



# Mid Sussex District

## Gypsy and Traveller and Travelling Showpeople Accommodation Assessment



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# Contents

1. Introduction.....	6
The Survey .....	6
Definitions .....	6
Legislation and Guidance for Gypsies and Travellers.....	7
Planning Policy for Traveller Sites .....	8
Tackling Inequalities for Gypsy and Traveller Communities .....	9
Funding for New Sites.....	10
Methodology .....	10
2. Gypsy and Traveller Sites.....	12
Definitions .....	12
Sites in Mid Sussex .....	13
3. Stakeholder Consultation .....	14
Introduction.....	14
Policy and Strategy .....	14
Accommodation Need.....	15
Gypsies and Travellers: Current Site Provision.....	15
Long-Term Developments .....	17
Short-Term Unauthorised Encampments.....	17
Future Accommodation Need .....	18
Addressing Future Accommodation Need .....	18
Site Location .....	18
Site Management .....	19
Cross-Boundary Issues.....	21
Duty to Cooperate and Joint Working.....	21
Brighton and Hove City Council.....	21
Crawley Borough Council .....	22
Horsham District Council.....	22
Lewes District Council.....	22
Tandridge District Council .....	23
The Future: Conclusions and Areas for Consideration .....	23
4. Gypsy and Traveller Population.....	27

Survey of the Gypsy and Traveller Population .....	27
Length of Residence .....	28
Attractions of Living in Mid Sussex.....	28
Connections with the Area .....	29
Ethnic Background.....	29
Employment Status .....	30
Health Problems .....	30
5. Existing Sites .....	31
Type of Site .....	31
Views of Sites.....	31
Private Sites .....	32
Propensity to Travel .....	32
6. Future Site Provision.....	33
Site Provision .....	33
Supply of pitches .....	33
Current Need .....	33
Future Need.....	33
Current Gypsy and Traveller Site Provision .....	34
Additional Site Provision: Current Need.....	34
Current Unauthorised Developments .....	35
Concealed Households .....	35
Bricks and Mortar .....	35
Waiting Lists for Public Sites.....	36
Additional Site Provision: Future Need .....	36
Temporary Planning Permissions .....	36
New Household Formation.....	36
In-migration from Other Sources .....	37
Overall Needs for Mid Sussex.....	37
Requirement by Time Periods .....	39
Travelling Showpersons.....	39
7. Broad Site Locations .....	41
Introduction.....	41
Policy background for determining locational criteria.....	41

Identifying broad locations.....	45
Recommended broad locations .....	48
8. Conclusions.....	50
Introduction.....	50
Gypsy and Traveller Future Pitch Provision.....	50
Travelling Showperson Requirements.....	50
A Supply of Deliverable and Developable Sites.....	50
Appendix A: Sites in Mid Sussex .....	53
Appendix B: Broad Locations Map .....	54

# 1. Introduction

## The Survey

- 1.1 Opinion Research Services (ORS) and Peter Brett Associates (PBA) were commissioned by Mid Sussex District Council and the South Downs National Park Authority to undertake a Gypsy and Traveller and Travelling Showpeople Accommodation Assessment. We would note that the study area includes the whole of Mid Sussex District, including the area within the South Downs National Park (SDNP).
- 1.2 The study seeks to provide an evidence base to enable the authorities to comply with their requirements towards Gypsies and Travellers and Travelling Showpeople under the Housing Act 2004, the National Planning Policy Framework 2012 and Planning Policy for Traveller Sites 2012. The main objective of this study is to provide the authorities with robust, defensible and up-to-date evidence about the accommodation needs of Gypsies and Travellers and Travelling Showpeople the period until 2031 in five year sections covering 2013-2017, 2018-2022 and 2023-2027 and 2028-2031. Results are provided separately for Mid Sussex outside the South Downs National Park and for the area inside the South Downs National Park. The study also seeks to identify broad locations for any additional provision required.
- 1.3 We would note at the outset that the study covers the needs of Gypsies, Irish Travellers, New Travellers and Travelling Showpeople, but for ease of reference we have referred to the study as a Gypsy and Traveller and Travelling Showpeople Accommodation Assessment.
- 1.4 This document is the main report and summarises the key findings of the study, in particular where they relate to existing policies, or have implications for future policy decisions for Mid Sussex District.

## Definitions

- 1.5 For the purposes of the planning system, Gypsies and Travellers means:

*Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependents' educational or health needs or old age have ceased to travel temporarily or permanently, but excluding members of an organised group of Travelling Showpeople or circus people travelling together as such. (Planning Policy for Traveller Sites, CLG, March 2012).*
- 1.6 Within the main definition of Gypsies and Travellers, there are a number of main cultural groups which include:
  - » Romany Gypsies;
  - » Irish Travellers; and
  - » New Travellers.

- 1.7 Romany Gypsies and Irish Travellers are recognised in law as distinct ethnic groups and are legally protected from discrimination under the Equalities Act 2010.
- 1.8 Alongside Gypsies and Travellers, a further group to be considered are Travelling Showpeople. They are defined as:

*Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their family's or dependent's more localized pattern of trading, educational or health needs or old age have ceased to travel temporarily or permanently, but excludes Gypsies and Travellers as defined above. (Planning Policy for Traveller Sites, CLG, March 2012).*

## Legislation and Guidance for Gypsies and Travellers

- 1.9 Decision-making for policy concerning Gypsies & Travellers and Travelling Showpeople sits within a complex legislative and national policy framework and this study must be viewed in the context of this legislation and guidance. For example, the following pieces of legislation and guidance are relevant when constructing policies relating to Gypsies and Travellers and Travelling Showpeople:
- » Planning Policy for Traveller Sites 2012;
  - » National Planning Policy Framework 2012;
  - » Gypsy and Traveller Accommodation Needs Assessments Guidance October 2007;
  - » Environmental Protection Act 1990 for statutory nuisance provisions;
  - » The Human Rights Act 1998, when making decisions and welfare assessments;
  - » The Town and Country Planning Act 1990 (as subsequently amended);
  - » Homelessness Legislation and Allocation Policies;
  - » Criminal Justice and Public Order Act 1994 (sections 61, 62);
  - » Anti-social behaviour Act 2003 (both as victims and perpetrators of anti-social behaviour);
  - » Planning and Compulsory Purchase Act 2004;
  - » Housing Act 2004 which requires local housing authorities to assess the accommodation needs of Gypsies & Travellers and Showpeople as part of their housing needs assessments. This study complies with the this element of government guidance;
  - » Housing Act 1996 in respect of homelessness.
- 1.10 To focus on Gypsies and Travellers, the Criminal Justice and Public Order Act 1994 (Sections 77, 78) is particularly important with regard to the issue of planning for Gypsy and Traveller site provision. This repealed the duty of local authorities to provide appropriate accommodation for Gypsies and Travellers. However, Circular 1/94 did support maintaining existing sites and stated that appropriate future site provision should be considered.
- 1.11 For site provision, the previous Labour Government guidance focused on increasing site provision for Gypsies and Travellers and Travelling Showpeople and encouraging local authorities to have a more inclusive approach to Gypsies and Travellers and Travelling Showpeople within their Housing Needs

Assessment. The Housing Act 2004 required local authorities to identify the need for Gypsy and Traveller sites, alongside the need for other types of housing, when conducting Housing Needs Surveys. Therefore, all local authorities were required to undertake accommodation assessments for Gypsies and Travellers and Travelling Showpeople either as a separate study such as this one, or as part of their main Housing Needs Assessment.

- <sup>1.12</sup> Local authorities were encouraged rather than compelled to provide new Gypsy and Traveller sites by central government. Circular 1/06 'Planning for Gypsy and Traveller Caravan Sites', released by the CLG in January 2006, replaced Circular 1/94 and suggested that the provision of authorised sites should be encouraged so that the number of unauthorised sites would be reduced.
- <sup>1.13</sup> The Coalition Government announced that the previous government's thinking contained in Planning for Gypsy and Traveller Caravan Sites (Circular 01/06) was to be repealed, along with the Regional Spatial Strategies which were used to allocate pitch provision to local authorities. The CLG published 'Planning Policy for Traveller Sites' in March 2012 which set out the Government's planning policy for traveller sites. It should be read in conjunction with the National Planning Policy Framework.

## Planning Policy for Traveller Sites

- <sup>1.14</sup> The document 'Planning Policy for Traveller Sites' sets out the direction of government policy. Among other objectives the new policies aims in respect of Traveller sites are (Planning Policy for Traveller Sites Page 1-2):
- » that local planning authorities should make their own assessment of need for the purposes of planning;
  - » to ensure that local planning authorities, working collaboratively, develop fair and effective strategies to meet need through the identification of land for sites;
  - » to encourage local planning authorities to plan for sites over a reasonable timescale;
  - » that plan-making and decision-taking should protect Green Belt from inappropriate development;
  - » to promote more private traveller site provision while recognising that there will always be those travellers who cannot provide their own sites;
  - » that plan-making and decision-taking should aim to reduce the number of unauthorised developments and encampments and make enforcement more effective;
  - » for local planning authorities to ensure that their Local Plan includes fair, realistic and inclusive policies;
  - » to increase the number of traveller sites in appropriate locations with planning permission, to address under provision and maintain an appropriate level of supply;
  - » to reduce tensions between settled and traveller communities in plan-making and planning decisions;
  - » to enable provision of suitable accommodation from which travellers can access education, health, welfare and employment infrastructure;

- » for local planning authorities to have due regard to the protection of local amenity and local environment.

<sup>1.15</sup> In practice the document states that (Planning Policy for Traveller Sites Page 3):

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

<sup>1.16</sup> Local planning authorities should, in producing their Local Plan:

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

<sup>1.17</sup> A key element to the new policies is a continuation of previous government policies. Local authorities now have a duty to ensure a 5 year land supply to meet the identified needs for Traveller sites. However, 'Planning Policy for Traveller Sites' also notes on Page 3-4 that:

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

<sup>1.18</sup> Therefore, criteria based planning policies sit at the heart of the new guidance, irrespective of whether need is identified or not.

## Tackling Inequalities for Gypsy and Traveller Communities

<sup>1.19</sup> In April 2012 the government issued a further document relating to Gypsies and Travellers in the form of 'Progress report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers' (CLG April 2012).

<sup>1.20</sup> This report contains 28 commitments to help improve the circumstances and outcomes for Gypsies and Travellers across a range of areas including:

- » Identifying ways of raising educational aspirations and attainment of Gypsy, Roma and Traveller children;

- » Identifying ways to improve health outcomes for Gypsies and Travellers within the proposed new structures of the NHS;
- » Encouraging appropriate site provision; building on £60m Traveller Pitch Funding and New Homes Bonus incentives;
- » Tackling hate crime against Gypsies and Travellers and improving their interaction with the criminal justice system;
- » Improving knowledge of how Gypsies and Travellers engage with services that provide a gateway to work opportunities and working with the financial services industry to improve access to financial products and services;
- » Sharing good practice in engagement between Gypsies and Travellers and public service providers.

## Funding for New Sites

- <sup>1.21</sup> The new Coalition Government policies also involve financial incentives for new pitch provision in the form of the New Homes Bonus. Gypsy and Traveller and Travelling Showpeople sites receive a New Homes Bonus of 6 times the Council Tax plus £1,800 per pitch provided. This is the equivalent of around £10,000-£15,000 per pitch. However, this only applies to pitches on sites owned and managed by local authorities or Registered Social Landlords.
- <sup>1.22</sup> Direct grant funding is also available for Gypsy and Traveller sites. The Homes and Communities Agency (HCA) took over delivery of the Gypsy and Traveller Sites Grant programme from CLG in April 2009. Since then they have invested £16.3m in 26 schemes across the country providing 88 new or additional pitches and 179 improved pitches.
- <sup>1.23</sup> The HCA has now confirmed allocations for £47m of future funding which will support 71 projects around the country for the provision of new Gypsy and Traveller sites and new pitches on existing sites, as well as the improvement of existing pitches. As of January 2012 a further £12.1m of funding was available for schemes outside of London and bidding will remain open until all the money is allocated.

## Methodology

- <sup>1.24</sup> This section sets out the methodology we have followed to deliver the outputs for this study. Over the past 10 years ORS have developed a methodology which provides the required outputs from a Gypsy and Traveller and Travelling Showpeople Accommodation Assessment and this has been updated in light of Planning Policy for Traveller Sites.
- <sup>1.25</sup> The stages below provide a summary of the process undertaken by ORS, with more information on each stage provided in the appropriate section of the report.

### Stage 1: Background

- <sup>1.26</sup> At the outset of the project we sought to understand the background to Gypsy and Traveller and Travelling Showpeople population in Mid Sussex. The study sought to identify the location of all known sites in the study area and the number of pitches or plots on each one. The study also gathered information from

recent caravan counts and information held by West Sussex County Council on unauthorised encampments in each area and also waiting lists for public sites which are managed by the County Council.

### **Stage 2: Stakeholder Engagement**

<sup>1.27</sup> This study included extensive stakeholder engagement with council officers from Mid Sussex and neighbouring councils and other stakeholders. The aim of this engagement was to help understand the current situation in the study area, in particular to households not on known existing sites and also to discuss Duty to Cooperate issues with neighbouring councils.

### **Stage 3: Household Survey**

<sup>1.28</sup> The research methodology for identifying the housing needs of Gypsies and Travellers adopted in this report was largely based upon face to face interviews with Gypsies and Travellers across the Mid Sussex area. We sought to undertake a census of Gypsy and Traveller households in December 2012. Interviews were attempted with every known Gypsy and Traveller household present during this time period and 23 interviews were achieved in total on-site. The area contains no known Travelling Showperson yards.

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

<sup>1.29</sup> The methodology used by ORS to calculate future pitch and plot requirements has been developed over the past 10 years and has drawn on lessons from both traditional housing needs assessments and also best and worst practice for Gypsy and Traveller and Travelling Showpeople Accommodation Assessment conducted across the country.

<sup>1.30</sup> The overall principles behind assessing future needs are relatively simple. The residential pitch requirements for Gypsies and Travellers are identified separately from those for Travelling Showpeople and for each group the requirements are identified in 5 year periods to 2031 in line with the requirements of Planning Policy for Traveller Sites and the project brief.

### **Stage 5: Broad Locations**

<sup>1.31</sup> The methodology used by PBA to identify broad locations for future sites is based upon technical land use considerations such as how the site would fit with other spatial strategies, the needs of households and physical constraints and protected areas. The assumptions for the broad locations work were also tested at a workshop attended by officers from Mid Sussex District Council, The South Downs National Park Authority, and Gypsy and Traveller and Travelling Showpeople representatives.

### **Stage 6: Conclusions**

<sup>1.32</sup> This stage draws together the evidence from Stages 1 to 5 to provide an overall summary of the requirements for Gypsies and Travellers and Travelling Showpeople in Mid Sussex District.

## 2. Gypsy and Traveller Sites

### Definitions

- 2.1 A Strategic Housing Market Assessment focuses upon the number of dwellings required in an area, and how many of these should each be provided by the public and private sector. The central aim of this study was to follow a similar format for Gypsy and Traveller and Travelling Showpeople accommodation requirements.
- 2.2 One of the main considerations of this study is the provision of pitches and sites for Gypsies and Travellers. A **pitch** is an area which is large enough for one household to occupy and typically contains enough space for one or two caravans, but can vary in size. A **site** is a collection of pitches which form a development exclusively for Gypsies and Travellers. For Travelling Showpeople the most common descriptions used are a **plot** for the space occupied by one household and a **yard** for collection of plots which are typically exclusively occupied by Travelling Showpeople. Throughout this study the main focus is upon how many extra pitches for Gypsies and Travellers and plots for Travelling Showpeople are required in Mid Sussex.
- 2.3 The public and private provision of mainstream housing is also largely mirrored when considering Gypsy and Traveller accommodation. One common form of Gypsy and Traveller sites is the publicly-provided residential site, which is provided by the local authority, or by a registered provider (usually a housing association). Places on public sites can be obtained through a waiting list, and the costs of running the sites are met from the rent paid by the licensees (similar to social housing).
- 2.4 The alternative to public residential sites is private residential sites for Gypsies and Travellers and Travelling Showpeople. These result from individuals or families buying areas of land and then obtaining planning permission to live on them. Households can also rent pitches on existing private sites. Therefore, these two forms of accommodation are the equivalent to private ownership and renting for those who live in bricks and mortar housing.
- 2.5 The Gypsy and Traveller and Travelling Showpeople population also has other forms of sites due to its mobile nature. **Transit sites** tend to contain many of the same facilities as a residential site, except that there is a maximum period of residence which can vary from a few weeks to a period of months. An alternative is an **emergency stopping place**. This type of site also has restrictions on the length of time for which someone can stay on it, but has much more limited facilities. Both of these two types of site are designed to accommodate Gypsies and Travellers whilst they travel. We would however note that the provision of transit sites is outside the remit of the current study.
- 2.6 Further considerations in the Gypsy and Traveller population are unauthorised developments and encampments. Unauthorised developments occur on land which is owned by the Gypsies and Travellers, but for which they do not have planning permission to use for residential purposes. Unauthorised encampments occur on land which is not owned by the Gypsies and Travellers.

## Sites in Mid Sussex

- 2.7 One of the best sources of quantitative information available on the Gypsy and Traveller communities derives from a bi-annual survey of Gypsy and Traveller caravans which is conducted by each local authority in England on a specific date in January and July of each year. This count is of caravans and not households which makes it more difficult to interpret for a study such as this because it does not count pitches or resident households. It must also be remembered that the count is conducted by the local authority on a specific day and that any unauthorised encampments which occur on other dates will not be recorded. In recent counts the number of caravans present in Mid Sussex has consistently been 41 caravans.
- 2.8 The figure of 41 caravans is consistent with the number of authorised pitches in the study area. Mid Sussex outside of South Downs National Park contains 4 public sites managed by West Sussex County Council which have space for 26 pitches in total. The area also contains 3 private sites with full planning permission which have 11 pitches between them and there are two sites with temporary planning permission each containing one pitch. Therefore, there are 39 authorised pitches in Mid Sussex outside of South Downs National Park. There are also two unauthorised sites of one pitch each, one linked to an existing private site and the second linked to accommodation for agricultural workers.
- 2.9 There is one traveller site within the South Downs National Park in Mid Sussex District. This site has temporary planning permission until 2015.
- 2.10 We would also note that the 2011 Census identified 142 persons in Mid Sussex who are Gypsies or Irish Travellers, including those who live on sites. We believe this is an underestimate due to non-reporting of Gypsy and Traveller ethnic status by households, but may also indicate that the number of households in bricks and mortar who strongly identify with being Gypsies or Travellers is not as large as has been previously thought.
- 2.11 There are no known Travelling Showpeople sites in Mid Sussex.

## 3. Stakeholder Consultation

### Introduction

- 3.1 In order to set the context of the research and ensure the study is based on a sound understanding of the relevant issues, ORS conducted 16 semi-structured, in-depth telephone interviews during January and February 2013. Interviews were undertaken with officers from the Planning, Enforcement and Housing Departments representing Mid Sussex District Council. In order to understand the issues relating to Burgess Hill, East Grinstead and Haywards Heath, a representative from each of the three Town Councils were interviewed in addition to other representatives from the areas. As stated in the Planning Policy for Traveller Sites, Local Authorities have a duty to cooperate on planning issues that cross administrative boundaries. For this reason West Sussex County Council and neighbouring local authorities also contributed to the study.
- 3.2 Wider stakeholders including Friends Families and Travellers and Sussex Traveller Action Group contributed to the study.
- 3.3 Interviews allowed interested parties to reflect and feedback on the general situation - as well as how matters relating to Gypsies, Travellers and Showpeople are currently handled and perceived within Mid Sussex and the surrounding areas. Qualitative research of this type attempts to gain a deeper understanding of the issues and is used to supplement the statistical information gathered through quantitative surveys of the Gypsy, Travellers and Showpeople communities. In some cases, the information stakeholders share with interviewers will be anecdotal and based upon their perceptions rather than evidence corroborated by data sources.
- 3.4 The interviews also gave stakeholders the opportunity to share any information and contacts of Gypsies, Travellers and Showpeople who live in bricks and mortar but would prefer site accommodation.
- 3.5 Due to issues surrounding data protection and, in order to protect the confidentiality of those who took part, the following section represents a summary of the views expressed by interviewees.

### Policy and Strategy

- 3.6 Officers referred to the Council's Gypsy and Traveller Strategy adopted in 2009. The Strategy aims to:
- » Meet the accommodation needs of Gypsies and Travellers;
  - » Deal with unauthorised encampments fairly and effectively;
  - » Promote the well-being of Gypsies and Travellers;
  - » Promote good relations between Gypsies and Travellers and the settled community.

- 3.7 One council officer felt that the Strategy has produced a focussed way of dealing with Travellers and has created a platform for other partner groups to become involved including:
- » Friends, Families and Travellers;
  - » Sussex Traveller Action Group;
  - » Sussex Police ;
  - » Sussex County Council ;
  - » Traveller Education Team;
  - » Burgess Hill Town Council.
- 3.8 One stakeholder felt future strategy would be enhanced if a protocol can be developed with the Police and the legal team to formalise what powers are used to move on unauthorised encampments. Currently cases are referred to a Magistrates Court, but the stakeholder noted that under Section 61 of the Criminal Justice and Public Order Act, police have the powers to move Travellers on in a matter of hours.

## Accommodation Need

- 3.9 Stakeholders were asked their opinion on the extent of the accommodation need within Mid Sussex which was based around need arising from:
- » Current site provision;
  - » Bricks and mortar accommodation;
  - » Long term authorised/tolerated developments;
  - » Unauthorised encampments.

## Gypsies and Travellers: Current Site Provision

- 3.10 There are 14 Gypsy sites across Mid Sussex, four of which are owned and managed by the County Council. Stakeholders were aware of sites in the following areas:
- » Burgess Hill;
  - » Warninglid;
  - » Ansty;
  - » Ashurst Wood;
  - » Cuckfield;
  - » Fulking;
  - » Bolney.
- 3.11 Overall, when discussing current accommodation provision stakeholders were generally positive. A wider stakeholder, with direct experience of site provision, added that sites across Sussex were generally good quality and in suitable locations.

- 3.12 Recent improvements to the Bedelands site in Burgess Hill was said to have improved the condition of the site although it is still not a good standard.
- 3.13 All stakeholders referred to the County Council owned site at Fairplace Hill in Burgess Hill which they felt was unsuitable. Stakeholders raised the following issues with the site:
- » Proximity to a sewage works and rubbish tip;
  - » Rats on site;
  - » The lack of pavement and lighting on the access road, which is commonly used by large vehicles;
  - » The lack of shower facilities on the site – residents reportedly use facilities at the local community/leisure centre;
  - » The lack of safe play areas for children; and
  - » A lack of respect for the site amongst the residents themselves, resulting in damage to the site, and a general untidiness.
- 3.14 The majority of stakeholders believed that residents of the site have been facing an uncertain future because, for a number of years, the site has been earmarked for redevelopment. Currently, there are plans to replace the original site with another ten pitched site on adjacent land within a larger housing development. Stakeholders were hopeful that this would improve the living conditions for the current residents of the site but would not provide any additional provision to meet the need arising for the 20 on the waiting list for the site.

## Gypsies and Travellers: Bricks and Mortar Accommodation

- 3.15 An objective of the stakeholder consultation was to contact Gypsies and Travellers who live in bricks and mortar accommodation but would prefer site accommodation. Stakeholders interviewed were asked if they were aware of any such individuals and, if they were, provide contact details. Interviewees were reminded of the Data Protection Act and were advised that they would need to seek the individuals' permission before providing any contact details to ORS or alternatively they could pass ORS' contact details onto anybody who wished to take part in a confidential interview.
- 3.16 Council officers and wider stakeholders agreed that there are inherent difficulties involved in collating any data to engage Travellers living in bricks and mortar- positive declaration was considered to be difficult as most Gypsies and Travellers are said to fear discrimination and prejudice from the settled community.
- 3.17 Council officers and wider stakeholders were of the opinion that the numbers of Gypsies and Travellers who live in bricks and mortar could be substantial. They stressed that this is not simply anecdotal evidence as Travellers are well known within the community, particularly in the Burgess Hill area where there are a number of streets exclusively occupied by Travellers. However, only two bricks and mortar contacts were obtained via the stakeholder consultation and, when contacted by ORS, they decided not to participate in the accommodation assessment. A stakeholder with extensive contact with Travellers in Burgess Hill was of the opinion that most Travellers have adjusted into that type of housing and preferred to live in bricks and mortar. The stakeholder assumed they would not be interested in contributing to the needs assessment.

- 3.18 All interviewees stressed the importance of considering the needs of those living in bricks and mortar, however a wider stakeholder felt that expectations should be managed, given that local authorities are currently struggling to meet the needs of those with no accommodation at all, those in bricks and mortar notwithstanding.

## Show people

- 3.19 Stakeholders reported no contact with Travelling Showpeople other than one off events. No issues were reported other than occasional litter issues.

## Long-Term Developments

- 3.20 There are two long-term tolerated unauthorised encampments. No issues were raised in relation to these sites.

## Short-Term Unauthorised Encampments

- 3.21 Short-term encampments are considered to be a seasonal occurrence, mainly during the summer months. Over the past few years the number was thought to be minimal but most stakeholders pointed to a rise over the summer 2012 period. The majority of encampments are thought to occur in the south of the District, in the Burgess Hill and Haywards Heath areas. A wider stakeholder believed these to be caused by Travellers en route to Kent, although no evidence was supplied to support this view.
- 3.22 One Stakeholder felt that they were attracted to the areas because of the large parks and the availability of work. Allegedly, unauthorised encampments don't occur in East Grinstead, as there is little open space in the area, and recreation grounds are difficult to access.
- 3.23 The majority of stakeholders cited anecdotal evidence that led many to believe that the rise in unauthorised encampments during summer 2012 was caused by Travellers who had been moved off the Horsdean transit site managed by Brighton and Hove City Council. Stakeholders were aware that there are plans to build a new permanent site in Brighton and, therefore, Travellers come to Mid Sussex, not because they want to live in the area, but because they want to stay in close proximity to Brighton in order to claim local connections when the site is developed. It was also argued that during this period Brighton and Hove took more enforcement action against those who had stayed at the site for the time allowed.
- 3.24 A wider stakeholder reported being made aware, through sitting on the Gypsy and Traveller Advisory Group, that the numbers of encampments during the summer period had not been recorded and stressed that this does not create an evidence base for any future decision making.
- 3.25 The lack of transit provision across Sussex is thought to be a reason for the existence of unauthorised encampments in the district.
- 3.26 One wider stakeholder felt unauthorised encampments were as a direct result of those waiting to be housed in the area.

## Future Accommodation Need

- 3.27 Most stakeholders argued that additional provision is required to meet unmet demand. When asked to give reasons some referred to a feeling that additional sites are needed. One stakeholder referred to the previous GTAA figure of 20 additional pitches – which has not been met. One stakeholder argued that unauthorised encampments have occurred in the area because of the lack of accommodation.
- 3.28 However, most stakeholders felt that the population level has remained stable over recent years, and that most who live on the sites have been resident there for a number of years and turnover is low. Stakeholders were of the opinion that additional need has arisen due to the expansion of families and the lack of any additional space on sites, causing some overcrowding. Therefore, additional provision is required to provide for future family formations.
- 3.29 Most stakeholders felt that to really understand the total number of need was made increasingly difficult due to the low levels of self-identification amongst the Traveller community, which is thought to be due to fear that they will face prejudice once their ethnic origin is known. Monitoring of the housing register, for instance, is not seen as helpful as there are only three Travellers on the list.

## Addressing Future Accommodation Need

- 3.30 As many stakeholders argued that need is evident it is unsurprising that most agreed that further permanent site provision is required. One stakeholder argued that existing sites should be extended and felt that the Bedelands site would be a practical solution. Most felt that additional sites are needed.

## Site Location

- 3.31 Stakeholders were asked for their views on ideal locations. The quality of the environment was thought to be a major consideration and they felt strongly that they should not be located next to sewerage facilities, rubbish dumps or flyovers – as they have been in the past.
- 3.32 Stakeholders were asked if they were aware of suitable locations within Mid Sussex for sites.
- 3.33 One stakeholder argued against East Grinstead, as much of its surrounding areas are within an Area of Outstanding Natural Beauty, and in close proximity to Ashdown Forest, which is protected by EU regulations.
- 3.34 Burgess Hill was identified as a potential location for a future site:

*They tend to locate around the Burgess Hill area because there is work there, it's close to Brighton and you have got the A23 link. They don't tend to go round the Hayward's Heath area that much or East Grinstead. If there was to be another site it would be better placed in the Burgess Hill area.*

- 3.35 Two stakeholders suggested some concerns and possible constraints which need to be considered when exploring the location of future sites. The first was concerned that the National Park Authority would be used as an excuse for not allowing sites, while the second noted that finding a site that would not upset members of the settled community would be difficult.

## Site Management

- 3.36 The majority of stakeholders did not have any strong views on the management of sites but some felt that ultimately the Gypsy and Traveller community should be involved in the decision.
- 3.37 One stakeholder argued that site size should also be considered when considering management. It was argued that smaller sites are not economical to run and should be managed by the family rather than a manager whether that is the County Council or Housing Association. This view was based upon experience of managing smaller sites within the area, where management costs outweighed any income.

## Community Cohesion

- 3.38 When asked to consider issues related to community cohesion stakeholders were in agreement that integration is a particular area of concern which is viewed as particularly difficult to address when negative images of the community are commonplace in the national media and large incursions can affect the way the wider Gypsy and Traveller community is viewed. One stakeholder argued that there needed to be work on both sides to tackle such tensions.
- 3.39 Stakeholders referred to efforts that have been made to improve integration, including running a course with Brighton and Hove FC to encourage young Travellers into exercise, and work with the Police to encourage Gypsies and Travellers to report on any anti-social behaviour they experience.
- 3.40 Conversely, a wider stakeholder felt strongly that no effort whatsoever has been made to improve integration.
- 3.41 Most stakeholders felt that further initiatives should focus on improving integration, community cohesion and perceptions, by presenting more positive images of Travellers, encouraging interaction and promoting skills amongst Traveller communities. Importantly, a number of stakeholders also felt that further initiatives should focus on improving integration, community cohesion and perceptions, although it was recognised that inevitably there would be difficulties, due to negative media coverage of Travellers. One stakeholder also pointed out that size of site can aid integration and felt that smaller family sites make a positive difference. Ultimately, it was the view of some stakeholders that providing adequate accommodation was the most effective way of aiding community cohesion.

## Health and Well-Being

- 3.42 Most stakeholders were of the view that the health and well-being of the Gypsy and Traveller community on a national scale is poor.
- 3.43 The District Council has a health and well-being team and effort have been made to improve the hygiene on sites through the provision of outside toilet facilities. A small number of stakeholders pointed out that the conditions on the Fairplace Hill site could contribute to poor health.

## Education

- 3.44 Stakeholders argued that improving low literacy levels and secondary school attendance are key priorities. Based on ORS' experience of undertaking GTAA work, the issues presented below are similar to those experienced nationally and are not unique to Mid Sussex.
- 3.45 One stakeholder reported that many Gypsies and Travellers opt out of mainstream education, preferring to home school their children. However, a stakeholder argued that, in many cases, parents lacked the necessary skills to undertake this task. The stakeholder suggested that on-site teaching should be provided for Travellers. Stakeholders in other areas of the UK advocate a more rigorous system of on-site checks to ensure that children are receiving some level of tutoring.
- 3.46 A stakeholder was of the view that teachers don't always have the cultural awareness required to understand Traveller issues.
- 3.47 Stakeholders were aware of a number of initiatives that have sought to address the aforementioned issues:
- » A cultural awareness program;
  - » School visits by West Sussex Traveller Education Support Team;
  - » Mid Sussex's Spotlight grants for youth groups (see <http://www.midsussex.gov.uk/8706.htm>).
- 3.48 Positively, when asked about community cohesion a stakeholder argued that despite fear of discrimination, much work is done to support Traveller children in local schools, and that they were well accepted and integrated.
- 3.49 A small number of stakeholders were of the view that, despite work being undertaken at the local level, overcoming these issues requires intervention from central government. For instance, the school funding system is considered to be a particular disadvantage insofar as schools will receive funding based on the number of pupils at the beginning of the academic year when many Travellers are not present.
- 3.50 Going forward most stakeholders felt that the District should continue its efforts to improve attainment and attendance but some voiced concern that the proposed cuts in funding for the Traveller Education Service will serve to undermine the positive developments that have been made in this area.

## Consultation Activities

- 3.51 Stakeholders referred to regular residents meetings at the two sites in Burgess Hill; Fairplace Hill and Bedelands. However, one council officer reported that these were usually carried out through an intermediary.
- 3.52 Overall, the majority of stakeholders felt that more effort is needed to engage and consult with the Traveller community on: accommodation; community cohesion; health and wellbeing; and education issues.

## Cross-Boundary Issues

- 3.53 Stakeholders from Mid Sussex were asked their views on current cross-border movement and working and were asked to what extent joint working could and should take place in the future:

### Cross Border Movement

- 3.54 As aforementioned, stakeholders claimed that unauthorised encampments, particularly the surge in the summer 2012, are largely due to cross-border movement between Brighton and Burgess Hill.

### Duty to Cooperate and Joint Working

- 3.55 The majority of stakeholders felt that joint working was more effective than local authorities working alone, as the issue is not confined to a single district. It was suggested that joint working with Horsham, Crawley and West Sussex CC would be beneficial.
- 3.56 Information sharing between local authorities across the region was seen as crucial to the success of managing encampments and the provision of permanent accommodation.
- 3.57 One stakeholder felt that greater effort had been made to pass on information, and reported that Brighton and Hove Council had alerted other authorities before it progressed with evictions in summer 2011.
- 3.58 This following section draws upon the findings from interviews with housing and planning representatives in the following surrounding local authorities:
- » Brighton and Hove City Council;
  - » Crawley Borough Council;
  - » Horsham District Council;
  - » Lewes District Council;
  - » Tandridge District Council.

### Brighton and Hove City Council

- 3.59 The council officer representing Brighton and Hove City Council explained that they have a Traveller Strategy in place. Based on the evidence from the South East Plan there is an identified need for an additional 16 permanent pitches by 2016 which is said will be partially met by the proposal for a 12 pitched site. There are no Showpeople present in the area.
- 3.60 Currently, there are no permanent sites or private sites and no applications for private sites. It is believed that this is primarily due to the high land values in the area.
- 3.61 There is a 23 pitched transit site in the north of the city called Horsdean, adjacent to the A27 bypass, which is currently providing accommodation for those who need permanent provision. Once the new site is up and running an allocations policy will determine who will move onto that site. However, it is believed that word of mouth about the new site has encouraged a greater number of Travellers to travel to the area and establish local connections to secure accommodation on the new site.

- 3.62 The level of transit provision is thought to be sufficient but it is argued that Travellers will still set up an unauthorised encampment if they don't want to pay to use the formal site. In the longer term it is argued that there is a need for further permanent provision.

### Crawley Borough Council

- 3.63 The representative of Crawley explained that the Borough is currently preparing its draft Local Plan which is ready for submission. The Gypsy and Traveller strategy remains to be finalised and an additional consultation will be undertaken in May/June 2013 to establish whether there is need for a site. Currently, there are one authorised Gypsy and Traveller site and a Showman site, both are privately owned. There is thought to be a high number of Gypsies and Travellers living in bricks and mortar and it was recognised that, due to problems with self-identification, identification of need will be an arduous task.
- 3.64 When considering the issue of short-term unauthorised encampments, the representative claimed that although it was an issue a few years ago, there are very few transit groups and was not aware of any cross-border movement.
- 3.65 In terms of sharing information and discussions it is argued that joint working is appropriate and this could be in the form of a steering group and a platform to share the findings from the current needs assessment was thought to be a good approach going forward.

### Horsham District Council

- 3.66 The representative of the District explained that the 2007 GTAA identified need for 39 additional pitches. Since that time a total of 11 applications for sites have been refused. There are said to be no large influxes and the people on site are settled, therefore, further accommodation will be needed to cater for natural growth and future family formation.
- 3.67 Previous cross-border discussions on transit provision has allegedly taken place with Crawley and Mid Sussex and it was the view of the representative that further discussion takes place on this issue.
- 3.68 In terms of information sharing, the representative said that it will notify Mid Sussex once the target figures and local plan are complete.

### Lewes District Council

- 3.69 The representative of the District explained that there is a Local Plan (2003) in place and The National Planning Policy Framework (NPPF) is also now a policy tool and has been considered in the formulation of the draft Proposed Submission Core Strategy core policy related to Gypsy and Traveller accommodation provision.
- 3.70 There is a mix of authorised permanent and temporary private and managed sites within the Lewes District. There is also a medium sized permanent transit site located within Glynde Parish which is managed jointly with East Sussex County Council (ESCC).
- 3.71 The provision of a transit site is said to have provided an alternative to unauthorised encampments, reducing conflicts between the local settled and Gypsy and Traveller community. It is also said to provide

some security and supports the Gypsy/Traveller community in providing accommodation along a known travelling route.

- 3.72 In terms of location, generally, sites are thought to appear in areas close to the main roads, namely the A27, A26 and A259 – the A27 is considered a key East-West travelling route. Urban areas such as Lewes and Newhaven allegedly attract unauthorised encampments and events such as funerals have tended to attract one off large encampments.
- 3.73 The council officer felt that the greatest demand for accommodation is within adjacent local authority areas, particularly Brighton but also Wealden and Rother. Lewes' accommodation demand is viewed as being largely transit as the current transit site is increasingly popular. It was argued that if demand increases then further short term accommodation (i.e. temporary stopping places) may be needed.
- 3.74 Cross-border working is said to occur between East Sussex local authorities, Brighton and Hove and the South Downs National Park Authority policy officers and includes stakeholder involvement representing health and education and broader areas. East Sussex County Council (ESCC) produce a Traveller Strategy for the county including targets and an action plan. ESCC also hold local Traveller Forums, providing an opportunity for Travellers and officers to discuss particular issues.

### Tandridge District Council

- 3.75 The representative of the District explained that a GTAA was conducted two 2 years ago and they have been responding to planning applications and giving temporary permission. There are thought to be a minimal amount of unauthorised encampments and a static population.
- 3.76 Although no cross-boundary issues were identified it was felt that a formal basis for sharing information should be established, particularly if the Mid Sussex GTAA identifies anything that surrounding areas need to be made aware of.
- 3.77 There are two Showman sites in the areas which are close to the Mid Sussex boundary and it was felt that issues could arise from this population that would be relevant to both Tandridge and Mid Sussex.

### The Future: Conclusions and Areas for Consideration

- 3.78 Stakeholders felt the findings of the forthcoming GTAA would influence the direction of local policy and provision of sites.
- 3.79 With the exception of Fairplace Hill, current site provision is considered to be of a good standard and efforts to redevelop the Fairplace Hill site was viewed as positive.
- 3.80 Although stakeholders believed there to be high numbers of Gypsies and Travellers living in Bricks and Mortar, particularly in the Burgess Hill area, the interviews only yielded a further two contacts who, when followed-up by ORS, refused to take part. Stakeholders were far from optimistic that efforts to identify Bricks and Mortar Travellers in the future would improve due to the lack of self-identification amongst the community.
- 3.81 There are only two long-term developments and short-term encampments are considered a seasonal occurrence, mainly during the summer months. There was a rise in 2012 which was said to be a result of

- accommodation need in Brighton rather than due to any desire to live in Mid Sussex. Only one stakeholder felt that a smaller number of unauthorised encampments arise from those who looking to be housed in the Mid Sussex area.
- 3.82 To have a greater understanding of the unauthorised encampments one stakeholder stressed that more effort is needed to record numbers and find out information about travelling patterns and accommodation needs.
- 3.83 Most stakeholders argued that additional provision is required to meet unmet demand. When asked to give reasons some referred to a feeling that additional sites are needed. One stakeholder referred to the previous GTAA figure of 20 additional pitches – which has not been met. One stakeholder argued that unauthorised encampments have occurred in the area because of the lack of accommodation
- 3.84 The majority of stakeholders felt that the population level has remained stable over recent years, most who live on the sites have been resident there for a number of years and turnover is low and, therefore, most stakeholders were of the opinion that additional need has arisen due to the expansion of families and the lack of any additional space on sites. Therefore, additional provision is required to provide for future family formations.
- 3.85 As many stakeholders argued that need is evident it is unsurprising that most agreed that further permanent site provision is required. One stakeholder argued that existing sites should be extended and felt that the Bedelands site would be a practical solution.
- 3.86 Stakeholders were asked for their views on ideal locations. The quality of the environment was thought to be a major consideration and they felt strongly that they should not be located next to sewerage facilities, rubbish dumps or flyovers – as they have been in the past. Burgess Hill was identified as a suitable location for future provision.
- 3.87 Despite, a number of initiatives aimed at improving community cohesion most stakeholders felt that further initiatives should focus on improving integration, community cohesion and perceptions. It was felt that the provision of a sufficient amount of accommodation and smaller sites could help to ease community tensions in the future.
- 3.88 Most stakeholders were of the view that health and well-being and educational attainment issues in Mid Sussex are similar to those experienced a national level. A number of initiatives have been undertaken at the local level but some stakeholders believed that imminent cuts in funding for the Traveller Education Service is likely to undermine the positive developments in this area.
- 3.89 Overall, the majority of stakeholders felt that more effort is needed to engage and consult with the Traveller community.
- 3.90 Stakeholders claimed that unauthorised encampments, particularly the surge in the summer 2012, are largely due to cross-border movement between Brighton and Burgess Hill.
- 3.91 The majority of stakeholders felt that joint working was more effective than local authorities working alone.
- 3.92 Information sharing between local authorities across the region was seen as crucial to the successful management of encampments and the provision of permanent accommodation.

- <sup>3.93</sup> Interviews with surrounding areas found that all are at varying stages of the needs assessment process. Officers seemed to support cross-border working and felt that a platform for sharing information would be beneficial. Interviewees referred to previous discussion relating to the provision of transit sites and felt that further discussions around this issue would be beneficial.
- <sup>3.94</sup> A suggestion was made by one council officer that a forum, to discuss the results of the GTAA's would be advantageous and would help surrounding authorities understand each other needs.



## 4. Gypsy and Traveller Population

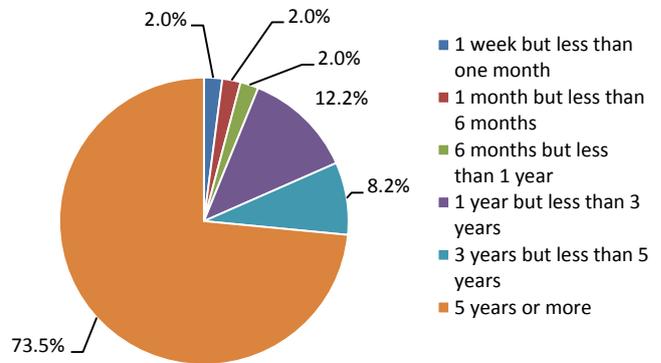
### Survey of the Gypsy and Traveller Population

- 4.1 One of the major components of this assessment was a detailed survey of the Gypsy and Traveller population in Mid Sussex. This aimed to identify current households with housing needs, and to assess likely future household formation from within the existing households to help judge the need for future site provision. The survey sought to provide a baseline position on the resident Gypsy and Traveller population of Mid Sussex.
- 4.2 Interviews were attempted with every known Gypsy and Traveller household in the area who were present in December 2012. Throughout the survey period interviewers worked from 9am to 7pm each day and made repeated visits to each household until a successful interview was concluded.
- 4.3 From the 41 known pitches in Mid Sussex, including one in the South Downs National Park, 23 interviews were obtained. However, we would note that four pitches on private sites were occupied by non-Travellers and therefore were not eligible to be counted in this study. It was also the case that tensions on two sites made interviewing difficult so the response from these sites was more limited and two single pitch private sites, including the one in the South Downs National Park, were completely inaccessible.
- 4.4 Throughout this study the person responding to the survey will be referred to as the respondent, and in questions which refer to all people in the household they will be referred to as household members. Throughout the remainder of this report the majority of numbers which appear on the charts represent the percentage of respondents who appear in that category. The purpose of showing percentages is to allow the results of the survey to be extrapolated to the whole Gypsy and Traveller population of Mid Sussex. In a few cases it is more appropriate to use the actual number of respondents, and these cases are clearly identified. In all charts those respondents who answered 'don't know', or did not answer the question, are omitted unless otherwise stated.

## Length of Residence

- 4.5 The majority of Gypsies and Travellers surveyed have a long period of residence in Mid Sussex with 74% of respondents having lived on their current site for more than 5 years. All but one of the respondents to the survey identified their current site as being their permanent base.

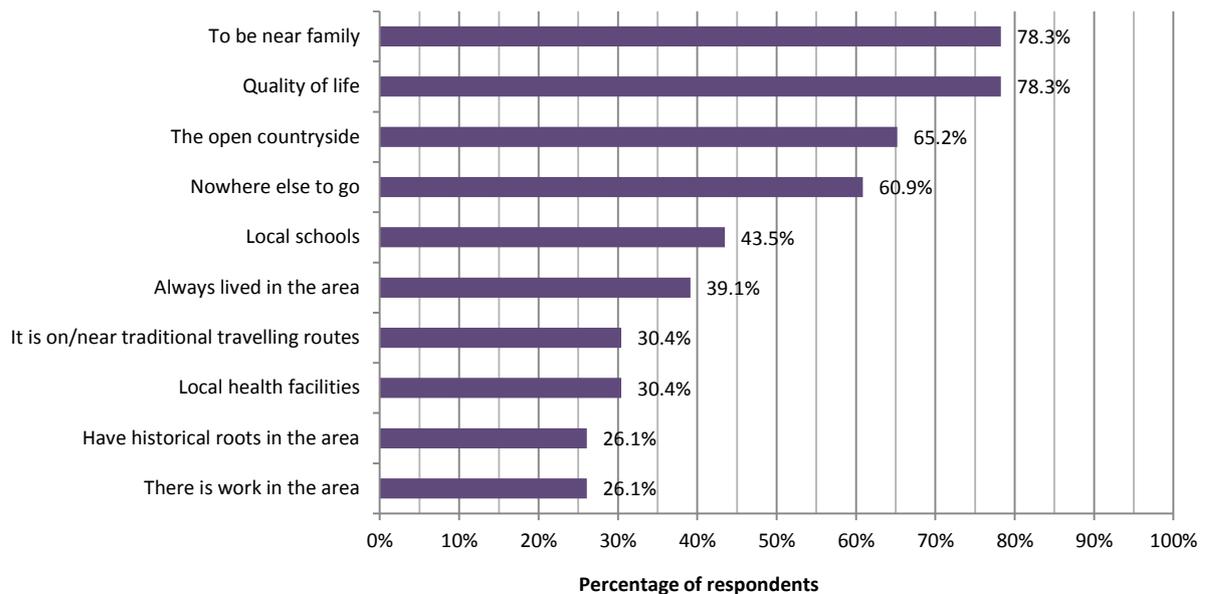
Figure 1  
Length of Time Respondents Have Lived on Their Current Site, by all Respondents (Source: Survey of Gypsy and Traveller Population On-site 2012)



## Attractions of Living in Mid Sussex

- 4.6 Respondents were asked to identify the main reasons that attracted them to live in Mid Sussex. They were allowed to select as many reasons as they wished from a list of nine options.
- 4.7 The main factors that attracted respondents to the area were to be near to their family (78%), the quality of life (78%) and also the open countryside (65%). More than two fifths (43%) of respondents said that local schools attracted them to the area, while a similar proportion (39%) said that they have always lived in this area (39%). Three fifths (60%) reported that they were attracted to Mid Sussex because they had nowhere else to go.

Figure 2  
What Attracted Them to Live in the Area, by all Respondents (Source: Survey of Gypsy and Traveller Population On-site 2012)

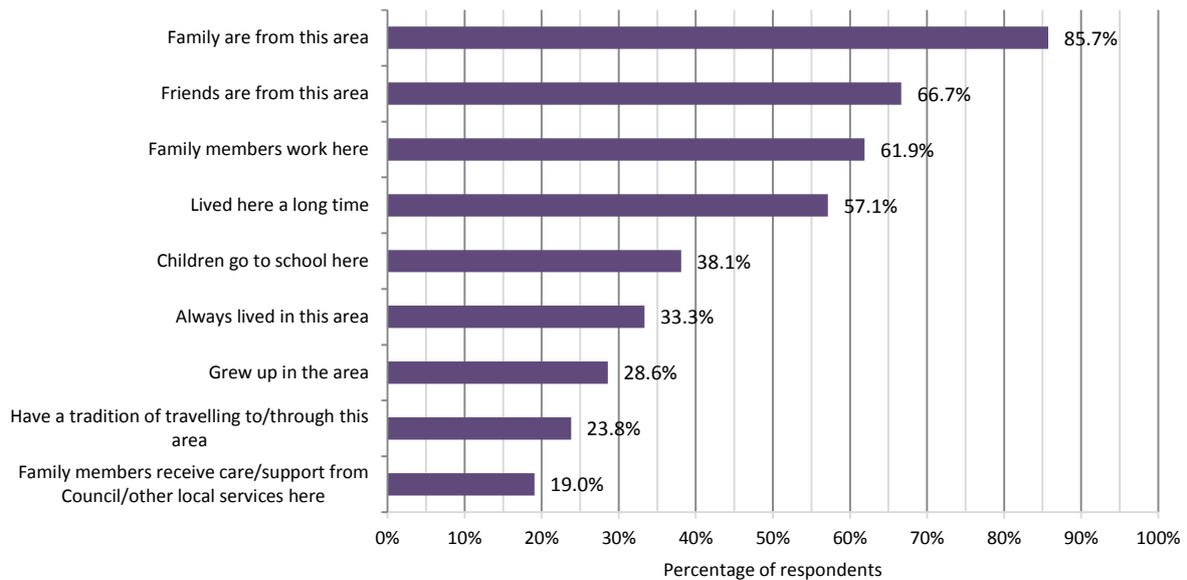


## Connections with the Area

- 4.8 96% of respondents felt they have strong connections to Mid Sussex with the main links identified being that their family (85%) and friends (66%) are from the area, that their family members work in the area (61%) or that they have lived there a long time (57%).

Figure 3

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



## Ethnic Background

- 4.9 Just under half of all respondents explicitly identified themselves as being Romany Gypsies, while slightly less stated they were English Gypsies or Travellers. Around 4% of respondents are Irish Travellers.

Figure 4

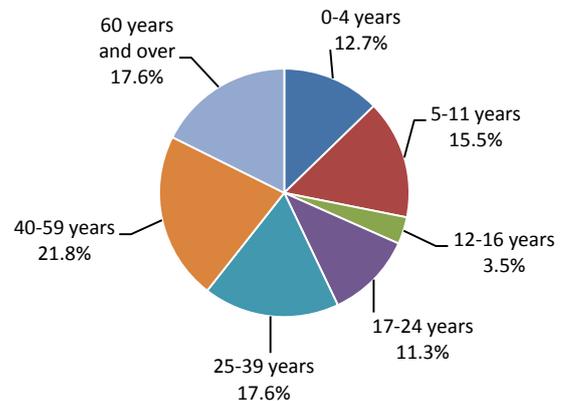
Ethnic Group by all Respondents (Source: Survey of Gypsy and Traveller Population On-site 2012)



## Age

4.10 The households showed a mixed range of ages across their members. The households contained 18% of people who were of retirement age, but over 32% of all household members were aged 16 years or under. 19% of all household members were of school age and another 13% were children aged 4 years or less.

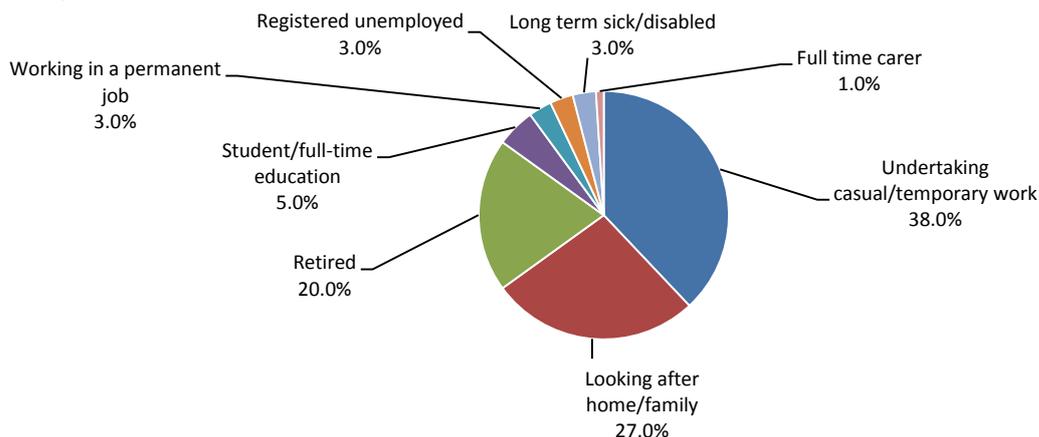
Figure 5  
Age of Household Members, by all Household Members  
(Source: Survey of Gypsy and Traveller Population On-site 2012)



## Employment Status

4.11 Of those who had their employment status recorded, 38% were undertaking casual or temporary work. The types of temporary work included: building work, landscaping, gardening and tree work. Over a quarter of respondents were looking after the home/family (27%) while another fifth were retired. Only 3% of respondents were working in a full time job.

Figure 6  
Employment Status of Household Members, by All Household Members Aged Over 16 Years (Source: Survey of Gypsy and Traveller Population On-site 2012)



## Health Problems

4.12 43% of respondents interviewed (10 respondents) reported that their household contained at least one member with a long-term health problem. Of those who reported a long term health problem within the household, three respondents said that they require an adaption in their home to meet the care needs of those with health issues. The adaptations needed included: an electric shower and a shower seat.

## 5. Existing Sites

### Type of Site

- 5.1 91% of interviews conducted were completed on authorised sites (four on private sites and eighteen on public sites). The remaining interview was completed on an unauthorised development.
- 5.2 All respondents were asked if they require extra caravans. The evidence from the survey is that only one respondent would like more caravans within their existing household. This respondent reported that the additional two required caravans were for older children.
- 5.3 The phrasing of this question focused on a need rather than a demand for more caravans. Respondents were asked, irrespective of who was purchasing the caravans, whether they needed more caravans for household members. Therefore, this question simply reflected a perceived need for more caravans, rather than an ability to afford (demand for) more caravans.

### Views of Sites

- 5.4 The majority of respondents were satisfied with their sites. 91% of respondents expressed some form of satisfaction with their site, with only 9% expressing dissatisfaction.
- 5.5 Figure 8 shows the improvements which were identified by respondents as being required at their permanent sites. 70% of respondents felt that no improvements were required.
- 5.6 Of those respondents who cited improvements required, some wanted better pest control, site management, better site safety and better washing facilities.

Figure 7  
Satisfaction with Current Site, by all Respondents (Source:  
Survey of Gypsy and Traveller Population On-site 2012)

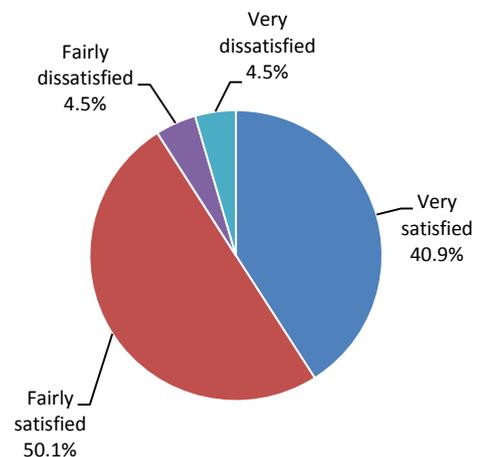
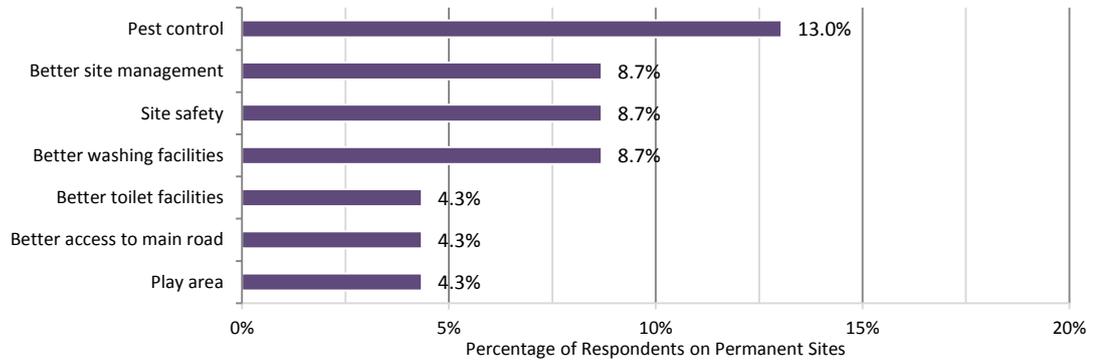


Figure 8  
Improvements Which Respondents Would Like to See on Their Site, by all Respondents on Permanent Sites (Source: Survey of Gypsy and Traveller Population On-site 2012)

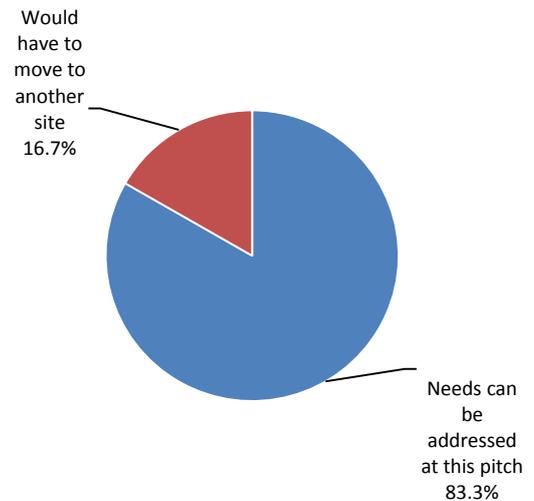


5.7 Just below three quarters of respondents (74%) feel that their current accommodation and site meets all of their needs in terms of accommodation quality, space and site facilities. However, six respondents stated that this was not the case for them.

5.8 Text comments for those who feel that their current accommodation and site do not meet their needs said that this was because of drainage problems and rat problems.

5.9 Of the respondents who felt that their current accommodation and site did not meet their needs, all but one respondent said that their needs could be met at their current site.

Figure 9  
Do you feel that your needs can be addressed at this pitch or would you have to move to another pitch/site? (Source: Survey of Gypsy and Traveller Population On-site 2012)



## Private Sites

5.10 Three respondents to the survey reported that they had required planning permission for their site. Of those who did need planning permission, none of the respondents felt that it was easy to obtain. Two felt it was neither easy nor difficult, and one thought it was very difficult to obtain.

## Propensity to Travel

5.11 96% of respondents reported that they had not travelled at all during the last 12 months and only 41% of those who did not travel in the past 12 months had travelled in the past. The most common explanation for this is that they want a more settled lifestyle, so that their children could receive education, the ill-health and older age of some family members had inhibited their ability to travel.

## 6. Future Site Provision

### Site Provision

- 6.1 This section focuses on the extra site provision which is required in Mid Sussex currently and over the next 19 years by 5 year segments. This includes part of the District within the South Downs National Park.
- 6.2 This section concentrates not only upon the total extra provision which is required in the District, but whether this provision should be in the form of public or private sites.
- 6.3 The March 2012, CLG document 'Planning Policy for Traveller Sites', requires an assessment for future pitch requirements, but does not provide a suggested methodology for undertaking this calculation. However, as with any housing assessment, the underlying calculation can be broken down into a relatively small number of factors. In this case, the key issue for residential pitches is to compare the supply of pitches available for occupation with the current and future needs of the households. The key factors in each of these elements are set out below:

### Supply of pitches

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

### Current Need

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

### Future Need

- 6.6 There are three key components of future need. Total future need is simply the sum of the following:

- » Households living on sites with temporary planning permissions;
- » New household formation expected during the study period; and
- » Migration to sites from outside the study area.

6.7 We will firstly provide the model as set out above for Gypsies and Travellers before repeating the calculation for Travelling Showpeople.

## Current Gypsy and Traveller Site Provision

6.8 There are currently 26 pitches on public sites and 13 on private sites in Mid Sussex outside of the South Downs National Park, including those with temporary permission, and one pitch inside of the South Downs National Park (within Mid Sussex District) on a site with temporary permission.

6.9 The next stage of the process is to assess how much space is, or will become available on existing sites. The main ways of finding this is through:

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

6.10 For public sites there currently are some unoccupied pitches on the Fairplace Hill site as it is being decanted and the households moved to alternative provision. We have not counted the space on this site as being available for other households to use and therefore it has not been counted as additional supply. We would also note that we have not counted any further households who may be decanted in the future as being part of the needs figures. There, is also one private site of 4 pitches occupied by non-Gypsy and Travellers, but this space cannot be considered to be available for use without these households leaving the site.

6.11 For out-migration to other areas or movements to bricks and mortar, households will also wish to move in the opposite direction. Therefore, we have treated these as being part of the current and future need sections of the calculation.

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

## Additional Site Provision: Current Need

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

- » Households on unauthorised developments for which planning permission is not expected;

- » Overcrowded households;
- » Households in brick and mortar wishing to move to sites; and
- » Households on waiting lists for public sites.

## Current Unauthorised Developments

6.14 There are currently 2 households on unauthorised developments in Mid Sussex. However, both of these sites are long-standing and have been tolerated. Therefore, there is no need to allow for extra provision for these households as they are not in need due to imminent enforcement action.

## Concealed Households

6.15 Only one household in the survey reported that they wanted more caravans and they felt that there was sufficient space at their existing pitch to accommodate them. No household reported any member seeking to form their own household in the near future. Therefore, there is no evidence on any concealed households in the study area.

## Bricks and Mortar

6.16 Identifying households in bricks and mortar has been frequently highlighted as an issue with Gypsy and Traveller Accommodation Assessments. We would note that for recent studies undertaken by ORS we have worked with national and local Gypsy and Traveller representatives to identify households in brick and mortar. For a number of recent studies the representatives reported over 100 known households in housing and they encouraged them to come forward to take part in the survey. The actual number who eventually took part in the surveys ranged from zero to six household per area, and not all wished to move back to sites. Therefore, while there is anecdotal evidence of many Gypsies and Travellers in housing most appear to be content to remain there and when provided with the opportunity by national representatives to register an interest in returning to sites few choose to do so.

6.17 For this survey one representative group identified over 100 households in one area of the District, but only two agreed to provide telephone numbers for contact and neither wished to move back to a site. The household survey also included a question asking if any on-site resident knew of anyone in bricks and mortar who would wish to take part in the survey, but this yielded no responses.

6.18 We would also note that households who are seeking to move from housing to public sites can express a desire to do so through registering on the waiting list for public sites and therefore will have been counted elsewhere in this calculation. Meanwhile those seeking to live on a private site could seek to do so on their own or pursue a privately rented pitch on an existing private site.

6.19 It is also the case that within most face to face surveys undertaken on-site by ORS a small number of households are seeking to move to bricks and mortar. In the case of this assessment, two households are seeking to leave sites for bricks and mortar and hence have been counted as wishing to do so.

## Waiting Lists for Public Sites

6.20 The method of registering a desire to obtain a pitch on a public site is through placing your name on the waiting list held by West Sussex County Council. Currently there are 25 households on the waiting list for a site in Mid Sussex. However, this figure includes eight who would wish to move to a site anywhere in West Sussex. The Coastal West Sussex GTAA has already included four of these households within its pitch requirements, so to prevent double counting they will not be counted again here. There are also two public sites in Horsham, so of the eight households seeking a pitch anywhere in West Sussex we have counted two of them as need in Mid Sussex. This leaves the total number of households seeking pitches in Mid Sussex as 19. It could be argued that some of these households may be on waiting lists elsewhere in the country and will have their needs met elsewhere. However, we have taken the view that because of the otherwise limited information available for households in bricks and mortar all 19 households should be counted and therefore have been included here.

## Additional Site Provision: Future Need

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

- » Households living on sites with temporary planning permissions;
- » New household formation expected during the study period; and
- » Migration to sites from outside the study area.

## Temporary Planning Permissions

6.22 Mid Sussex District outside of the South Downs National Park currently has two sites with temporary planning permissions with a total of two pitches. Meanwhile, the South Downs National Park inside of Mid Sussex District has one site with one pitch. In all cases the permissions will expire within the next 5 years, they have therefore been counted as need within this assessment, but not as supply of pitches.

## New Household Formation

6.23 It is recognised that an important group for future pitch provision will be older children who form their own households. Many studies of Gypsy and Traveller populations assume a net growth in the population of around 3% per annum, and this figure was used in the revoked South East of England Regional plan. Long-term trends indicate that the number of Gypsy and Traveller caravans on site has grown by 134% nationally in the past 34 years, which equates to a net growth of around 2.5% per annum. This figure may be slightly overstated because it includes some international migration from Irish Travellers, but represent the best indicator of long-term on-site household growth. While it is possible to argue that because most studies use a net growth rate of 3% per annum it should be used here, we believe that an evidence base should use the most accurate information possible and not simply rely upon precedent.

6.24 The household survey for Mid Sussex shows that nearly 30% of the population are aged between 5 and 24 years and that only two people in this category head a household. A figure of around 30% of the population in the 5-24 years age category is typical for Gypsy and Traveller population and therefore it is reasonable to assume that household growth in the future will continue at 2.5% per annum. When

including the impact of compound growth, a 2.5% growth per annum provides for 13% growth over 5 years, 28% growth over 11 years, 45% growth over 16 years and 60% over 19 years.

- 6.25 Due to the non Gypsy and Traveller households occupying 4 pitches and the vacant pitches at Fairplace Hill there are around 30 households currently on-site from the 42 pitches in Mid Sussex. On this basis a growth rate of 60% would see an additional 18 households in the area by 2031. However, it should be remembered that households on the waiting list will also add to household numbers in the future and may yield new household formations. ORS' experience is that many households on waiting lists represent household formations in their own right and therefore would already be counted in the above figures. Therefore, from the additional 19 households on the waiting list we have allowed for a more conservative household formation rate of 1% per annum and this provides for 4 additional households over the next 19 years. Therefore, in total household formation accounts for an additional 22 households over the next 19 years.

### In-migration from Other Sources

- 6.26 The most complicated area for a survey such as this is to estimate how many households will require accommodation from outside the area. Potentially Gypsies and Travellers could move to Mid Sussex from anywhere in the country. The number of households seeking to move to Mid Sussex is likely to be heavily dependent upon pitch provision elsewhere. It has been noted that a weakness of many Gypsy and Traveller Accommodation Assessments conducted across the country has been that they either allowed for out-migration without in-migration which led to under-counting of need, or they over-counted need by assuming every household visiting the area required a pitch.
- 6.27 Overall the level of in-migration to Mid Sussex is a very difficult issue to predict. Movement to the public sites is covered by the waiting list and therefore does not need to be included within the model again. We have allowed for a balanced level of migration on to existing private sites. The advantage of allowing for net migration to sum to zero is that it avoids the problems seen with other Gypsy and Traveller Accommodation Assessments where the modelling of migration clearly identified too low or high a level of total pitch provision. An assumption of net nil migration implies that the net pitch requirement is driven by locally identifiable need.
- 6.28 Beyond this number, rather than assess in-migrant households seeking to develop new sites in the area, we would propose that each case is assessed as a desire to live in the area and that site criteria rules are followed for each new site. It is important for the authorities to have clear criteria based planning policies in place for any new potential sites which do arise.

### Overall Needs for Mid Sussex

- 6.29 The estimated extra site provision that is required for Mid Sussex outside of the South Downs National Park until 2031 is 41 pitches. This includes those on the waiting list for a public site, those with temporary planning permissions and the growth in household numbers due to household formation. Meanwhile the figure for the South Downs National Park Authority inside of Mid Sussex is one pitch for the household with a temporary planning permission.

Figure 10  
Extra Pitches which are Required in Mid Sussex Outside of South Downs National Park Authority from 2013-2031

Reason for Requirement/Vacancy	Gross Requirement	Supply	Net Requirement
<b>Supply of Pitches</b>			
Additional supply from empty pitches	-	0	
Additional supply new sites/pitches	-	0	
<b>Total Supply</b>		<b>0</b>	
<b>Current Need</b>			
Current unauthorised developments or encampments and seeking to stay in the area	0	-	
Concealed households	0	-	
Net movement from bricks and mortar	(2)	-	
Waiting list for public sites	19	-	
<b>Total Current Need</b>	<b>17</b>		
<b>Future Needs</b>			
Currently on sites with temporary planning permission	2	-	
Net migration to the area	0	--	
Net new household formation	22	-	
<b>Total Future Needs</b>	<b>24</b>		
<b>Total</b>	<b>41</b>	<b>0</b>	<b>41</b>

Figure 11  
Extra Pitches which are Required in South Downs National Park within Mid Sussex from 2013-2031

Reason for Requirement/Vacancy	Gross Requirement	Supply	Net Requirement
<b>Supply of Pitches</b>			
Additional supply from empty pitches	-	0	
Additional supply new sites/pitches	-	0	
<b>Total Supply</b>		<b>0</b>	
<b>Current Need</b>			
Current unauthorised developments or encampments and seeking to stay in the area	0	-	
Concealed households	0	-	
Net movement from bricks and mortar	0	-	
Waiting list for public sites	0	-	
<b>Total Current Need</b>	<b>0</b>		
<b>Future Needs</b>			
Currently on sites with temporary planning permission	1	-	
Net migration to the area	0	--	
Net new household formation	0	-	
<b>Total Future Needs</b>	<b>1</b>		
<b>Total</b>	<b>1</b>	<b>0</b>	<b>1</b>

## Requirement by Time Periods

6.30 The evidence contained in this survey is that there is a requirement for Mid Sussex outside of the South Downs National Park in the next 5 years for a total of 19 pitches to address the backlog of need for households on the waiting list for public sites plus those households who will see their temporary planning permissions expire within this time period. Household growth is then projected to be a total of 13% over the next 5 years, giving a further 5 households. From 2018 onwards all future project growth is for household formations. Therefore the identified requirement in the periods 2013-2031 are as follows:

- » 2013-2017: 24 pitches;
- » 2018-2022: 6 pitches;
- » 2023-2037: 6 pitches;
- » 2028-2031: 5 pitches.

6.31 Meanwhile for South Downs National Park inside of Mid Sussex, the only requirement is for the one household whose temporary permission expires in the period 2013-2017.

## Travelling Showpersons

6.32 The estimated need for plots for Travelling Showpeople in Mid Sussex is much simpler to model than for Gypsies and Travellers. There are currently no households in the study area. However, while undertaking the research, ORS made contact with one Travelling Showperson who is seeking to develop a single plot site in the area. Given that they are a foreseeable in-migration we have counted them within this study as being a need for 1 plot outside of the SDNPA.

Figure 12

Extra Pitches which are Required for Travelling Showpersons in Mid Sussex from 2013-2031

Reason for Requirement/Vacancy	Gross Requirement	Supply	Net Requirement
<b>Supply of Pitches</b>			
Additional supply from empty plots	-	0	
Additional supply new yards/plots	-	0	
<b>Total Supply</b>		<b>0</b>	
<b>Current Need</b>			
Current unauthorised developments or encampments	0	-	
Concealed households	0	-	
Net movement from bricks and mortar	0	-	
Waiting list for public sites	0	-	
<b>Total Current Need</b>	<b>0</b>		
<b>Future Needs</b>			
Currently on sites with temporary planning permission	0	-	
Net migration to the area	1	--	
Net new household formation	0	-	
<b>Total Future Needs</b>	<b>1</b>		
<b>Total</b>	<b>1</b>	<b>0</b>	<b>1</b>

<sup>6.33</sup> Again, it is still important for the authorities to have criteria based planning policies in place in the event of someone seeking to develop another new Showpeople’s yard in the area.

## 7. Broad Site Locations

### Introduction

- 7.1 The study has investigated the potential for the identification of broad locations which will be a guide for the subsequent identification of specific sites.
- 7.2 Criteria for defining broad locations have been developed taking account of national policy, guidance, the results of the needs assessment and identified physical constraints. Broad locations have then been defined taking account of these key criteria.
- 7.3 The work has been informed by stakeholder interviews set out in section 3 above and a stakeholder workshop held on 27 February 2013. Stakeholders included Council representatives, a representative from the South Downs National Park Authority, Gypsy and Traveller support services and representatives from the travelling communities from the Sussex area.

### Policy background for determining locational criteria

#### *National policy*

- 7.4 National planning policy for Gypsies and Travellers is contained within Planning policy for traveller sites<sup>1</sup> (PPTS). This identifies three key criteria for identifying appropriate sites for delivery through the planning system. To be deliverable within five years or developable within years 6-15, sites should:
- Be available - the site should be available now or there should be a reasonable prospect that the site is available at the point envisaged;
  - Be suitable – the site should be in a suitable location for development
  - Be achievable – there is a realistic or reasonable prospect that housing could be viably developed at the point envisaged.
- 7.5 Local planning authorities should identify sufficient deliverable sites to provide five years' worth of sites against their locally set targets. For years 6-10 and, where possible, for years 11-15, they should identify a supply of specific developable sites or broad locations for growth.
- 7.6 National policy recommends that criteria should be developed to guide land allocations if there is identified need and if there is no identified need, to develop criteria-based policies to provide a basis for determining planning applications which may nevertheless come forward.

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<sup>1</sup> Planning policy for traveller sites, Communities and Local Government, March 2012

- 7.7 Criteria “should be fair and should facilitate the traditional and nomadic life of Travellers while respecting the interests of the settled community” (PPTS, para. 10). Many previous studies and local plan criteria based policies across the country have used very restrictive criteria which have prevented many reasonable sites from coming forward. This is one of the principal reasons why the Government is no longer relying simply upon criteria based policies to bring forward suitable sites for Gypsies and Travellers.
- 7.8 PPTS identifies a series of issues for criteria to address to ensure that Traveller sites are sustainable economically, socially and environmentally. Specific policies set out the national approach towards sites in rural areas and the countryside (Policy C), rural exception sites (Policy D), sites in Green Belt (Policy E), mixed planning use sites (Policy F), major development projects (Policy G) and determining planning applications (Policy H).

### *Local policy*

- 7.9 The Mid Sussex District Plan is being prepared jointly with the South Downs National Park Authority. The Plan was subject to public consultation (Regulation 18 stage) at the end of 2011, and scheduled to be submitted to Government in 2013.
- 7.10 A proposed submission District Plan was approved by Council in March 2013 for publication and submission to Government. It includes a criteria based policy (DP31) for determining applications for new Gypsy and Travellers sites and extensions to existing sites. It makes references to the future production of a Traveller Sites DPD, which will be based on the findings of this assessment.
- 7.11 The proposed submission District Plan also provides for Gypsies and Travellers within policy DP8. This policy relates to the strategic allocation to the north and northwest of Burgess Hill. This strategic mixed-use development will provide appropriate pitch provision for gypsies and travellers to contribute towards the additional need for pitches.
- 7.12 The South Downs National Park Authority is responsible for developing planning policy for the National Park. The Authority has declared its intention to formally submit a Local Plan to the Secretary of State in June 2016 and to adopt it by June 2017. At the present time the Authority is gathering evidence and has yet to publish any relevant policies.

### *Other policy and guidance*

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

### *Criteria for identifying broad locations*

7.15 At the stakeholder workshop, detailed discussion centred around the following themes:

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

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

**Figure 13**  
**Criteria for Identifying Broad Locations**

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

## Identifying broad locations

### *Fit with spatial strategies*

- 7.17 Saved Policy H14 of the Mid Sussex Local Plan permits proposals for the accommodation of Gypsies on sites in the countryside providing the proposal “would have minimal impact on the character and appearance of the countryside”. The policy also states that sites have to be “within a reasonable distance” to schools, shops and other facilities.
- 7.18 The draft District Plan Policy DP31 states that sites should be “reasonably located for schools, shops, health and other local services and community facilities”. The policy permits Gypsy and Traveller sites within rural and semi-rural areas, providing the development does “not dominate the nearest settled community”.
- 7.19 At the stakeholder workshop, it was agreed that residential Gypsy and Traveller sites should be located with good access to services and facilities. Gypsy and Traveller sites should not be developed in isolated places, as people need to access facilities. It was pointed out that national policy does not preclude development within the countryside.
- 7.20 Generally, families with children and/or older people would like to be close to community facilities. This was confirmed within the interviews on site and within the stakeholder workshop.
- 7.21 There are no definitions contained within emerging local policy of what “reasonable” access to local services and facilities means when deciding where sites should be located.
- 7.22 For the purposes of defining broad locations, it is recommended that the priority should be to identify sites within approximately 1 mile of key facilities within settlements. This figure represents a reasonable maximum walking distance for site residents to be able to access those facilities without reliance on the use of the private car.
- 7.23 National policy identifies health services, schools, welfare services and employment as key local services which local authorities should promote access to. Workshop attendees identified GP services, education and access to a bus stop as the key facilities. It was recognised that some sites would benefit from communal spaces for adult education, consultation etc.
- 7.24 Saved Policy H14 of the Mid Sussex Local Plan states that sites should have a convenient and safe access to the highway network. The draft District Plan Policy does not provide criteria relating to access within Policy DP31. Workshop attendees agreed that sites should have good access to the highway network.
- 7.25 The proposed submission District Plan Policy DP8 ensures the new strategic development north and northwest of Burgess Hill provides appropriate pitch provision for gypsies and travellers to contribute towards the additional need for pitches.
- 7.26 At the stakeholder workshop, a view was expressed that local authorities should look to incorporate sites for the travelling communities within planned urban extensions, particularly around Burgess Hill, where there is the greatest existing Gypsy and Traveller need. Workshop attendees highlighted that these sites should not all be concentrated in one area but spread across the north of Burgess Hill.

### *Fit with identified needs*

- 7.27 Mid Sussex has four authorised public Gypsy and Traveller sites with 26 pitches: Fairplace Hill (9 pitches), Bedelands (10 pitches), Horsgate (3 pitches) and Walstead (4 pitches). Mid Sussex also has 3 private sites with full planning permission (1 occupied by non Gypsies and Travellers), 2 private sites with temporary planning permission and a small number of tolerated unauthorised sites.
- 7.28 The evidence from the interviews with Gypsies and Travellers suggests that the existing spatial pattern reflects a long period of residence for the Gypsy and Traveller communities, with the main reasons given for their current location including being near family and because they have lived in the area for a long time. Workshop attendees confirmed this fact and highlighted the concentration of Gypsy and Traveller families in and around Burgess Hill.
- 7.29 A large majority of respondents are satisfied with their existing sites and only one household expressed the view that their needs could not be met at their current site.
- 7.30 Future residential site needs are predominantly generated from a combination of achieving pitches for those currently living on unauthorised sites or sites subject to temporary permissions within the area, for those on the waiting list for public sites or to meet future household growth from existing sites.
- 7.31 At the workshop it was agreed that the area in and around Burgess Hill is favoured by Gypsies and Travellers because there is a lack of pitches on the public sites and people are also visiting family in the local area.
- 7.32 Gypsies on private sites want to be able to accommodate existing and future immediate family needs and would generally object to having other families on site.
- 7.33 There would appear to be a need for more public pitches. Workshop attendees highlighted that extra provision should be provided around Burgess Hill and within strategic allocated sites. Sites are historically near towns because Gypsies and Travellers need good access to primary schools, bus stops and health facilities.
- 7.34 In terms of length of residence, 74% of respondents reported to having lived on their current site for more than 5 years. All but one of the respondents to the survey identified their current site as being their permanent site.
- 7.35 At the workshop, one attendee highlighted that there is not a need for a transit site within Mid Sussex. The main needs are residential and if these are met the number of unauthorised encampments will reduce, particularly around Burgess Hill. However, others said that there is a need for transit pitches for family members to visit. The general consensus was that people travelling between Brighton and London along the A23 do not necessarily want to stop in the district. We would note, however, that the consideration of transit sites is beyond the remit of this study.
- 7.36 In terms of future provision, stakeholders stated that different groups of Gypsies and Travellers would not want to be on the same site or on sites next to each other.
- 7.37 The Traveller Housing Needs Study has identified a need for one further Travelling Showpeople plot, for one family who currently lives outside the district.

### *Avoiding physical constraints and protected areas*

- 7.38 The National Planning Policy Framework and Circular 06/2005 identify the protection that should be given to international, national and locally designated biodiversity and geological conservation sites. Heritage assets of the highest significance, such as scheduled monuments, battlefields and historic parks and gardens should also be protected and development at these locations is wholly exceptional.
- 7.39 PPTS identifies areas at high risk of flooding, including functional floodplains, should be avoided given the particular vulnerability of caravans.
- 7.40 In discussing these issues, the stakeholder group agreed that there are a number of constraints that are absolute due to national policy which identifies such locations as generally inappropriate for built development.
- 7.41 For the purposes of defining broad locations, these areas are:
- Sites of Special Scientific Interest, Local Nature Reserves and other sites of importance for nature conservation and within buffer zones where a significant effect is determined
  - Ancient woodland
  - Areas at high risk of flooding
  - Contaminated land
  - Historic battlefields
  - Historic parks and gardens
  - Scheduled ancient monuments
- 7.42 One workshop attendee highlighted that sites within 400m of the Ashdown Forest international designation are not suitable for Gypsy and Traveller development due to the restrictions set down by the Habitats Regulations Assessment. Sites within 7km will potentially be required to provide financial contributions for the impacts on the Ashdown Forest in accordance with draft District Plan Policy DP14.
- 7.43 Other designations, such as listed buildings, conservation area, etc. whilst being a major constraint on development are not absolute constraints, as the acceptability or otherwise of development depends upon a site assessment of impact.
- 7.44 A representative from the Environment Agency commented via e-mail that groundwater source protection zones are vulnerable to non-mains sewerage systems and therefore the location of future sites should take this into consideration.
- 7.45 The workshop attendees agreed that the National Park and Areas of Outstanding Natural Beauty are not an absolute constraint. However, these areas are given this status for good reason, and therefore sites should be of the right scale and seek to protect these designations. These designations might not be the first choice. It is also the case that the National Park settlements within Mid Sussex are largely small villages, remote from key services and facilities (such as schools, healthcare, shops and public transport).

### *Relationship with other land uses*

- 7.46 PPTS states that local planning authorities should have due regard to the protection of local amenity, for example by ensuring that the scale of sites in rural locations does not dominate the nearest settled community. This is supported by draft District Plan Policy DP31 which states that “in rural and semi-rural area sites should not dominate the nearest settled community”.
- 7.47 In addition, local authorities should give proper consideration to the effect of local environmental quality (such as noise and air quality) on the health and well-being of occupants of sites. Draft District Plan Policy DP3 states sites should provide “good quality living accommodation”.
- 7.48 At the workshop it was agreed that it should not be a problem for caravans to be adjacent to housing, although Gypsies and Travellers would prefer not to be adjacent existing housing due to how they have been treated in the past and present time by settled communities. One workshop attendee indicated that keeping travelling and settled community apart builds on negative perceptions and the mistrust each has for each other.
- 7.49 Generally speaking, these issues are site specific and it is difficult to identify any general implications for the identification of broad locations.

### **Recommended broad locations**

- 7.50 Taking into consideration the themes and criteria outlined above, broad locations have been identified for the purposes of the subsequent identification of specific sites by Mid Sussex District Council and the South Downs National Park Authority and for use in development management decision making.

### *Residential sites*

- 7.51 The broad locations for future residential Gypsy and Traveller sites reflect the existing pattern of sites and the nearest most sustainable settlements, include land within 1 mile of the edge of the principal towns of Haywards Heath and Burgess Hill, the large villages of Cuckfield and Lindfield and the three smaller villages of Bolney, Ansty and Fulking.
- 7.52 Within each broad location, the following absolute constraints should be avoided:
- Sites of Special Scientific Interest, Local Nature Reserves and other sites of importance for nature conservation
  - Ancient Woodland
  - Areas at high risk of flooding
  - Contaminated land
  - Historic battlefields
  - Historic parks and gardens
  - Scheduled ancient monuments

- Ashdown Forest – within 400m

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

### *Other considerations*

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

## 8. Conclusions

### Introduction

- 8.1 This chapter brings together the evidence presented earlier in the report to provide some key policy conclusions for Mid Sussex. It focuses upon the key issues of future site provision for Gypsies and Travellers and also Travelling Showpeople.

### Gypsy and Traveller Future Pitch Provision

- 8.2 The estimated extra site provision that is required for Mid Sussex outside of the South Downs National Park until 2031 is 41 pitches. This includes those on the waiting list for a public site, those with temporary planning permissions and the growth in household numbers due to household formation. Meanwhile the figure for the South Downs National Park Authority inside of Mid Sussex is one pitch for the household with a temporary planning permission.

### Travelling Showperson Requirements

- 8.3 There are currently no Travelling Showperson households in the study area. However, while undertaking the research, ORS made contact with one Travelling Showperson who is seeking to develop a single plot site in the area. Given that they are a foreseeable in-migration we have counted them within this study as being a need for 1 plot.

### A Supply of Deliverable and Developable Sites

#### Safeguarding existing sites

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

#### Broad Geographical Locations

- 8.6 Where specific deliverable or developable sites for further Gypsy, Traveller and Travelling Showpeople provision cannot be identified, the Council and South Downs National Park Authority should consider including broad geographical locations within their Local Plans.

- 8.7 This document recommends that the identification of further Gypsy, Traveller and Travelling Showpeople residential sites should focus on the broad geographical locations and should take into account where the need arises and the capacity of local infrastructure to determine the most appropriate broad location to commence the site search.
- 8.8 If suitable sites cannot be identified within the most appropriate broad location, other broad locations should be investigated before sites outside broad locations are considered.
- 8.9 The Council and South Downs National Park Authority should investigate public sites within the most sustainable broad locations, particularly in locations where there is good access to main facilities and services such as local hospitals.
- 8.10 The Council and South Downs National Park Authority should be reasonably flexible about the location of small private sites and should consider sites outside but close to the broad locations.

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

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

#### **Delivery**

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

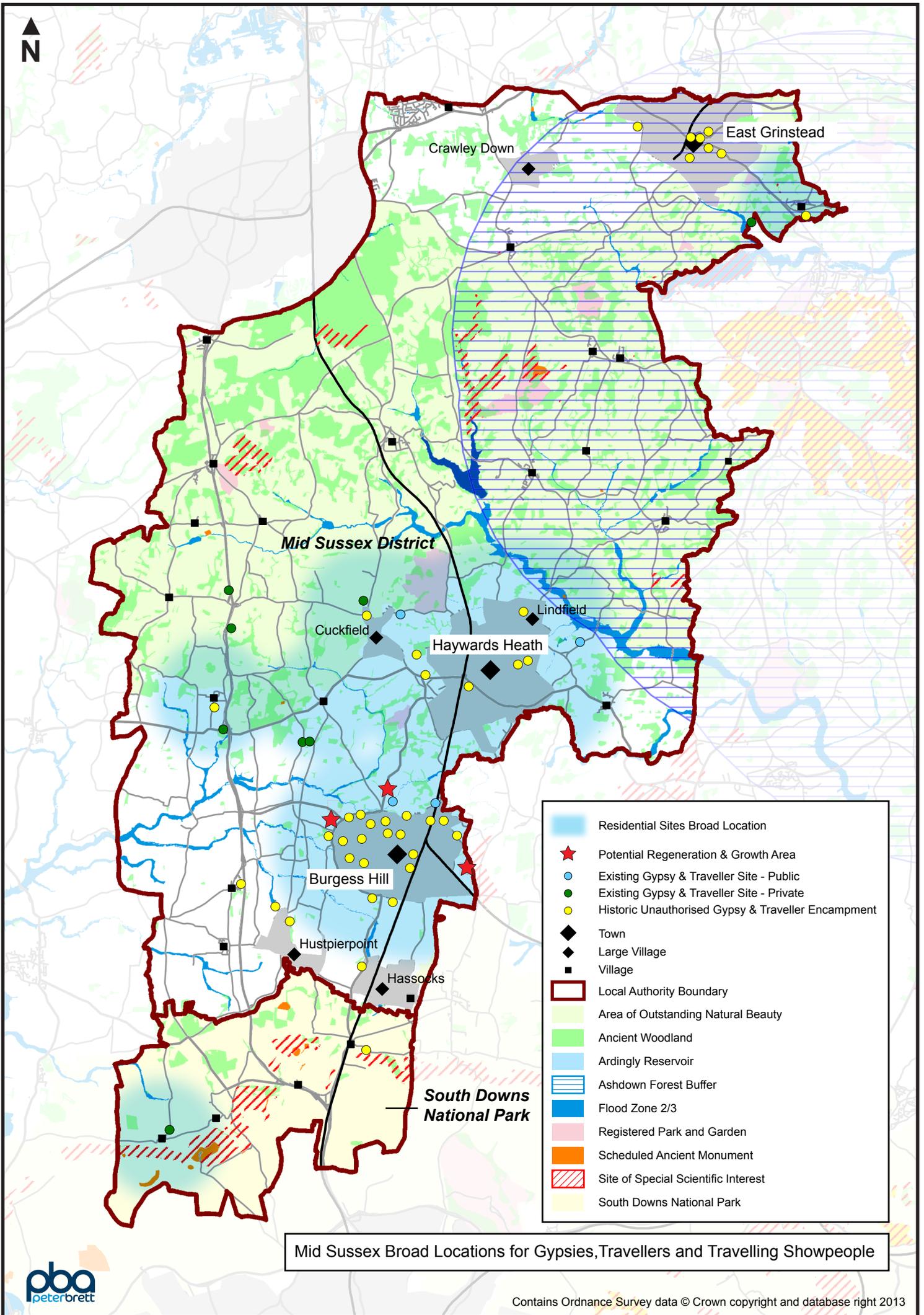
### **Phasing, Monitoring and Review**

- <sup>8.19</sup> Any release of land to meet future needs would require active monitoring of supply against need, at least on an annual basis. It would also require the Authorities to undertake periodic reviews of the needs evidence base.

## Appendix A: Sites in Mid Sussex

Site	Number of Pitches
<b>Local Authority Sites</b>	
Fairplace Hill Caravan Site, Fairbridge Way, Burgess Hill	9
Bedelands Caravan Site, Valebridge Way, Burgess Hill	10
Horsgate Caravan Site, Hanlye Lane, Cuckfield	3
Walstead Caravan Site, East Mascalls Lane	4
<b>TOTAL PITCHES ON LOCAL AUTHORITY SITES</b>	<b>26</b>
<b>Private Sites with Permanent Permission</b>	
1 & 4 Highfields, Brighton Road, Warninglid	6
Pitts Head (Woodside Park), London Road, Warninglid	4 (occupied by non-Travellers)
Marigold Farm Caravan Site, Bishopstone Lane, Ansty	1
<b>TOTAL PITCHES ON PRIVATE SITES WITH PERMANENT PERMISSION</b>	<b>11</b>
<b>Private Sites with Temporary Permission</b>	
Meadow Wood, Brook Street, Cuckfield	1
Market Garden Caravan, Clappers Lane, Fulking (in South Downs National Park Authority area)	1
Little Clonking, Luxfords Lane, Ashurst Wood	1
<b>TOTAL PITCHES ON PRIVATE SITES WITH TEMPORARY PERMISSION</b>	<b>3</b>
<b>Tolerated Sites – Long-term without planning permission</b>	
Marylands Nursery, Cowfold Road, Bolney	1
Marigold Farm Caravan Site, Bishopstone Lane, Ansty	1
<b>TOTAL PITCHES ON LONG-TERM TOLERATED PRIVATE SITES</b>	<b>2</b>
<b>Unauthorised Developments</b>	
-	-
<b>TOTAL PITCHES ON UNAUTHORISED DEVELOPMENTS</b>	<b>-</b>
<b>TOTAL PITCHES</b>	<b>42</b>

## Appendix B: Broad Locations Map



Mid Sussex Broad Locations for Gypsies, Travellers and Travelling Showpeople



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