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## Appendix 2

### Existing and Proposed East Lindsey Planning Policy

Copy of the text in the Adopted East Lindsey Local Plan Alteration 1999.

The only reference to accommodation for Gypsies and Travellers is in Policy H14, which states:

*Policy H14 Residential Caravan Sites for Gypsies*

*A caravan site will be permitted alongside or close to a town, main village or medium sized village where it is essential to enable gypsies to make or seek their livelihood in the area and to maintain their nomadic lifestyle and provided also that such a site:-*

- a) is not within the AONB, AGLV or CCA;*
- b) is not within or alongside a SSSI, SNCI or NNR;*
- c) has easy and safe access to the strategic road network;*
- d) is provided with on-site services for the provision of water, power, drainage, sewage disposal and refuse/waste disposal facilities;*
- e) includes within it, sufficient space for the parking and manoeuvring of all vehicles associated with the site occupiers;*
- f) has easy access to local services including shops, primary schools and health facilities;*
- g) is, in scale, form and location, capable of being integrated into its*
- h) surroundings with minimal and acceptable harm to the character,*
- i) appearance and amenities of the area;*
- j) is defined with boundary treatment beyond which no activity associated with the site or further development will be permitted.*

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*8.100 Because of the unique nomadic lifestyle of gypsies it is unlikely that appropriate living accommodation is going to be found by applying the land use based housing policies of this Plan. This policy, therefore, provides only for their exceptional circumstances whilst still adhering to the Plan's basic principles of sustainability and to its objectives. For the purposes of this policy gypsies will include people of nomadic lifestyle, irrespective of race or origin but will exclude other travelling organised, disparate or common interest groups.*

The policy H13 relating to Show People's Accommodation had been deleted from the saved policies.

## **Copy of the Text in Chapter 5 in East Lindsey District Councils Draft Core Strategy – Gypsies, Travellers and Showpeople**

### **Where we want to be**

The Council will know what the need for Gypsy, Traveller and Showpeoples sites is and work toward meeting that need so that the travelling community and settled community can live in harmony with each other.

### **What it will look like**

Gypsies, Travellers and Showpeoples sites will be located in suitable places, accessible to services and facilities to meet the identified need.

### **Delivery Objectives** (how we are going to get there)

This strategy will be delivered through the following

Settlement Proposals DPD  
Local Investment Plan

### **Evidence**

Lincolnshire Coastal Study  
Strategic Flood Risk Assessment  
Landscape Character Assessment  
Gypsy and Traveller Needs Assessment 2007  
Gypsy and Traveller Needs Assessment 2012 (to be completed)

## ***STRATEGIC POLICY 6 – Gypsies, Travellers and Showpeople***

### **Why have we taken this approach?**

1. Although not identified as a significant issue locally, there was a recognised shortfall in the provision of accommodation for Gypsies and Travellers and Travelling Showpeople across the East Midlands Region. The now revoked East Midlands Regional Plan asked for a minimum of seven pitches to be provided in East Lindsey though it did not specify whether they should be permanent or transit pitches. The Council's 2007 Gypsy and Traveller Needs Assessment recommended between 7 – 10 pitches. A pitch provides an individually serviced household unit with an amenity building and sufficient parking space for up to three caravans and support vehicles).
2. To update its information, the Council has commissioned a Gypsy and Traveller Needs Assessment to provide a robust evidence base with which to formulate policy over the next 15 years and provide the Council with a target figure.
3. Beyond that, the Council aims to identify deliverable sites with which to meet needs for the first five years of the life of this plan, along with sites to enable continuous delivery of sites for at least 15 years from the date of the adoption of the plan. Broad locations for sites will be identified on completion of the Gypsy and Traveller Needs Assessment with specific sites being identified in the Settlement Proposals document, if required.

4. There is planning permission for a permanent site of 11 pitches in Louth, but this site has yet to be developed. The 2007 Gypsy and Traveller Assessment indicated the need for a transit site located somewhere in or around Skegness, and a further site between Louth and Market Rasen. The Council has carried out a desktop exercise and there is still a possible need for at least one transit site in the District, located somewhere around Skegness, the number of pitches is yet to be determined.
5. The Council has identified towns and large villages as the locations best able to ensure access to services and facilities. As these are key factors in considering the suitability of sites, the Council will support Gypsy and Traveller sites and sites for Travelling Showpeople alongside or close to these centres. It is considered that the smaller and less well-serviced medium villages do not have the capacity to accommodate significant levels of development and where there is a proven need the Council will support small-scale development for no-more than three family units. The small villages and hamlets in the district are not considered as acceptable locations because of their size and lack of facilities.
6. The Council has outlined a criteria-based policy for comment, in order to provide a basis for decision making both prior to the allocation of sites and to ensure that if sites come forward there is not a policy vacuum with regard to Gypsies and Travellers. The criteria will also be used to identify sites, if required, in the Settlement Proposals document.

***The Council will support permanent Gypsy and Traveller sites and sites for Travelling Showpeople alongside or close to a town or large village.***

***Sites should;***

- ***Be within safe walking distance of the settlements amenities;***
- ***Have easy and safe access to the principal road network;***
- ***Be provided with on-site services for the provision of water, power, drainage, sewage disposal and refuse/waste disposal;***
- ***Be appropriate in scale and form to its surroundings and be capable of being integrated into their surroundings with minimal harm to the character, appearance and amenities of the area; and***
- ***Not be located in an area of flood risk;***

***If the use of the site is to include an employment use, then it must be shown that the use can be accommodated on the site without harming either the character of the area or the amenities of those living on the site or around the site.***

***The Council will support transit Gypsy and Traveller sites and sites for Travelling Showpeople alongside or close to a town or large village in area of flood risk in accordance with the above criteria and provided they are only occupied between the 15<sup>th</sup> March and 31<sup>st</sup> October in any one calendar year.***

***The Council will support permanent Gypsy and Traveller sites and sites for Travelling Showpeople alongside or close to medium villages provided they are;***

- ***For no more than three family units;***
- ***Within comfortable walking distance from the settlement's amenities;***
- ***Easily and safely accessible to the road network;***
- ***Provided with on-site services for the provision of water, power, drainage, sewage disposal and refuse/waste disposal;***
- ***In scale, form and location, capable of being integrated into its surroundings without unacceptable harm to the character, appearance and amenities of the area; and***
- ***Not located in an area of flood risk;***

***If the use of the permanent site is to include an employment use, then it must be shown that the use can be accommodated on the site without harming either the character of the area or the amenities of those living on the site or around the site.***

## **Appendix 3 GTAA INFORMATION**

### **Lincolnshire GTAA 2007 – Outside Research & Development**

The study found that the main reason for travelling was for work or employment. A few respondents to the survey travelled for a visit to family or friends and two respondents for weddings, funerals or family gatherings. Among those respondents who had travelled during the previous two years, the majority did not have a similar pattern of travel every year.

Respondents on Local Authority sites were fairly settled, compared to those respondents on private sites and highly mobile Gypsies and Travellers in roadside encampments. 20% of respondents on Local Authority sites had travelled in the last two years, whereas on private sites 50% had travelled, and on roadside encampments 100% of a small sample had travelled. In bricks and mortar housing, of a small sample, 0% said they had travelled in the last two years. Despite low percentages having travelled from Local Authority sites and bricks and mortar, the majority would like to see more Transit sites, which might influence travel patterns. By contrast among Travelling Show People, 91.7% of respondents had travelled during the last two years.

Prevalent travel patterns of those who had travelled included, among respondents on Local Authority sites: travel in Lincolnshire and throughout UK. Among respondents on private sites: 10 out of 12 respondents travelled outside of the East Midlands region, one toured all over the UK, 2 travelled abroad to Canada and Australia. 'Highly mobile' Gypsies and Travellers on roadside encampments had travelled in Lincolnshire and throughout the UK.

Show People had travelled in Lincoln, South Kesteven, outside Lincolnshire in the East Midlands, and in the rest of the UK.

### **South Holland GTAA 2006 – Opinion Research Service**

21 of the survey respondents travel but the report does not provide specific details of cross-boundary migration. It does comment that the main reason for travelling is for work, largely in the Summer for seasonal gardening, fruit picking and other casual labouring jobs.

18 respondents expected to travel in the future, most within the next three months. One expected to travel within South Holland and a further two within Lincolnshire. Most respondents expected to leave the area when next travelling but only on a temporary basis.

15 of the 21 respondents wanted to maintain their current base within the District and it is clear that the majority of the population is settled even if the travel from time to time outside of the area.

### **North and North East Lincolnshire GTAA 2006 – University of Salford & Sheffield Hallam University**

Of the six respondents on unauthorised encampments, all indicated that they would have liked to stay in the area. In terms of which specific area they would have liked to stay in, 3 would have liked to have stayed in Brigg; 1 respondent preferred Grimsby; while 1 respondent preferring either Grimsby or Cleethorpes. One respondent did not provide a specific answer.

The vast majority of people reported that they never travelled or travelled seasonally, which generally means for short periods during the summer months. When questioned on location of travel one of the most common responses was ‘anywhere’ or ‘all over’: It was impossible to identify particularly popular destinations from this. A number of respondents mentioned Appleby Fair with a similar number mentioning other Fairs such as Cambridgeshire and Stow. There were diverse replies which included: Doncaster, Newark, Romford, Nottingham, Grantham, Cambridge, London, Manchester, and Lowestoft. However, in terms of the areas people noted, this could be broadly encapsulated by an East coast travelling pattern, along a broadly similar route to the A1.

### **Cambridgeshire Sub-region Traveller Need Assessment 2006 – Anglia Ruskin University**

The survey found that travel patterns were complex. Most English Gypsies in the study area were ‘born and bred’ within the region, often having regional connections over several generations. Most of those surveyed were based within the region, moving between known sites, but also travelled elsewhere. For example, a Gypsy interviewed on one day might be encountered the next day in another district. It was difficult to distinguish those Gypsies/Travellers ‘residing in’ (i.e. ‘local’) from those ‘resorting to’ an area. Some respondents travelled in Europe as well as the UK, and one had a successful (over £1 million turnover) business based in both France and the UK. Few Irish Travellers claimed to travel in Ireland, more often around London and the Midlands (as well as the study area). Four of those interviewed were effectively internally displaced persons, having lost battles to get planning permission on land they owned, or been required to leave when council sites closed or private sites were full. They were found on unauthorised sites, but were reluctant to apply as homeless persons because they knew councils had no suitable accommodation to offer.

5% of respondents travelled in Cambridgeshire with a further 4% including travel to London and within the county. 7% travelled to the coast and to fairs whilst 19% claimed to travel “all over”.

### **Cambridgeshire Sub-region Gypsy and Traveller Accommodation Need Assessment 2011 – Cambridgeshire County Council Research Group**

This assessment is based upon a statistical model largely utilising secondary sources of data. It does not comment in detail on travel patterns or cross-border movements. However, one interesting finding is that Travellers’ Liaison Officers advise that current thinking is towards providing more emergency stopping places rather than transit pitches.

### **Nottinghamshire GTAA 2007 – Tribal + Update 2010**

Some people travel all year round but more said that they only travel through the summer and some travel all year except winter. They travelled to a broad range of locations throughout England and some travel to Ireland, Wales, Scotland and beyond the UK. The Summer Survey also found that 66% of respondents travelled in the summer whilst only 12% chose to travel in the winter.

The following figures indicate percentages of Travellers who travelled to:

Across East Midlands 10%

Across the UK 68%

Overseas 22%

In common with other reports respondents said they had to travel as they were continually moved on and had no authorised site to go to.

### **Leicestershire, Leicester & Rutland GTAA 2007 – University of Birmingham**

Travelling for respondents with permanent accommodation is now largely, although not exclusively, a summer activity. It is often a social event in that more than half normally travel either with other family members (beyond their immediate family) or other families.

This is also clear from the reasons given for travelling. Visiting family and friends was important. Visiting events – fairs, horse fairs and Christian Conventions and Missions – was also given by many as the reasons for travelling, and these involve meeting other Gypsies and Travellers. A minority specifically mentioned travelling for work, but for the majority travelling is a holiday. Linking all these aspects, and mentioned most frequently, was some form of words indicating that this is the culture and way of life to be kept alive and shown to children.

By definition, most of those interviewed on the roadside in the Study Area are active Travellers to some degree. The exceptions are the few on long-standing encampments, several of whom said they had travelled very little in the previous year. Most of those interviewed might be regarded as 'permanent' Travellers in the sense that they said that they had no base elsewhere.

Council owned transit sites are currently unimportant – not surprising since there are so few nationally.



## Appendix 4

### Setting the Context Nationally, Across Lincolnshire and Best Practise – the Traveller Community in 2012

The travelling community are probably the most deprived and disadvantaged section of society in the United Kingdom, a fact borne out by a substantial body of research. For example:

- Life expectancy for Gypsy and Traveller men and women is 10 years lower than the national average.
- Gypsy and Traveller mothers are 20 times more likely than the rest of the population to have experienced the death of a child.
- In 2003, less than a quarter of Gypsy and Traveller children obtained five GCSEs at A\* - C grades, compared to a national average of over half. (do we have any more up to date information)
- A high proportion of Gypsy and Traveller adults cannot read or write.

In its Impact Assessment of the new Planning Policy for Traveller Sites published in March 2012 the Government comments:

“Gypsies and Travellers experience poor social outcomes across a range of social indicators. Gypsies and Travellers living on unauthorised sites can face additional difficulties accessing health and education services and the precarious nature of their homes can further exacerbate inequalities and stifle life chances”.

Furthermore, the Equality and Human Rights Commission published in late 2009 a report entitled ‘Inequalities Experienced by Gypsy and Traveller Communities: A Review’. In the report the following issues were highlighted:

- Gypsies and Travellers die earlier than the rest of the population.
- They experience worse health, yet are less likely to receive effective, continuous healthcare.
- Children's educational achievements are worse, and declining still further (contrary to the national trend).
- Participation in secondary education is extremely low: discrimination and abusive behaviour on the part of school staff and other students are frequently cited as reasons for children and young people leaving education at an early age.
- There is a lack of access to pre-school, out-of-school and leisure services for children and young people.
- There is an unquantified but substantial negative psychological impact on children who experience repeated brutal evictions, family tensions associated with insecure lifestyles, and an unending stream of overt and extreme hostility from the wider population.

- Employment rates are low, and poverty high.
- There is an increasing problem of substance abuse among unemployed and disaffected young people.
- There are high suicide rates among the communities.

Within the criminal justice system – because of a combination of unfair treatment at different stages and other inequalities affecting the communities – there is a process of accelerated criminalisation at a young age, leading rapidly to custody. This includes: disproportionate levels of Anti-Social Behaviour Orders against Gypsies and Travellers, instead of the use of alternative dispute resolution processes; high use of remand in custody, both because of judicial assumptions about perceived risk of absconding and lack of secure accommodation; prejudice against Gypsies and Travellers within pre-sentence reports, the police service and the judiciary; and perpetuation of discrimination, disadvantage and cultural dislocation within the prison system, leading to acute distress and frequently suicide.

Policy initiatives and political systems that are designed to promote inclusion and equality frequently exclude Gypsies and Travellers. This includes political structures and community development and community cohesion programmes.

There is a lack of access to culturally appropriate support services for people in the most vulnerable situations, such as women experiencing domestic violence.

Gypsies' and Travellers' culture and identity receive little or no recognition, with consequent and considerable damage to their self-esteem.

Contrary to the views promulgated by some sections of the media, many Gypsies and Travellers live trouble-free lives alongside the settled communities in their neighbourhood. Research has found that Gypsies and Travellers and settled neighbours build up effective relationships once a site is established and many have good relationships with neighbouring communities. However, a minority do cause problems for local communities from noise, lack of sanitation and water supply, litter and rubbish, and anti-social behaviour. This is most often encountered from large groups of long distance Travellers who have no local connection. Unfortunately, the bad habits of the few are laid at the door of all Travellers in the minds of many people.

Most Gypsies and Travellers have the same hopes, desires and expectations as their neighbours in the settled community and want to be able to access public services, and be valued as part of the wider community. Discrimination is the main barrier preventing Gypsies and Travellers from participating in society as it gives them the message that they are not wanted.

Few issues stir the emotions more than the unauthorised arrival of Gypsies and Travellers on land near to the settled community. Many myths and lurid stories abound about the behaviour and nature of the Travellers, with local people claiming that crime rates will soar and their properties will be devalued by the presence of the Travellers. Similar reactions are often prevalent when proposals for new permanent Gypsy and Traveller sites are announced, usually via the lodging of a planning application. However, the settled community should also acknowledge the plight of the Travellers themselves who literally have no lawful place to stay.

## Education Service Provision

Central government commitment to promoting equality in education for Gypsy and Traveller children is reflected in a range of policy statements and guidance.

A progress report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers, produced by CLG in April 2012, commits funding of just over £201m for ethnic minority achievement via the Dedicated Schools Grant, to help schools improve the performance of ethnic minority and Gypsy and Traveller pupils. Schools can use this funding to 'buy in' support or specialist advice, to employ an additional teacher or teaching assistant or to fund community outreach work with local Gypsy, Roma and Traveller pupils. The funding can be retained at local authority level to provide centralised Traveller Education Support Services.

In addition, the following government commitments are made in the report:

- That Gypsy and Traveller pupils will be specifically highlighted as a vulnerable group in the revised Ofsted framework to pilot a Virtual Head Teacher for Gypsy, Roma and Traveller pupils in a small number of local authorities.
- To look again at the impact of legislation that under certain circumstances protects mobile Gypsy and Traveller families from prosecution for their children's non-attendance at school and to do this in parallel with a review of statutory guidance.
- To take steps to assess the impact of school-based commissioning, alternative provision and early intervention on the most vulnerable pupil groups.
- To publish next year the results of an Ofsted survey on prejudiced-based bullying, which will pick up bullying of minority pupils
- To collect and publish case studies from the highest performing schools for Gypsy and Traveller pupils.

At present, Gypsy and Roma pupils, along with pupils of Irish Traveller heritage, are amongst the lowest-achieving groups at every Key Stage of education, although individual pupils can and do achieve very well. In 2011, just 25% of Gypsy, Roma and Traveller pupils achieved national expectations in English and mathematics at the end of their primary education, compared with 74% of all pupils. At the end of secondary education, just 12% of Gypsy, Roma and Traveller pupils achieved five or more good GCSEs, including English and mathematics, compared with 58.2% of all pupils.

Attainment gaps are a complex issue and the underperformance of Gypsy, Roma and Traveller pupils may be due to a combination of factors, including financial deprivation, low levels of parental literacy and aspiration for their children's academic achievement, poor attendance and bullying. There is a particularly strong link between deprivation and underachievement and in primary schools, 43.2% of all registered pupils registered as either Gypsy, Roma or of Irish Traveller background are currently eligible for Free School Meals; this figure rises to 45.3% in secondary schools and 57.5% in Special Schools. Those pupils who are eligible for Free School Meals are already benefiting directly from the Pupil Premium, which is providing an additional £488 per pupil in 2010-2011 to help raise their attainment. This figure will rise to £600 per pupil in 2012-2013, when the premium will be extended to all pupils

who have been eligible for Free School Meals during the past six years, whether or not they currently qualify.

The Government is clear that schools and local authorities are best placed to respond to local needs and priorities, and should take a lead in tackling the underperformance of disadvantaged and vulnerable pupils. But for them to succeed, they must be given the freedom and funding to do so. That is why this year we (whose we?) have once again provided just over £201m for ethnic minority achievement via the Dedicated Schools Grant, to help schools improve the performance of ethnic minority and Gypsy, Roma and Traveller pupils, as well as those with English as an Additional Language. Schools can use this funding to 'buy in' support or specialist advice, to employ an additional teacher or teaching assistant or to fund community outreach work with local Gypsy, Roma and Traveller pupils. Where Schools Forums wish it, the funding may be retained at local authority level to provide centralised Ethnic Minority Achievement and Traveller Education Support Services.

Two further relevant publications are 'Aiming High: Raising the Achievement of Gypsy Traveller pupils' (Department for Education and Skills (DfES), 2003) and 'Aiming High: Partnerships between schools and Traveller Education Support Services in raising the achievement of Gypsy Traveller pupils' (DfES, 2005).

The main themes of the guidance include: addressing the barriers to inclusion through race equality strategies and clear policies for tackling racist bullying; a welcoming ethos and culture of respect; high teacher expectations for the achievement of Traveller pupils; ethnic monitoring to measure and address differential achievement levels; an inclusive curriculum that values Gypsy and Traveller cultures; involvement of parents and the communities; encouraging regular attendance; and promoting innovative methods for ensuring continuity of learning.

Gypsy and Traveller children remain highly disadvantaged in terms of access, inclusion and achievement, and are 'the groups most at risk in the education system' (DfES, 2003).

Gypsy and Traveller children's achievement remains sharply below that of all other groups and this inequality is increasing.

Education for all children in the county is the responsibility of Lincolnshire County Council, and includes a statutory duty for the education of Traveller children. In Lincolnshire this has been supported by the directly funded Traveller Education Service (TES). However, following the Government's Comprehensive Spending Review announcement in October 2010, Lincolnshire County Council decided to dispense with all Traveller teaching staff, learning support assistants and the Early Years worker.

The Equality and Human Rights Commission report that 'There is general agreement about the very significant role of TESs in promoting educational inclusion and racial equality through their work with schools and with the communities. Their wide-ranging work includes outreach, advocacy, facilitation of access, promotion of communication and trust between schools and Gypsy and Traveller parents, curriculum development, in school support, in-service training, and inter-agency liaison and development. Many TESs now employ members of the communities as liaison workers or teaching assistants allocated to schools, which greatly enhances the development of trust and understanding between schools and communities. Some TESs are underfunded and all TESs have experienced a series of changes to

their funding regime in recent years. TESs remain of crucial importance in promoting education for Gypsies and Travellers and it is essential that they are adequately and securely funded.<sup>7</sup>

The Equality for Minority Communities (EMC) department of the County Council has taken responsibility, since September 2011, for meeting the education needs of Gypsies and Travellers.

EMC confirms there are 325 to 350 known Gypsy and Traveller children across the County, although some of these children may now be over the age of 16. In the East Lindsey District, there are 61 children, of which 18 are housed in bricks and mortar.

The County Council seeks to promote unhindered access and full integration of Traveller pupils into mainstream schooling. The service offers advice and support to schools and training to provide schools and relevant agencies with information on, and awareness of Traveller background and cultures.

The outreach work with families aims to encourage an understanding of educational issues, including pupil enrolment and regular attendance in school.

The Gainsborough Traveller Initiative (GTI) has worked alongside the County Council, although its services do not extend to cover the whole of the County, but it is currently working with Gypsy and Traveller communities in Gainsborough, Lincoln, Boston and Spalding.

The GTI Business Plan aims to deliver by 2015 the following educational outcomes:

- 100 Travellers aged 11+ will gain accredited qualifications and be both more confident and able to pursue employment opportunities by the end of year five.
- 30 early years Travellers (0 - 5) will receive good quality school provision and be helped and supported to transfer into mainstream settings by the end of year two and thereafter.

Its broader aims are to:

- Consolidate, refine and develop existing services in response to local needs.
- Explore and develop new partner providers.
- Operate the Free School
- Provide educational services to Travellers across a broader area

GTI is currently working with Lincoln University, hosting 10 MSc Social Work students this year (compare to 4 students in 2011). Students are asked to develop courses for young travellers that lead to an accredited qualification.

GTI's remit is broader than education alone, in terms of facilitating Gypsy and Traveller access to a wider range of services. In a recent survey of travellers needs conducted by GTI, the key needs requested were:

- Early Years and alternative provision for secondary age children
- Help to get jobs (qualifications, CV writing, work experience, etc)
- Help to get to further education
- Computer skills
- Parenting skills
- Improved reading and writing
- Practical courses
- Educational trips

These surveys also confirmed that Travellers in other parts of the county want similar services to those already provided in Gainsborough, Lincoln, Boston and Spalding.

### **Good Practice in Education in Other Areas**

**Cambridgeshire County Council Team for Traveller Education** - aims to address inequalities of achievement and access to education by Gypsy and Traveller children. Team priorities include meeting the needs of highly mobile pupils to secure access and attendance at school, transfer to secondary school and maintenance of attendance at secondary school. Although the main focus is on statutory education, the team also works in pre-school settings, with Further Education, Adult and Community Learning and the Youth Service as well as the voluntary sector.

Advisory teachers work with groups of schools across a geographical area while school focused teachers and Teaching Assistants are allocated to work in specific schools. Home-school liaison officers work with schools, parents and young people to support attendance and parental involvement in school activities or parent-teacher discussions. They work across a range of schools, within a given area.

## Health Services Provision

In March 2007 the Department of Health published a “Commissioning Framework for Health and Well-being” which introduced Joint Strategic Needs Assessments (JSNA) by which Primary Care Trusts and top tier Local Authorities would “describe the future health, care and wellbeing needs of local populations and strategic direction of service delivery to meet those needs”. This would then help to provide personalised services, promote health and well-being, prevent ill health and reduce health inequalities.

The Health and Social Care Act 2012 emphasises the importance of the JSNA as the starting point for strategy development and commissioning decisions. It provides the new statutory Health and Wellbeing Boards with the following required functions:

- To oversee the production of the Joint Strategic Needs Assessment (JSNA).
- To develop a Joint Health and Well-being Strategy (JHWS).
- To develop joint commissioning intentions and ensure all commissioning intentions meet the needs identified by the JSNA and are in line with the JHWS

A progress report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers, produced by the Department for Communities and Local Government (DCLG) in April 2012 seeks to identify ways to improve health outcomes for Gypsies and Travellers within the proposed new structures of the NHS and makes the following commitments on health:

- To work with the National Inclusion Health Board, the NHS, local government and others to identify what more must be done to include the needs of Gypsies and Travellers in the commissioning of health services.
- To explore how health and wellbeing boards can be supported to ensure that the needs of Gypsies and Travellers with the worst health outcomes are better reflected in Joint Strategic Needs Assessments and joint health and wellbeing strategies.
- To identify gaps in data and research, and look to identify the specific interventions that produce positive health outcomes.
- To work with the Inclusion Health working groups to identify what more needs to be done to improve maternal health, reduce infant mortality and increase immunisation rates.
- To embed the Inclusion Health programme in training for all health professionals with the aim of developing a strong, stable and capable workforce, that can drive change and make a difference to the lives and health outcomes of the most vulnerable.

The Lincolnshire Shadow Health and Wellbeing Board will have no decision making powers until July 2013, when it becomes a committee of the County Council. It will then make recommendations to health and social care organisations.

The JSNA and JHWS priorities for Lincolnshire, produced in 2011, are:

- Promoting health lifestyles
- Improving health and wellbeing for older people
- Delivering high quality care for major causes of ill health and disability
- Improving health and reducing health inequalities for children
- Reducing worklessness

A JSNA report is produced every year and is used by the shadow Health and Wellbeing Boards to write a JHWS. Whilst the Lincolnshire JSNA Overview 2011 has an action plan that explains how healthcare, health improvement and social care services will be changed to improve people's health and wellbeing, it does not refer, in any category, to the specific health needs and requirements of the Gypsy and Traveller community in Lincolnshire.

Key findings from a Race Equality Foundation Briefing Paper produced in 2008 and titled 'The health of Gypsies and Travellers in the UK' are that:

- The health status of Gypsies and Travellers is much poorer than that of the general population, even when taking into account controlling factors such as variable socio-economic status and ethnicity.
- Poor access to, and uptake of, health services is a major factor in Gypsy and Traveller health.
- Gypsy and Traveller health receives scant attention in policy documents on health inequalities.

Examples of good practice exist, but these need to be funded and replicated across more localities.

A 2012 Better Health Briefing Update to the 2008 paper notes the current NHS restructuring has forced former PCTs, Local Authorities and emerging Clinical Commissioning Groups (CCGs) and Health and Wellbeing Boards to look at how to meet the health and social care needs of their local population, including Gypsies and Travellers.

However, the challenge is to ensure that Gypsies and Travellers are included in health needs assessments, as these will inform Health and Wellbeing Boards and CCGs of the health outcomes that they need to achieve. The paper concludes that comprehensive and inclusive Joint Strategic Needs Assessments are essential, as they are a vital link to the commissioning of future services.

Health service provision for Gypsies and Travellers in Lincolnshire are currently described as informal, disjointed and reactive. No one person or team has overall responsibility for coordination and delivery of health service provision to the Gypsy and Traveller Community. In addition, the systems for recording health information across the County are not linked and this is cited as creating additional difficulties.

Health service provision is to some degree currently evolving countywide. The County Council Gypsy and Traveller Liaison Officer is currently working with Health Visitors to ensure that a named Health Visitor is able to attend authorised sites and also unauthorised sites to conduct health needs assessments.



Prior to the disbanding of the County Traveller Education Team, many of the health care professionals and support services that were required were contacted through the Team. Contact is now made through:

- Gainsborough Traveller Initiative (GTI)
- County Council Gypsy and Traveller Liaison Officer
- Hospital Liaison Officer (particularly through Maternity Services)
- Child Health System

The GTI in particular aims to deliver the following health outcomes as part of its strategic 2011 – 2015 Business Plan:

GTI Strategic Aim:

All of the main Traveller communities in Lincolnshire will be encouraged to register with G.P.'s and relationships with a number of health professionals will be developed so they can be introduced to the communities to ensure that preventative health care matters such as screening, immunisation, dental checks and sight testing take place. Sexual Health Education (traditionally a taboo subject) will be introduced in an appropriate and sensitive way.

GTI Business Plan Actions:

- Identify which Travellers have a GP and which GPs they are in order to create a database of registered Travellers in the county (in partnership with NHS Primary Trust).
- In partnership with NHS develop strategic plan to comprehensively address the health of Traveller communities.
- Organise and provide training to G.P.s and other health professionals including dentists.
- Organise health events on sites e.g. health MOT days, healthy cooking sessions, on-site health awareness sessions.
- Develop role of Traveller Cancer/Health champions.
- In partnership with NHS explore approaches to tackling difficult and sensitive health issues (e.g. sexual health) within Traveller communities.
- Develop GTI's role as link to specialist health services.

GTI Business Plan - Planned Outcomes:

- Production of a comprehensive health directory with all contact details for use by GTI on behalf of Travellers allowing more efficient use of health professionals.
- New relationships with health professionals, including dentists.
- Improved health status within the traveller community, including measurement by uptake of different services by Gypsies and Travellers including:
  - stopping smoking
  - health screening
  - sexual health services
  - engagement with health champions

In addition, during 2012, the GTI organised a training event for health care professionals to enable them to become more aware of the challenges of working and engaging with Gypsy and Traveller communities.

Implementation of the following initiatives would further enhance health service delivery to Gypsies and Travellers in the immediate future:

- Named individual Health Visitor responsible for carrying out Welfare Assessments with people on unauthorised sites
- Named individual health visitor responsible for the families on the each designated Traveller site – building trusting relationships
- Monthly drop in health visiting clinics on authorised sites
- Provision of well women and well men health checks; including healthy lifestyle
- Health education information should be provided on all authorised sites, including sexual health education for younger people and the effects on health due to substance misuse, particularly drugs and alcohol
- Provision of information and support on smoking cessation and smoke free homes

As has been noted, the longer term and strategic challenge is to ensure that Gypsies and Travellers are included in health needs assessments, as these will inform Health and Wellbeing Boards and CCGs of the health outcomes that they need to achieve. Comprehensive and inclusive Joint Strategic Needs Assessments, which includes the health needs of the Gypsy and Traveller Communities in Lincolnshire, are a vital link to the commissioning of future services. These findings will then inform the strategy for addressing health inequalities amongst Gypsies and Travellers in Lincolnshire.

### **Good Practice in Health in Other Areas**

**Joint Strategic Needs Assessments - Cambridgeshire Travellers 2010** - commissioned by Cambridgeshire County Council and Cambridgeshire PCT provides an example of the successful incorporation of Health Impact Assessments (HIAs) into JSNAs.

**The Health and Social Care Needs of Gypsies and Travellers in West Sussex (October 2010)** - commissioned by NHS West Sussex and West Sussex County Council and conducted by the Office for Public Management provides a good source of information.

**Leeds Gypsy and Traveller Exchange (GATE)** - is a community members association for Gypsies and Travellers who live in, or resort to, Leeds. It has been funded by the NHS to carry out a Health Needs Assessment that will provide up to date, accurate information regarding the health status of Gypsies and Irish Travellers in Leeds

## Crime & Disorder and the Traveller Community

In 2010/11, there were 44,992 recorded crimes in Lincolnshire, or 64 per 1,000 population. This compares with a national average of 76 crimes per 1,000 population.

The 2010/11 British Crime Survey, which includes data on unrecorded as well as recorded crime shows in 2010/11, there were an estimated 37,608 personal crimes in Lincolnshire, or 535 per 10,000 population. This compares to the national average of 837 personal crimes per 10,000 population. The BCS 2010/11 also estimates that there were 75,312 household crimes in Lincolnshire or 2,536 per 10,000 households. This compares to the national average of 2,496 crimes per 10,000 households

In 2010/11 there were 37,952 recorded incidents of anti-social behaviour in Lincolnshire. This represents a reduction of 5% in the level of incidents from 2009/10, compared with a national reduction of 8%.

The findings of a 2009 Equality and Human Rights Commission report, 'Inequalities Experienced by Gypsy and Traveller Communities: A Review', a section of which is an analysis of the Gypsy and Traveller experience within the criminal justice and legal system, are that:

'Within the criminal justice system – because of a combination of unfair treatment at different stages and other inequalities affecting the communities – there is a process of accelerated criminalisation at a young age, leading rapidly to custody. This includes: disproportionate levels of Anti-Social Behaviour Orders against Gypsies and Travellers, instead of the use of alternative dispute resolution processes; high use of remand in custody, both because of judicial assumptions about perceived risk of absconding and lack of secure accommodation; prejudice against Gypsies and Travellers within pre-sentence reports, the police service and the judiciary; and perpetuation of discrimination, disadvantage and cultural dislocation within the prison system, leading to acute distress and frequently suicide.'

A progress report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers, produced by the Department for Communities and Local Government (DCLG) in April 2012 seeks to identify ways to tackle hate crime against Gypsies and Travellers and to improve interaction with the National Offender Management Service and makes the following commitments:

- A new cross-Government hate crime action plan is published, setting out the vision and approach for tackling hate crime.
- Promote better recording of all hate crimes, to help the police to better focus resources.

The Association of Chief Police Officers to issue a refreshed Hate Crime Manual which will include specific guidance for police officers on working effectively with Gypsy and Traveller communities

To collect and publish local examples of what works in preventing and tackling hate crime for Community Safety Partnerships

The Association of Chief Police Officers to develop an information pack and self-reporting form specifically tailored for Gypsy and Traveller communities as part of its True Vision Website resource

The National Offender Management Service to monitor the population of Gypsies and Travellers in prison and under probation supervision, to ensure access to activities is appropriate and meets the needs of Gypsies and Travellers through their rehabilitation

To regularly review the good practice guidance provided to staff on equality and diversity to ensure information and cultural awareness of Gypsy and Traveller culture is incorporated and adequately addresses the needs of Gypsy and Traveller offenders

To revise the equalities training provided to new entrant prison officers with an expectation that sessions on race equality will include Gypsy and Traveller issues and awareness

To introduce a cluster arrangement of prisons overseen by a Lead Governor who will have greater discretion to commission the offender learning and skills provision required locally to best meet the needs of the offenders they are managing

The report 'Improving Support for Victims in Lincolnshire' was researched and written by the victims' services advocates (VSA) project in 2011. The VSA project was commissioned by the former Victims Commissioner in anticipation of the arrival of the police and crime commissioner (PCC) for Lincolnshire. The report aims were to:

- Summarise current support for victims in Lincolnshire.
- Identify what victims need from local services.
- Propose a course of action by the PCC to meet these needs.

The report findings are that cuts to specialist support within Gypsy and Traveller communities are a concern. The extensive traveller community across Lincolnshire requires a trusted, experienced and consistent support worker who can also facilitate information flow from and to the traveller community and all agencies such as health, education, police and social care. Gainsborough Traveller Initiative provides this specialist support but only within Gainsborough and Lincoln, although some services have been extended to Boston and Spalding since the publication of this report. The service provided by GTI, which integrates and supports the Gypsy and Traveller community, is not available elsewhere in Lincolnshire. The stakeholders agreed "That the travelling community was left some way behind".

The recent removal of a police single point of contact for the Lincolnshire traveller community raises concerns, as this person built up trust within the traveller community and provided support and information to traveller families and enhanced their trust and contact with the criminal justice system.

Feedback from the community reported a lack of engagement by the police who often drive, in pairs, into and out of site without engaging with the community or parking up and observing them for short periods of time before driving off.

Gypsies and Travellers in Lincolnshire felt that general response by any agency to a call to a traveller site was to attend in numbers (by the police) or by other agencies with the police. Prejudging individuals within the travelling community as being a risk to agencies attending they felt affected the quality of service they received from all agencies.

The VSA report recommends that the PCC should ensure the provision of bespoke support for gypsies and travellers is reviewed on an interagency basis. This support is currently only available in Gainsborough and Lincoln due to lack of funding.

The police authority has signed up to the county wide policy for 'Dealing with Unauthorised Encampments.' (Only the local authorities for Boston and Lincoln are not signed up to this document). This policy has been revised as a protocol, in line with statutory guidance and good practice. The Police Authority was willing to commit itself to the protocol, but consensus was not achieved between the local authorities.

Good Practice states there should be a joint protocol and agreement between all relevant authorities, which provides consistency in the decision making process and travellers understand it.

### **Good Practice in Other Areas**

**A Countywide Traveller Unit (CTU)** - became operational in Northamptonshire in December 2003. The CTU is a single multi-agency unit including Police, Local Authorities and Health Services. Travellers are represented on the CTU consortium advisory board. A Traveller Action Group has been formed which is recognised and consulted with by statutory agencies.

Enforcement policies followed extensive consultation with the Traveller community. Enforcement action in response to unauthorised encampments is seen, by both the Travelling and settled community, to be consistent – Firm but Fair, directly linking with antisocial behaviour and the state that previous encampments were left in.

The number requiring Police evictions has rapidly reduced as occupation of inappropriate locations and antisocial incidents has fallen; since 2006 all evictions have been carried out by the CTU Police officer and Support officer alone.

The number of caravans on unauthorised encampments has shown a sustained reduction with (150 in Northampton in 2000 reducing to zero in January 2008).

Police recorded incidents reduced from 1246 in 2000 to 428 in 2007 and to only 2 in January 2008.

**In Leicestershire there is a single Multi-Agency Travellers Unit (MATU)** - which works on behalf of all the authorities in Leicestershire, including the Unitary City Council who have formally delegated their function to the County Council along with the two staff they had.

This has enabled the MATU to provide a consistent approach to dealing with unauthorised encampments, managing sites and providing services across the whole area and to make best use of the staff time available. It offers a 'one stop shop' for all enquiries and complaints.

The MATU has a dedicated police Sergeant who is based at their office as well as strong links with the Travellers Health and Education services.

The budget for 2010/11 was around £143K (of which £111k is staffing). There have been further service level agreements with housing related support workers. The funding is split across all the participating authorities.

Direct line management for the MATU Manager falls within the County Council's Property Department he reports to link officers in all the other authorities.

The MATU also manages all 3 of the local authority Traveller sites in the area along with two site managers.

There is currently no capital program for sites but the 3 sites operated are self financing.

## Employment and Economic Inclusion

The Commission for Racial Equality (CRE) Gypsy and Traveller Strategy for England and Wales, reporting in 2004, noted a lack of systematic data on Gypsy and Traveller employment. However, it reported anecdotal evidence which indicated that 'unemployment is high among Gypsies and Travellers and few of the general programmes set up to tackle unemployment have initiatives or schemes developed specifically for Gypsies and Travellers, who need training in practical skills as well as opportunities to obtain qualifications for skills they already have.'

A progress report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers (DCLG April 2012) acknowledges this lack of evidence and, in response to this, commissioned work with Gypsies and Travellers to help gain greater understanding of the barriers the communities face in engaging with employment services. This work was supported by discussions with external organisations working with the Gypsy and Traveller communities, a review of existing research, and also a review of existing Departmental and Jobcentre Plus guidance.

The findings were that many Gypsies and Travellers felt their poor literacy skills impacted on their understanding of the requirements of the Jobseeker's Allowance regime, as well as significantly disadvantaging them in seeking employment. They also felt they lacked qualifications and softer skills such as confidence and motivation that would help them in gaining employment.

Prior to the publication of this report, some changes had already been introduced, with Jobcentre Plus moving to a model of support, where claimants are assigned to one Adviser for the duration of their claim. In addition the Work Programme, introduced in June 2011, now allows providers the flexibility to develop support tailored to the needs of the individual and Universal Credit will be introduced in 2013. Also, Jobseeker's Allowance claimants who are required to actively seek and be available for work have access to skills training, which includes vocational skills, basic skills and softer skills such as confidence and motivation.

Current approaches to supporting financial inclusion for marginalised communities and individuals are laid out in the 2007 Treasury document 'Financial Inclusion: An action plan for 2008-2011'. The core elements of this policy involve ensuring that all members of society are able to 'manage their money on a day-to-day basis, effectively, securely and confidently; plan for the future and cope with financial pressure, by managing their finances to protect against short-term variations in income and expenditure, and to take advantage of longer-term opportunities; and deal effectively with financial distress, should unexpected events lead to serious financial difficulty'.

In April 2008, the Communities and Local Government (CLG) stated that it 'recognises that many Gypsies and Travellers can have difficulties accessing mainstream financial products such as bank accounts and low cost loans. This creates problems for the Gypsy and Traveller community in purchasing land to develop private sites. It also creates other practical difficulties such as site residents being unable to make savings through arranging direct debit payments, for example to utility companies'.

To address these issues, the 2012 report focuses on improvements to Gypsy and Traveller engagement with Employment and Banking Services and makes the following commitments:

- To provide personalised support to Gypsies and Travellers via the Work Programme and where needed, Gypsies and Travellers will have access to appropriate skills support.
- To include Gypsies and Travellers as a monitoring category processing and management information systems with changes being made for the introduction of Universal Credit in 2013.
- To improve internal guidance and staff awareness of Gypsies and Travellers as an ethnic group.
- To ensure Gypsies and Travellers are represented on the Department for Work and Pensions' Ethnic Minority Advisory Group.
- Measures to improve financial inclusion for Gypsies and Travellers will include ensuring that communities are aware of the services that credit unions offer. The British Bankers Association and the Association of British Insurers have both agreed to work with Gypsy and Traveller community and community groups have been asked to set out examples of the specific barriers faced in accessing financial products and services.
- To promote examples of good practice through the Knowledge Hub website.

Reflecting the national trend, there is a lack of data on employment and unemployment statistics for Gypsy and Traveller People in Lincolnshire. The limited and anecdotal evidence on Gypsy and Traveller employment practices and preferences, collated in interviews for the GTAA, does indicate a strong preference for self-employment often associated with working in family groups and undertaking employment such as gardening, scrapping metal, building and tarmacing. It is reported that changes to the law on cold calling have changed this and made it much harder to earn a living now

There is also some evidence that female Gypsy and Traveller expectations are changing. Some hard evidence shows that a number of female students, living on settled sites, are working on apprenticeship courses (6 from the Gainsborough site).

### **Good Practice Employment and Economic Inclusion in Other Areas**

**Central Bedfordshire Council and Bedford Borough Council** - have received EU funding in support of a Gypsy and Traveller Employment Support Project. It aims to provide specialised one-to-one support for gypsies and travellers in Central Bedfordshire offering employability skills and work placements and will run until 2013.

**The Irish Traveller Movement in Britain** - set out a number of proposals for developing good practice in economic inclusion. In Ireland, training opportunities accessible through Traveller Centres are advertised in journals such as 'Voice of the Traveller'. The proposals are predominantly based upon the Irish model and suggestions include replicating the Traveller Training Centres, which provide basic literacy and practical skills training and act as a conduit to further education or preparation for entry to Leaving Certificate courses (equivalent to A-Level).



## Equality Issues

The Equalities and Human Rights Commission provides a useful summary of The Public Sector Equality Duty (the Equality Duty), which was created by the Equality Act 2010 in order to harmonise the previous race, disability and gender equality duties. The Equality Duty replaced these duties and came into force on 5 April 2011.

The duty covers age, disability, sex, gender reassignment, pregnancy and maternity, race, religion or belief and sexual orientation. In summary, those subject to the general equality duty must have due regard to the need to:

- Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act.
- Advance equality of opportunity between people who share a protected characteristic and those who do not.
- Foster good relations between people who share a protected characteristic and those who do not.

The Act outlines the requirements that having due regard for advancing equality involves:

- Removing or minimising disadvantages suffered by people due to their protected characteristics.
- Taking steps to meet the needs of people from protected groups where these are different from the needs of other people.
- Encouraging people from protected groups to participate in public life or in other activities where their participation is disproportionately low.
- The specific duties require public bodies to publish:
- Information to demonstrate their compliance with the Equality Duty, by 31 January 2012 and then at least annually, and equality objectives, by 6 April 2012 and then at least every four years.

The Act states that meeting different needs involves taking steps to take account of these needs. It describes fostering good relations as tackling prejudice and promoting understanding between people from different groups. It states that compliance with the equality duty may involve treating some people more favourably than others.

Lincolnshire County Council believes it has a leading role to play in promoting equality and diversity in the community, in its work with partners, as an employer and as a provider of services to everyone in Lincolnshire. The approach to Equality and Diversity is to treat everyone fairly, commission and procure services based on their needs and help them feel part of the community and contribute to a fairer society. However, it has been noted that the health Joint Strategic Needs Assessment does not currently contain specific reference to an assessment of the needs of Gypsies and Travellers.

- Lincolnshire County Council currently employs a Gypsy and Traveller Liaison Officer.
- The County Council owns 4 permanent Gypsy/Traveller sites and 1 transit site in Lincolnshire.
- It has produced a Public Sector Equality Duty Case Study on one of its permanent sites at Summergangs Lane

The Equality and Diversity strand that the case study relates to is to:

- Eliminate discrimination, harassment and victimisation.
- Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it

The refurbishment of the Summergangs Lane Gypsy and Traveller site coupled with the recent changes to their tenure has provided the Gypsies and Travellers with a high quality site with improved facilities and better security of tenure.

The Equality for Minority Communities (EMC) department of the County Council has taken responsibility since September 2011 for meeting the education needs of Gypsies and Travellers. In correspondence with the team, it has been confirmed that no formal records of Gypsy and Traveller pupils is kept and the information that is available is kept on an informal basis.

This informal information reveals there are 325 to 350 known Gypsy and Traveller children across the County, although some of them may now be over the age of 16.

Schools are required to keep information on Gypsy and Traveller pupils. However, many Gypsy and Traveller families do not declare themselves, due to the fear of discrimination.

### **Good Practice in Equality in Other Areas**

**Leicestershire County Council** - established in 2009 a Multi-Agency Traveller Unit, which works to promote the County's Equality and Diversity Strategy 'Promoting Respect and Fairness' including:

- Leicestershire is cohesive and inclusive.
- Social justice and mutual respect is promoted through all our services and in our employment practices
- The needs of all sections of the community are understood and all residents can access essential services
- Levels of hate incidents are reduced
- Equality of access to life opportunities
- No individual experiences disadvantage because of their race, disability, gender, age, sexual orientation, religion or belief
- People have equality of access to life opportunities, employment, learning and services that meet individual needs

**Wychavon District Council** - has carried out a Gypsy and Traveller Scrutiny Review. They held a consultation event for Parish and Town Councils to get their input on the review and also consulted with Gypsy and Traveller communities as part of the review.

The three main outcomes of the review were:

1. Better relationships between the Council and local Gypsy and Traveller communities, specifically;
  - Consultation and communication mechanisms in place
  - A protocol summarising the role of the local authority, key contacts and partners.
2. Breaking down barriers and building understanding between settled residents and the local Gypsy communities, specifically;
  - Understanding the tensions that exist and why
  - Features/articles in community publications to build understanding and acceptance.
3. Balancing supply of sites and demand for the future to help inform the planning process, specifically;
  - Pre-application engagement and advice
  - Proper enforcement
  - If requirements for new sites arise, setting out the principles that will need to be applied

## Housing

The largest and most active of the Registered Providers (RP) in the East Lindsey District is New Linx Housing Trust, which is the local authority stock transfer recipient.

During discussions with New Linx Housing Trust, it was confirmed that the RP has no policies directly relating to the Gypsy and Traveller Community, other than the more generally defined Policy and Practices relating to Equality and Diversity.

The RP was, however, willing to assist with the GTAA project in terms of indentifying any Gypsies and Travellers either rehoused or requesting housing.

The RP was able to interrogate its housing register and, in addition, to search the ethnic monitoring system. From this research, it was confirmed that there are no Gypsies and Travellers identified on the RPs waiting list, nor have any families or individuals identified themselves as Gypsies or Travellers when completing the RPs ethnic monitoring forms. This is perhaps not surprising as many housed Travellers seek to conceal their identity for fear of persecution and harassment.

Discussions were also held with East Lindsey District Council Housing Department, which is responsible for support and maintenance of the Joint Waiting List. The Department was able to interrogate the housing information systems and to report that there are no applicants for housing who have identified themselves as Gypsies or Travellers. This applies to both the re-housing list and to the transfer list. However, the Housing Department confirms that there is one identified Gypsy & Traveller family registered for housing who currently live outside the area and who wish to move to the East Lindsey District.

## Good Practice in Housing in Other Areas

**Traveller Floating Support Service (Hereford Housing Support Service) –** (information drawn from the Shelter Good Practice Guide – Working With Housed Gypsies and Travellers, Sue Cullen, Paul Hayes and Liz Hughes with additional research by Sandra Harris, February 2009)

The Traveller Floating Support Service (TFSS) was run by Shelter and funded by Supporting People. It worked with housed Travellers and those on sites who want, or need, to move into housing. It was set up as a specialist project within the wider Hereford Housing Support Service (HHSS), because Gypsies and Travellers accounted for 10 per cent of casework, and tended to have larger families and more complex problems.

A needs analysis undertaken by the local Traveller liaison service indicated particular areas where members of the travelling community needed support and these were ranked in order of need:

- gaining access to other services and community organisations
- finding accommodation
- culture-specific counselling/emotional support/advocacy
- harassment
- managing finances and benefit claims
- personal safety and security.

The TFSS consists of one worker with experience of working with Travellers, and other HHSS staffs help out occasionally as necessary. Referrals come from local organisations, but around 30 to 40 per cent are self-referrals. Those accepted onto the scheme can expect to receive:

- an initial needs and risks assessment
- a benefits check and support to access entitlements
- a detailed, individually tailored support plan
- regular support plan reviews (at least quarterly).

The service expects to work with families/individuals for approximately one year, depending on the needs of the client. The small client base of TFSS reflects the complex and deep-seated issues that Gypsies and Travellers face, such as widespread difficulties with basic skills, an inherent cultural invisibility, and the isolation and confusion of adapting to a settled lifestyle. Project workers need to support clients in overcoming the barriers they deal with daily in accessing mainstream services.

An essential element of the support worker's role is to interact with other agencies and promote joint working. Links are made with Traveller-specific workers, such as the local Traveller liaison officer and Traveller education officer, and also with mainstream services, such as housing and health

**Ashfield Homes Ltd** - was set up by Ashfield District Council as an Arms Length Management Organisation (ALMO) on 1 April 2002 to manage, maintain, and improve its housing stock. The Company was one of the top performers nationally and has a reputation for delivering excellent housing services. The Company is one of a few housing organisations to have been awarded an 'excellent' 3 star rating twice by the Audit Commission's Housing Inspectorate.

Ashfield Homes published a booklet of Gypsy and Traveller Good Practice Guidelines that was issued to all Board Members and staff. It contained advice on the culture, beliefs and practices of the travelling community and set out commitments as to how the various elements of its activities would be delivered to Travellers.

## Appendix 5

### Case studies from the Study 2012

In order to 'bring to life' the issues discussed in this report a number of short case studies were carried out with Traveller families. These are not exhaustive but should give a flavour of the day to day issues faced by the travelling community.

#### Case Study 1 – New Traveller on unauthorised roadside/green lane site

##### Background

Case study 1 is a New Traveller, originally from a town in South Lincolnshire. His background is from a settled community in bricks and mortar, where he still has family links. His wife, who travels with him, is from a similar background and her family live in East Lindsey District. They began travelling in the late 1970s and mainly used festival sites and common land as stopping places. They have been involved in several mass evictions (more than 20 vehicles) from sites, including sites in Nottinghamshire and Derbyshire. They did own a home for a period, but left it as they wished to return to travelling.

The couple have three children, a boy and two girls. The daughters have moved into bricks and mortar accommodation in the East Lindsey and Boston areas and have children of their own. The son travels with his mother and father and has his own caravan.

The family lived for an extended period of more than ten years on a bridleway in the East Lindsey area and the couple were able to earn money from seasonal work. They were eventually evicted from this unauthorised site because many more caravans joined them. These additional travellers who arrived on the bridleway were not known to the family and were not invited. The family also spent a short period of time on an authorised site but were very unhappy there. The reason given for this is that different types of travellers do not mix and, because of harassment, the family felt unable to stay on this site.

They then lived for over four years on one farmer's land, for whom they also worked. This farmer stated that he was willing to transfer ownership to them of a piece of land on which they could live, but unfortunately he died before this could be done. Prior to moving to the current unauthorised roadside site, the family have been transient in and around the Horncastle Area for approximately the last two years and have been served direction orders on several different occasions by LCC.

##### Current Situation

The couple and their son are currently located on an unauthorised roadside/green lane site. It is a very peaceful and tranquil rural spot and this is the attraction for the family. They say they will stay here until they are forced to move on.

They each have their own caravan, with an additional caravan used for storage. There are no services. Electricity is from a generator, water is bought to the site and stored in the caravans and they have created an earth toilet. Rubbish is either recycled or burned. They have a Fourtrax 4 by 4 and a quad bike, on which wood salvaged for heating is brought to the site.

The couple are not currently working, but are claiming benefits. The man and his son may look for work on a farm later in the season. He describes his line of work as farming and mechanical support.

### **Future Aspirations**

The ideal situation for the couple and their family would be to own a piece of land, either with or without planning permission, on which they could live in their caravans and have a smallholding. He states that the main issue is that the site must be in a deep rural area and that not everyone wants services close by. Isolation and tranquillity is a priority. He would never consider returning to bricks and mortar.

## **Case Study 2 – Showperson’s family on authorised site**

### **Background**

Case Study 2 is a married couple, both of whom were born into Show People families. The husband originates in Cheshire and they have both lived all of their lives on show sites. They have family links in Yorkshire and remotely run a small business in the Yorkshire area.

They moved to their current site, an authorised site for Show People, more than thirty years ago. The decision to settle down and stay on the same site and work in the same area was made to ensure that their children, a boy and a girl, could have a better and more settled education.

The son lives on the same site, on a separate pitch. He works in the family business and has started his own family. The daughter has moved into bricks and mortar accommodation in the East Lindsey area and has two children.

The wife is particularly interested in educating the settled community in the different background and lifestyle of the showperson. She has visited schools in the local area to talk to children about this. She is firmly of the belief that both communities should not live separately and that living together fosters a much better understanding of the different lifestyles.

### **Current Situation**

Whilst the family have stayed on this site for an extended period of time, they do not see their living conditions as ideal. The site infrastructure requires upgrade and there are problems with services to the site, particularly electricity.

Pitches are small, with just enough room for one large caravan and there are no amenity buildings. The couple have built a small shed to the side of the caravan to house a washing machine.

There is no room for visitors to stay and this is a particular problem for their immediate family.

There is also no room to store or work on equipment.

### **Future Aspirations**

The couple would ideally like to own a site with planning permission granted. They feel that their current pitch is in an ideal location, as it is relatively rural but is still close to their workplace and to local amenities.

They would consider developing a small chalet style bungalow for themselves, alongside their caravan, if they were able to purchase a site.

### **Case Study 3 – Showperson Housed in Bricks and Mortar**

#### **Background**

Case Study 3 is a woman in her mid thirties who was born into a showperson family, but who now lives in bricks and mortar. She was born in Yorkshire and her younger, pre-school life was spent travelling between seasonal summer work in the East Lindsey area and over wintering on a pitch in Yorkshire.

The family moved to a site in the East Lindsey area to ensure that the children were able to attend school regularly.

#### **Current Situation**

The woman grew up in East Lindsey area, living on a showperson's site and making friends and ties with children in the housed local community.

She married a showman from the Lancashire area and moved to the site in Lancashire where he had a permanent pitch. From this marriage, the woman has two children both under the age of ten.

The site in Lancashire was in a poor location, adjacent to a motorway and in very poor condition, overcrowded and with facilities in disrepair. The marriage broke up and the woman fled with the children, due to domestic violence.

She initially returned to the family trailer in East Lindsey District and slept on the sofa. Eventually she was able to buy her own caravan and remained on the site. However, this situation was not able to continue due to problems with management restrictions related to the site.

She was then made homeless and moved to bricks and mortar with her children, when an offer of a house was made. She found the transition to bricks and mortar to be very difficult. She had always lived in a wagon and found it hard to be in a house, but thought that she had no choice. She felt she had lost her identity. For a period of time she was under sedation.

She is now more settled, she has remarried and the children attend a local school.

#### **Future Aspirations**

She states that she would leave bricks and mortar if she had the financial capacity to fund a return to site living. Her one regret is that her children will not have the same experiences that she had.

Her ideal would be to buy a site with enough pitches for extended family and to buy a trailer to be able to move too. The site would also have a chalet. An alternative she would consider is a larger house with a gate and drive. There would be enough room to store a caravan and van.



## Appendix 6

### Funding Opportunities

#### Homes and Communities Agency Grants

The Homes and Communities Agency (HCA) became responsible for allocation of grants for Traveller site development or improvement from April 2009. It has since invested £16.3m in 26 schemes across the country providing 88 new or additional pitches and 179 improved pitches.

Traveller Pitch Funding of up to £60m is available as part of the Affordable Homes Programme, to support local authorities, housing associations and other delivery partners to provide good quality public sites to help meet the need for accommodation for these communities.

In January 2012 the HCA announced confirmed allocations for £47m of this funding to support 71 projects across the country, for the provision of new traveller sites and new pitches on existing sites, as well as the improvement of existing pitches.

The HCA is now seeking bids for the remaining £12.1m of Traveller Pitch Funding.

Guidance from the HCA on how to bid for this funding is in the [Traveller Pitch Funding continuous market engagement \(CME\) bidding guidance](#). Further information on the programme is available at annex 1 of the [2011-15 Affordable Homes Programme Framework](#) document.

This is not a one-off bidding opportunity and will be run on a continuous market engagement basis. The programme will remain open to receive bids until April 2014 or until all funding is fully committed, whichever occurs first.

The first round of allocation decisions will be made in the autumn 2012. Bids for consideration in the first round of CME allocations had to be submitted by 30 September 2012. Further bidding rounds should follow for as long as funding is available. Bidders are advised to contact their [local HCA area office](#) to discuss their proposals before applying for funding.

#### Local Authority and Community Sector Initiatives

##### Wessex Reinvestment Trust

Three local authorities are working with Wessex Reinvestment Trust to assist Travellers in raising finance to develop their own sites. This is achieved via Wessex Home Improvement Loans (WHIL), a Community Development Finance Institution, which is a not-for profit Organisation acting as the delivery agent for local authority provided funding or via grant support from the HCA.

This loan scheme has been designed to provide finance to Gypsy and Traveller Communities. Local Authorities, in partnership with WHIL, can provide finance to Gypsy and Traveller communities to assist with installing essential utilities, including electricity and water supplies, or to help towards the cost of purchasing a permanent site to live. Borrowers can make overpayments or fully repay the loan at any time during the loan term without penalty. All loans are secured by an equitable mortgage and registered at the Land Registry, meaning that the property or land cannot be sold or change ownership without the WHIL loan being repaid. It is therefore important

that Travellers do not commit themselves to a loan which they cannot afford as their home may be at risk.

The process involves contacting the Housing Department of the Council if a Traveller would like to apply for a Gypsy and Traveller Loan and requesting that a referral to WHIL is made. Once the cost of the works have been identified and the Traveller has confirmed that they would like to be visited by a WHIL Home Loans Adviser, they will be contacted and a visit arranged to complete a financial assessment. The purpose of the visit is to assist the Traveller in the completion of the application form and to ensure that the repayments are affordable.

### **South Gloucester Council**

This authority bid for HCA funding to create a revolving fund for Travellers to develop their own sites. The funding was to be distributed by Wessex Reinvestment Trust.

### **Mendip Community Land Trust Scheme**

Mendip District Council did offer the Mendip Community Land Trust Scheme to support Travellers to establish their own sites. Unfortunately this scheme is no longer operating but an explanation of the basis of the scheme could prove of interest to East Lindsey DC or Lincolnshire County Council.

A Community Land Trust is a legal entity, like a Company or a Co-Operative, which holds assets, such as land, for a group of people. The Trust exists independently of its members and its assets cannot be sold on for profit but are held, in perpetuity, to preserve their use for a specific purpose. The intention of the scheme was to offer a way for groups to set up small scale, family sized sites which are self managed and offer high, long term security for the residents.

Sites are funded through renewable loans. This means that the costs of establishing and developing a site are covered. Repayments take place over an agreed term and money repaid is lent out to other groups to enable them to set up sites in the same way.

Sites set up as a Community Land Trust are owned and managed by the residents, not the local Council. Just like any other landowner, residents are free to design and manage a site in an independent manner.

The stages of the process are as follows:

1. The first stage is to form a group composed of people who wish to live together. This can be friends or a family or a group of families.
2. Once formed, the group would work closely with the planning department of the local authority in looking for suitable land for a site.
3. The group would establish a Community Land Trust (CLT), which would enter an agreement with the landowner for the purchase of the land.
4. A planning application is submitted by the CLT, following discussion with the Planning Department.
5. When planning permission is gained then the land is bought and the site is developed in the way outlined in the planning application.

6. The loan repayments begin and the funds repaid are lent out again for other groups to do the same.

### **Low Cost Ownership Models**

A similar option to that described above is to look for low cost ownership models open to East Lindsey District Council. One suggestion made is that East Lindsey District Council or the County Council purchase suitable land, say at agricultural value, obtain planning permission for a site and sell on non-profit basis to a travelling family with a need and with local connections. The money could then be recycled to purchase the next site.

From interviews with Travellers and people working with them there is no real desire for a shared ownership product. There could therefore be a problem with sustainability with this model as Travellers are very clear that they want control and full ownership of a site if they purchase it. There is also an issue of ongoing liability for the local authority or registered provider partner.

### **Private Sector Funding**

Travellers can of course seek to access development funds from private sector financial institutions. However, in the present economic climate banks and other funders are reluctant to lend to anyone thought to represent a high level of risk of default. Travellers are likely to fall into this category and will therefore find it extremely difficult to access private sector loans.