of up to £2,500.

### Bylaws

The Council has used its local bylaws to enforce against unauthorised encampments in parks and open spaces. No court order is required. The bylaws used are:

- Bylaw 6 - which creates an offence of unlawful occupation of a designated recreation ground
- Bylaw 20 - which empowers the Council to remove anyone found to be infringing the bylaws.

All open spaces, pleasure grounds and green belt land are protected under Croydon's bylaws. Bylaws are quick and easy powers for the Council to use but lack teeth in the prevention of sites being occupied repeatedly – and the Police have limited powers to enforce them. A breach of bylaws can result in the issuing of a fixed penalty notice of £50 although these are rarely issued. Issuing fixed penalty notices is costly in terms of officer time and money to follow up non-payment. Travellers can be difficult to trace and identify and are unlikely to pay the fines issued to them.

### Vehicle seizure powers

Since 2015, local councils have had greater powers to stop, search and seize vehicles suspected of fly-tipping or other waste-related crimes. The powers aim to remove the means to dispose of waste illegally by persistent offenders and include allowing enforcement authorities to stop, search and instantly seize vehicles suspected of involvement with waste crime. They also broaden the range of waste offences for which a vehicle can be seized by enforcement authorities to include breaches of the waste duty of care, operation of an illegal waste site and carrying controlled waste while unauthorised.

### Civil Procedures Rules 1989

Part 55 of the Civil Procedures Rules 1989 can be used by Local Authorities and private Landowners who require the removal of trespassers from property including land. The claim must be issued in a County Court. The "ordinary" possession order may be used regardless of whether the property is a building or open land, and regardless of the type of squatter or trespasser. A possession order may be secured quickly – a minimum of 2 days-notice is required - against trespassers on open land.

## Town and Country Planning Act 1990

Under the Town and Country Planning Act, 1990, as amended, the Planning Enforcement Team can serve an Enforcement Notice with a Stop Notice on private land owners to remove unauthorised encampments. These powers are rarely used to deal with this issue in Croydon due to the lengthy appeal process attached to these Notices.

## Injunctions

These do not offer additional powers to either S61 (Police) or S77 (local authority) but can be granted indefinitely. They can be used if a local site is particularly vulnerable and intelligence suggests it is going to be targeted for an unauthorised encampment which will cause disruption to others. Local authorities can apply to the courts for a pre-emptive injunction preventing unauthorised camping (and/or protests) in a defined geographical area. In taking out an injunction the local authority is required to point to an underlying claim on which the injunction application is based such as:

- the relief from trespass or public nuisance
- the prevention of obstruction of the highway
- the prevention of a breach of planning control
- the prevention of environmental damage.

In order to secure an injunction an application to the court needs to be made, which demonstrates sufficient evidence.

For more information about the use of these powers in Croydon see: Croydon's Unauthorised Encampment Policy 2013.

## PSPOs

Public Space Protection Orders, or PSPOs, came into existence last year under the Anti-social Behaviour, Crime and Policing Act 2014 and may provide additional powers in the future. Similar to anti-social behaviour orders (ASBOs), PSPOs allow for broad powers to criminalise behaviour that is not normally criminal. Where ASBOs were directed at individuals, PSPOs are geographically defined, making predefined activities within a mapped area prosecutable.

## What roles do the Police and Local Authority in Croydon take?

The Police and the council in Croydon established a Memorandum of Understanding in 2014 which sets out the close working relationships between partners to ensure that all parties are using the full range of powers available to tackle unauthorised encampments in the borough.

The Police – will co-ordinate and support activity to remove Gypsies and Travellers and senior officers will personally deliver S77 and S78 notices and will authorise S61 notices. In some areas there are specialist liaison officers and links to the Gypsy Roma Traveller Police Association (GRTPA<sup>9</sup>). In Croydon nominated officers work with Gypsies and Travellers and, although they receive no specific training for the role, are confident that mainstream training and experience prepare them for the role they undertake.

<sup>9</sup> GRTPA is a support network for police personnel who have a Gypsy Roma Traveller background and aims to foster good relationships between the police and these communities.

The Council – has a well-established process of dealing with unauthorised encampments. Council safety officers are trained and authorised to seek court orders to remove unauthorised encampments under S77 and are in daily contact with the Police and Gypsy and Traveller groups.

**Do the Council or Police have a duty to move Gypsies or Travellers when they are camped without the landowner's permission?**

No. The powers given to local authorities and the Police are discretionary and can only be used when certain conditions exist. Failure to comply with both civil and criminal procedures would render the Council and Police liable to successful challenge in the Courts.

**What about trespass?**

The duty of the Police is to preserve the peace and prevent crime. Trespass on land itself is not a crime - it is a civil matter. Prevention of trespass is the responsibility of the landowner, not the Council nor the Police.

**What about criminal activity associated with some authorised encampments?**

Most Gypsies and Travellers are law-abiding citizens. The Police will deal with crime committed by Gypsies or Travellers when there is a complaint and evidence to support it, just as they would when criminal activity is committed by anyone else.

## TERMS OF REFERENCE

The following is taken from the amended scoping document, dated May 2016.

### BACKGROUND

Recent encampments by Gypsies and Travellers in the borough identified what appeared to be a lack of understanding of Traveller community needs and a possible lack of co-ordination by public bodies on how to respond to unauthorised encampments. There appears to be a one size fits all approach to a community of communities which is not homogenous.

### OBJECTIVES

The mini review aimed to:

- a) Review the council's approach to Traveller issues and contribute to future council policy for the benefit of local residents and Gypsy and Traveller communities;
- b) Consider whether the Croydon Unauthorised Encampment Policy 2013 is 'fit for purpose' and delivers a consistent and proportionate response to unauthorised encampments; and
- c) Look at how Gypsies and Travellers in our borough access public services and whether the council and its partners are delivering on their statutory responsibilities with regard to the education, health and social care of these communities.

### SCOPE OF THE REVIEW/LINES OF ENQUIRY

#### Included

- a) A review current policies and mechanisms (including legislation) including the Croydon Unauthorised Encampment Policy (April 2013);
- b) Investigation of the roles and responsibilities of agencies involved including the powers and duties that exist and who holds those powers;
- c) A review of best practice (including a possible site visit) around matters relating to the co-existence of Travellers and local residents';
- d) Consideration of the benefits/ opportunities/ threats/ risks attached to the potential provision of transit sites (sometimes known as stopping points) for Traveller groups;
- e) Information and evidence gathering from interested groups, including Travellers, local residents, private landlords, the council and partner agencies;
- f) Evidence from partner and external agencies relating to the health, education and social exclusion issues experienced by Traveller communities.

#### Excluded

- a) Consideration of the need for housing generated by travelling communities;
- b) Planning policy relating to development of land owned by Gypsies and Travellers<sup>10</sup>;
- c) Information or planning policy matters relating to specific sites which may or may not be under consideration for development.

<sup>10</sup> As defined earlier in the Introduction to the report.



## METHODOLOGY

The mini review is being progressed through:

- a) Series of short one-to-one/ small group meetings to collect information and evidence, including:
  - Representatives from Gypsy and Traveller community(ies)
  - Council officers
  - Partner agencies
- b) Gypsy and Traveller Welfare event:  
These meetings will be followed by a larger public meeting with invited contributors including residents – the Gypsy and Traveller Welfare event (held on 20 July 2016). A panel formed of three people under the chairmanship of Councillor Andrew Rendle asked questions.
- c) Desk research – including:
  - Current policies (national and local)
  - Reports and research
  - Legislation and guidance
  - Press coverage
- d) Site visit/ review of best practice – possibilities include:
  - Lathams Way site
  - Brighton and Hove
  - Bromley and or Ealing (Traveller Management Unit)

## POSSIBLE CONTRIBUTORS

During the review, we aimed to speak to a number of individuals and organisations and a list is provided below.

- a) Gypsy and Traveller-focused NGOs and civil society organisations such as:
  - The Traveller Movement
  - National Traveller Advisory Group
  - Irish Traveller Movement
  - London Gypsy and Traveller Unit
  - Showmen's Guild
  - The Gypsy Council
  - Gypsy Roma Traveller Police Association
- b) Landowners:
  - Croydon Council
  - Private landowners
- c) Partner agencies and external organisations including:
  - Croydon council – inc. Planning, Community Safety, Area Enforcement Supervisors, Tenancy/housing officers including Croydon Landlord Services; environmental health
  - Other Local Authorities

- Croydon Gypsy and Traveller education support service
- Health Authority
- Relevant third sector organisations (including post-compulsory education and skills providers i.e. community colleges)
- Police

## TARGET PROGRESSION FOR REPORT AND RECOMMENDATIONS

Develop scoping document	July-August 2015
Desk research	August-September 2015
Presentation to Scrutiny and Overview Committee	8 September 2015 meeting
Series of one-to-one/ small group meetings	October 2015 to June 2016
Site visits	October 2015 to June 2016
Investigative public meeting (1 day)	Mid/late July 2016
Draft report	July/ August 2016
Report to Scrutiny and Overview Committee	6 September 2016 meeting
Cabinet (Stage 1) for noting	October 2016 meeting
Cabinet (Stage 2) response to recommendations	December 2016 meeting
Cabinet response to Scrutiny & Overview Committee	Early 2017 meeting

## GLOSSARY AND SOURCES

### ABBREVIATIONS AND ACRONYMS

<b>ASB</b>	Anti-Social Behaviour
<b>CCG</b>	Clinical Commissioning Group
<b>CQC</b>	Care Quality Commission
<b>DH</b>	Department of Health
<b>FFT</b>	Friends, Families and Travellers
<b>GP</b>	General Practitioner
<b>GRTPA</b>	Gypsy Roma and Traveller Police Association
<b>GTANA</b>	Gypsy and Traveller Needs Assessment
<b>HWB</b>	Health and Wellbeing Board
<b>JSNA</b>	Joint Strategic Needs Assessment
<b>LA</b>	Local Authority
<b>PH</b>	Public Health
<b>PHE</b>	Public Health England
<b>SEN</b>	Special Educational Needs
<b>TES</b>	Traveller Education Service

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

**Bricks and mortar accommodation** - Permanent housing of the settled community, as distinguished from sites.

**Caravan** - A mobile living vehicle. Also referred to as a trailer.

**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 in a year. 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.

**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** - In this report it includes all Gypsies and Travellers as specific ethnic groups 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.

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

**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.

**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.

**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.

## DESK RESEARCH SOURCES

Two Years On – the Travellers Commissioning Strategy in Action 2013/14	Brighton and Hove City Council	2014
Dealing with illegal and unauthorised encampments – A summary of available powers	Department of Communities and Local Government	March 2015
Designing Gypsy and Traveller Sites: Good Practice Guide	Department of Communities and Local Government	2008
Local authorities and Gypsies and Travellers: a guide to responsibilities and powers	Department of Communities and Local Government	May 2007
Gypsy and Traveller Liaison Service, Annual Report 2012/13	Devon County Council	2012/13

Inequalities experienced by Gypsies and Travellers 2009	Equalities and Human Rights Commission	2009
Gypsies and Travellers: planning provisions	House of Commons Briefing Paper, no. 07005	4 January 2016
Review of Gypsies and Travellers Site Provision within Leeds – Scrutiny Inquiry Report	Leeds City Council	January 2011
Assessing the Potential of Negotiated Stopping	Leeds GATE (Gypsy and Travellers Exchange)	January 2016
Croydon’s Unauthorised Encampment Policy 2013	London Borough of Croydon	2013
Selection and Assessment of sites for Gypsies and Travellers – Evidence for the Croydon Local Plan Detailed Policies and Proposals (Preferred and Alternative Options)	London Borough of Croydon (Croydon Council)	August 2015
We are Londoners Too – Letters from Gypsies and Travellers	London Gypsy and Traveller Unit	November 2011
Gypsy and Traveller accommodation in London – A strategic view	London Gypsy and Traveller Unit	April 2009
Improving access to health care for Gypsies and Travellers, homeless people and sex workers - An evidence-based commissioning guide for Clinical Commissioning Groups and Health & Wellbeing Boards	Royal College of General Practitioners	September 2013
Croydon Gypsy and Traveller Accommodation Needs Assessment (GTANA) 2013	RRR Consultancy Ltd for Croydon Council	November 2013
A question of identity: the social exclusion of housed Gypsies and Travellers, Margaret Greenfields and David Smith	Research, Policy and Planning Vol 28 No 3 © Social Services Research Group	2010/11
Manifesto for the 2016 Mayoral Elections	The London Gypsy and Traveller Forum	2016
Good Practice Guide: Working with Housed Gypsies and Travellers	Shelter	February 2008

## ENDNOTES

<sup>i</sup> Source: Equality and Human Rights Commission, 2009

<sup>ii</sup> Designing Gypsy and Traveller Sites: Good Practice Guide, DCLG 2008

- iii Croydon GTANA 2013, evidence compiled for the Croydon Local Plan (Detailed Policies and Policies) in 2015 and the emerging Local Plan proposed submission sites in the Croydon Local Plan: Detailed Policies and Proposals (publication 5 September to 17 October 2016 and approved by Cabinet 11 July 2016).
- iv Source: Devon County Council: Gypsy and Traveller Liaison Service, Annual Report 2012/13.
- v Source: A question of identity: the social exclusion of housed Gypsies and Travellers, Margaret Greenfields and David Smith, Research, Policy and Planning Vol 28 No 3 © Social Services Research Group 2010/11
- vi Source: A question of identity: the social exclusion of housed Gypsies and Travellers, Margaret Greenfields and David Smith, Research, Policy and Planning Vol 28 No 3 © Social Services Research Group 2010/11
- vii [http://www.Travellersaidtrust.org/big\\_or\\_divided\\_society.pdf](http://www.Travellersaidtrust.org/big_or_divided_society.pdf) pp53-59
- viii Source: Local authorities and Gypsies and Travellers: a guide to responsibilities and powers, May 2007, Department for Communities and Local Government
- ix Source: The London Evening Standard 'Build Temporary sites for Travellers to stop invasions of private land', 14 June 2016