



Leicester
City Council

Leicester City Council
Gypsy and Traveller
Accommodation Assessment

Addendum
September 2019

The information in this document has been used to support the preparation of the Local Plan. If you need assistance reading this document, or require it in a different format, please contact us via email.planning.policy@leicester.gov.uk or call on 0116 454 0085.



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Introduction

1. Opinion Research Services (ORS) were commissioned to complete a Gypsy and Traveller Accommodation Assessment (GTAA) for Leicester City in 2016 as part of a wider commission to complete a GTAA for Leicestershire. The GTAA Report was published in May 2017.
2. The primary objective of the Leicestershire GTAA was to provide a robust assessment of current and future need for Gypsy and Traveller and Travelling Showpeople accommodation for 6 local authorities in Leicestershire¹, together with Leicester City, for the period 2016-2036.

Issues Covered in the Addendum

3. This Addendum addresses 3 main issues in relation to updating the outcomes of the 2017 GTAA for Leicester City:
 - There was a recommendation in the 2017 GTAA that each local authority should undertake a review of the evidence base relating to unauthorised encampments, once there is a robust post-PPTS (2015) evidence base, and that this review would establish whether there is a need for any further investment in transit sites or emergency stopping places.
 - The way in which ORS model the supply of pitches in GTAA studies has been revised.
 - The 2017 GTAA Report contained recommendations on the likely proportion of need from unknown households (where it was not possible to complete an interview) that should be considered alongside need from households that met the planning definition. At the time of the 2017 GTAA this was 10% based on the outcomes of 1,800 interviews that had been completed by ORS at that time since the publication of PPTS (2015). Having now completed approximately 3,500 interviews, the ORS national proportion of households that meet the planning definition has increased to 25%. ORS now also make reference to the locally derived proportion of households that met the planning definition and also refer to unknown households as undetermined households.
4. The purpose of this Addendum is to update the 2017 GTAA outcomes for Leicester City based on a review of the evidence base relating to unauthorised encampments; changes to the methodological approach in relation to the supply of pitches; and changes to the ORS national proportion of households that meet the planning definition in relation to the proportion of need from undetermined households that should be considered alongside need from households that meet the planning definition.

¹ A separate GTAA was completed by ORS for Hinckley & Bosworth.

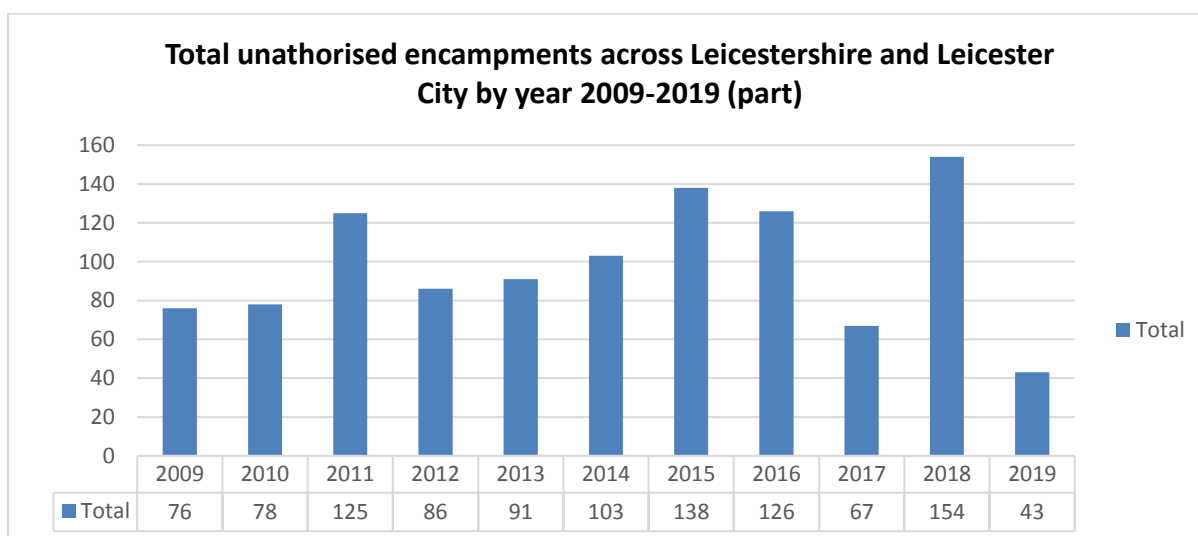
Review of Transit Provision

5. Based on a combination of a review of the outcomes of the 2013 GTAA, Traveller Caravan Count Data and intelligence from the Leicestershire Multi Agency Traveller Unit (MATU) and other stakeholders, the 2017 GTAA recommended that there was a current need for a minimum of 12 caravan spaces (or managed equivalent²) in Leicester City. This was founded on a conclusion that levels of unauthorised encampments were sustained based on current and historic data; a recalculation of caravan spaces requirements from the 2013 GTAA; and evidence that over 90% of recorded encampments in the area between 2009 and 2016 comprised 12 or less caravans.
6. A further review of data on recorded encampments collated by MATU has been completed to determine if the figure of 12 caravan spaces that was recommended in the 2017 GTAA is still appropriate.
7. This review has included all encampments occupied by households believed to be Travellers and excludes those identified as non-Travellers – for example homeless people who would rather be living in a house.
8. The review has looked at the overall numbers of encampments; seasonal variations; the size of the encampments; and the number of caravan days that they were present for. It has also looked to identify any particular reasons for some of the trends that have been identified.

Overall Numbers of Encampments

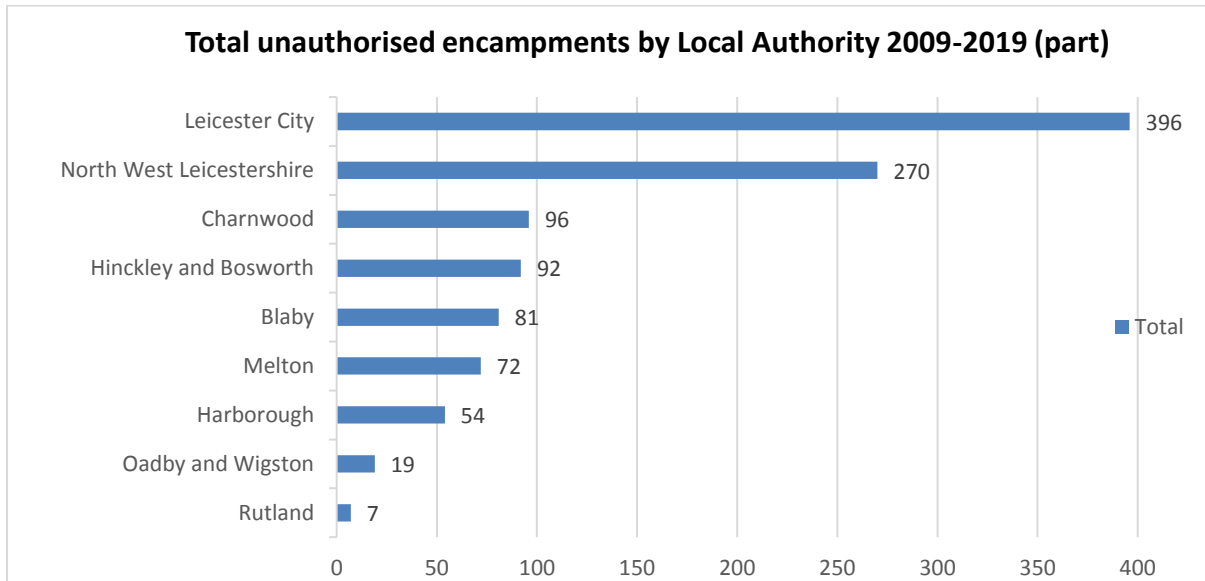
9. Data from MATU shows that between 2009 and 2019 (January to June) a total of 1,087 unauthorised encampments were recorded across Leicestershire and Leicester City, with a consistent upward trend observed. When broken down by individual local authorities over the same time period (2009-2019), it was identified that the highest number of unauthorised encampments were recorded in Leicester City (396), with NW Leicestershire (270) found to be the second most popular location. This is consistent with the findings of the 2017 GTAA and suggests that there is still a need for transit provision in Leicester City.

Figure 1 – Total unauthorised encampments across Leicestershire and Leicester City by year 2009-2019 (part)



² For example, the use of management-based approaches or Negotiated Stopping Agreements.

Figure 2 – Total unauthorised encampments by local authority 2009-2019 (part)



Seasonal Variations in Encampment Numbers

10. When the data for Leicestershire and Leicester City is looked at in more detail it can be seen that there are distinct seasonal variations in the number of unauthorised encampments. The number of encampments increases as the summer months approach, peaking in July. A decrease is then observed when entering autumn and winter. A similar seasonal variation can be seen when the data for Leicester City is looked at in more detail with the number of encampments peaking in the summer months, both historically and for the last full year of data (2018). This would suggest that higher numbers of households are travelling to Leicester City in the summer months either for work or to visit family and friends.

Figure 3 – Total unauthorised encampments across Leicestershire and Leicester City by month 2009-2019 (part)

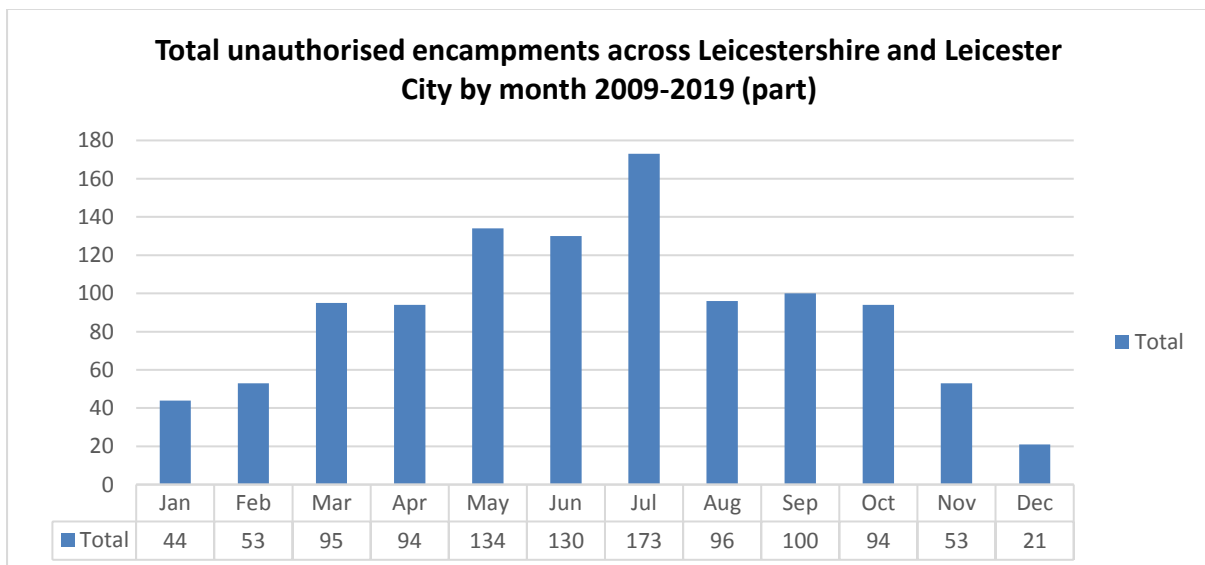


Figure 4 – Total unauthorised encampments in Leicester City by month 2009-2019 (part)

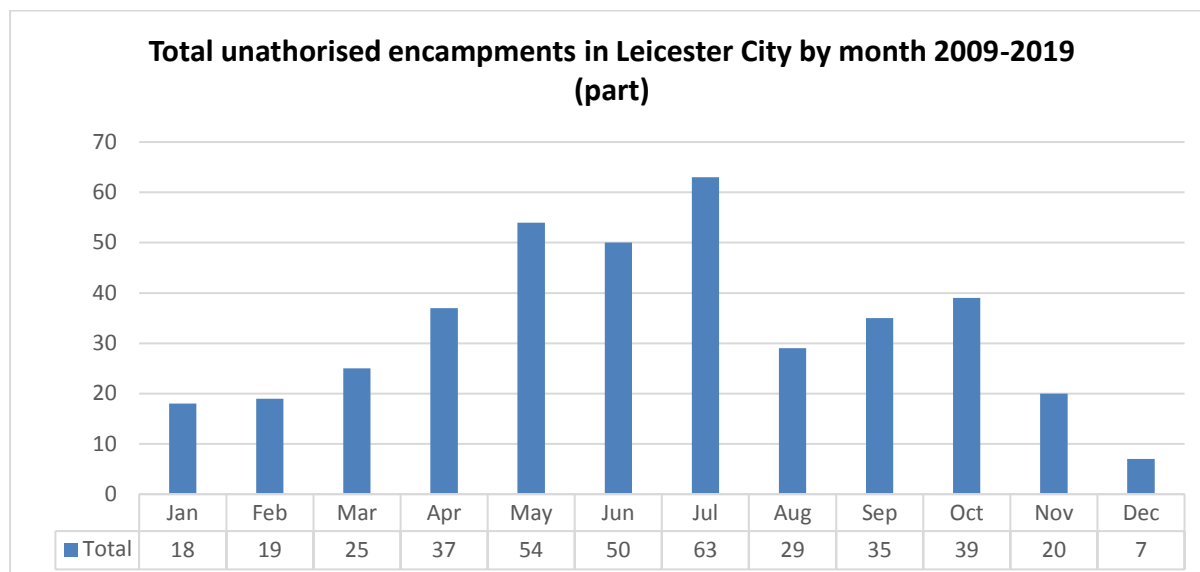
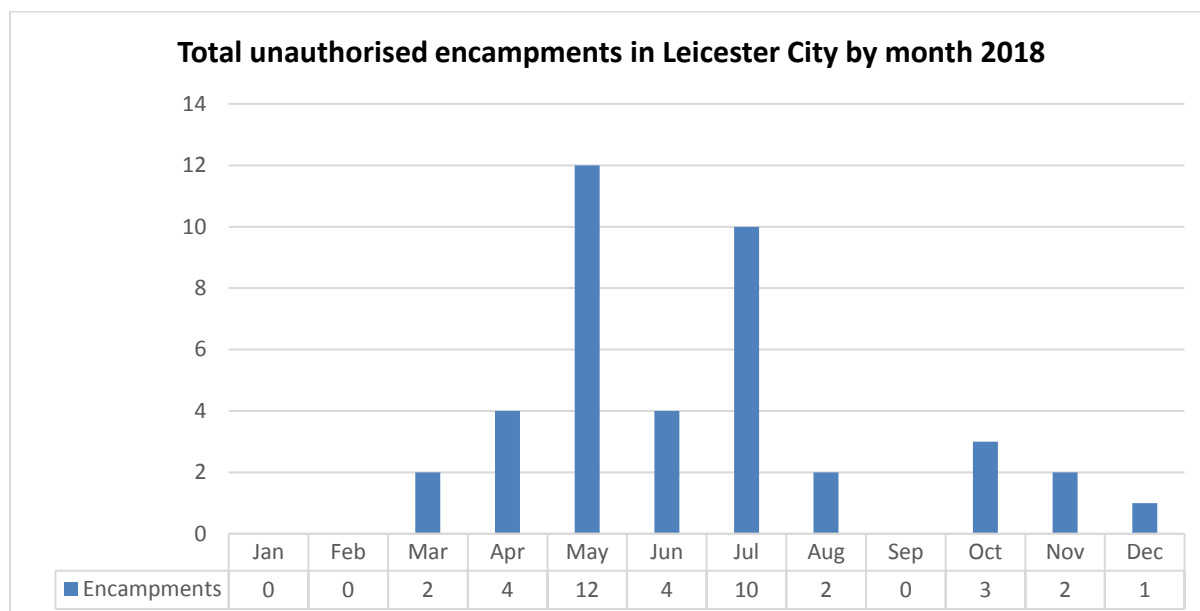


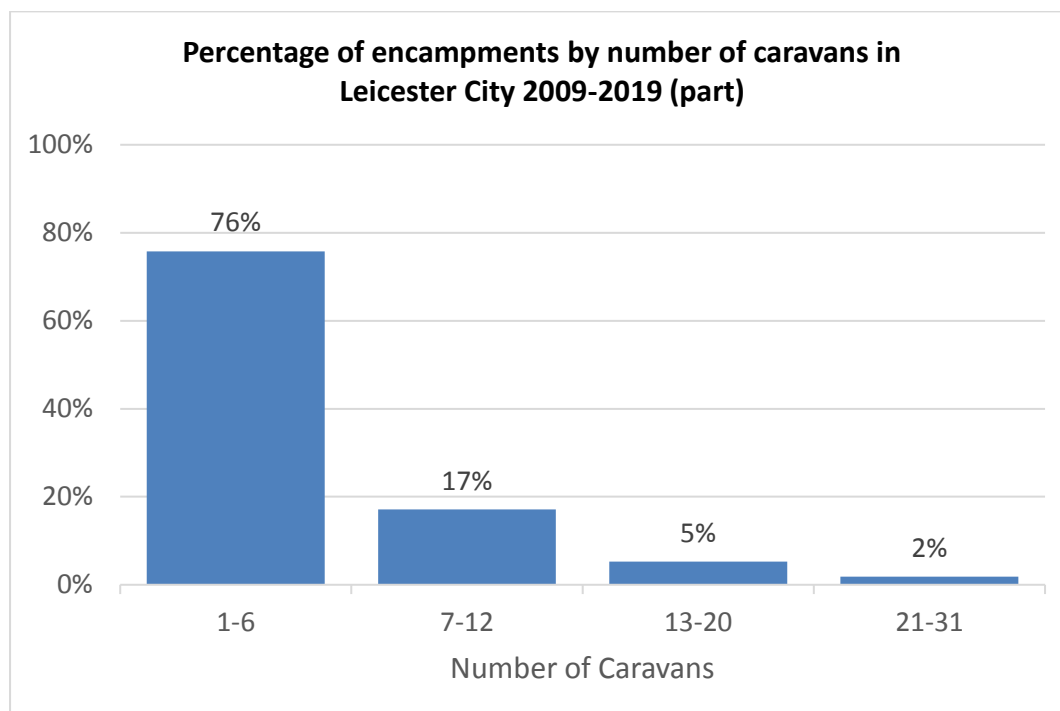
Figure 5 – Total unauthorised encampments in Leicester City by month 2018



Number of Caravans on Encampments

11. MATU also collect data on the number of caravans that make up each encampment that they record. The analysis of this data for all of Leicestershire in the 2017 GTAA showed that almost three quarters (73%) of all encampments were made up of 6 or less caravans, and that the vast majority (92%) of encampments were made up of 12 or less caravans. The recommendation in the 2017 GTAA based on this analysis was that transit sites providing between 6 and 12 caravan spaces would accommodate the vast majority of unauthorised encampments.
12. Analysis of this data for Leicester City has now been completed for the period 2009-2019 (part). This shows that a higher proportion (76%) of encampments were made up of 6 or less caravans, and that the vast majority (93%) were made up of 12 or less caravans. This again suggests that transit sites providing between 6 and 12 caravan spaces would accommodate the vast majority of unauthorised encampments in Leicester City.

Figure 6 – Percentage of encampments by number of caravans in Leicester City 2009-2019 (part)



13. Further analysis of this data for Leicester City for 2018 shows that the vast majority of encampments (87%) were made up of 6 or less caravans. The remaining 5 encampments all comprised 21 caravans, were all occupied by Irish Travellers, occurred over a 4-day period in May and were all only for 1-2 days. Information from MATU has confirmed that this was a single large group of Travellers who were moved on several times over a short period of time.
14. Data for 2017 shows that 100% of recorded encampments in Leicester City were made up of 6 or less caravans, and data for 2016 shows that 97% of encampments were made up of 6 or less caravans. This provides further evidence that encampments that occur in Leicester City in recent years have comprised smaller numbers of caravans than across Leicestershire as a whole, and that the recommendation in the 2017 GTAA for a transit site with a minimum of 12 caravan spaces (or managed equivalent) in Leicester City is still supported.

Numbers of Caravan Days for Encampments

15. Analysis has also been completed on the number of caravan days the encampments were in place for. Discussions with MATU suggested that analysis of caravan days, along with intelligence about the size of encampments, would provide a more robust idea of transit need. The rationale for this is that a local authority may experience 1 camp of 20 caravans for a month which equates to 600 caravan days or may experience 10 camps of 2 caravans for 3 days each which equates to just 60 caravan days. Caravan days can also be used to benchmark potential transit capacity as a 12-pitch transit site (as recommended in the 2017 GTAA) could potentially provide 4,380 caravan days if at full capacity all year.
16. A review of the encampment data shows that overall whilst there is a general upward trend in the number of encampments, there has been a general downward trend in the number of caravan days.

Figure 7 – Number of caravan days in Leicestershire and Leicester City 2009-2019 (part)

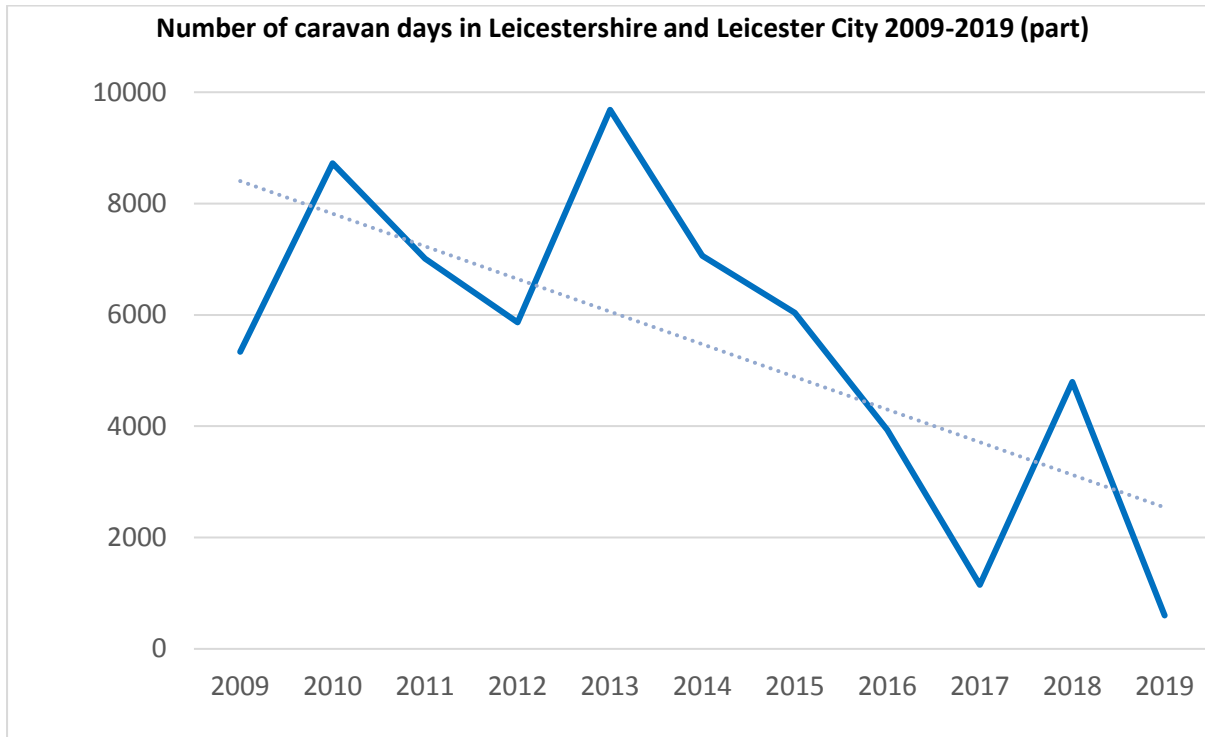
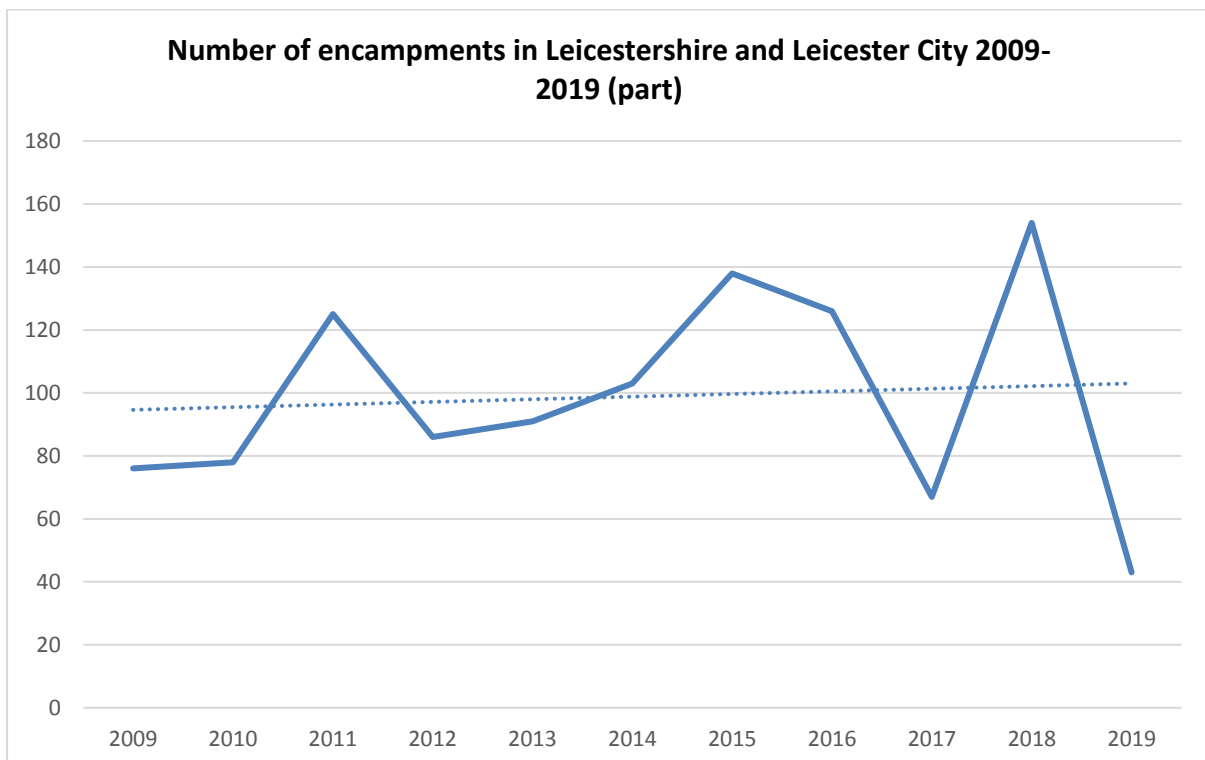


Figure 8 – Number of encampments in Leicestershire and Leicester City 2009-2019 (part)



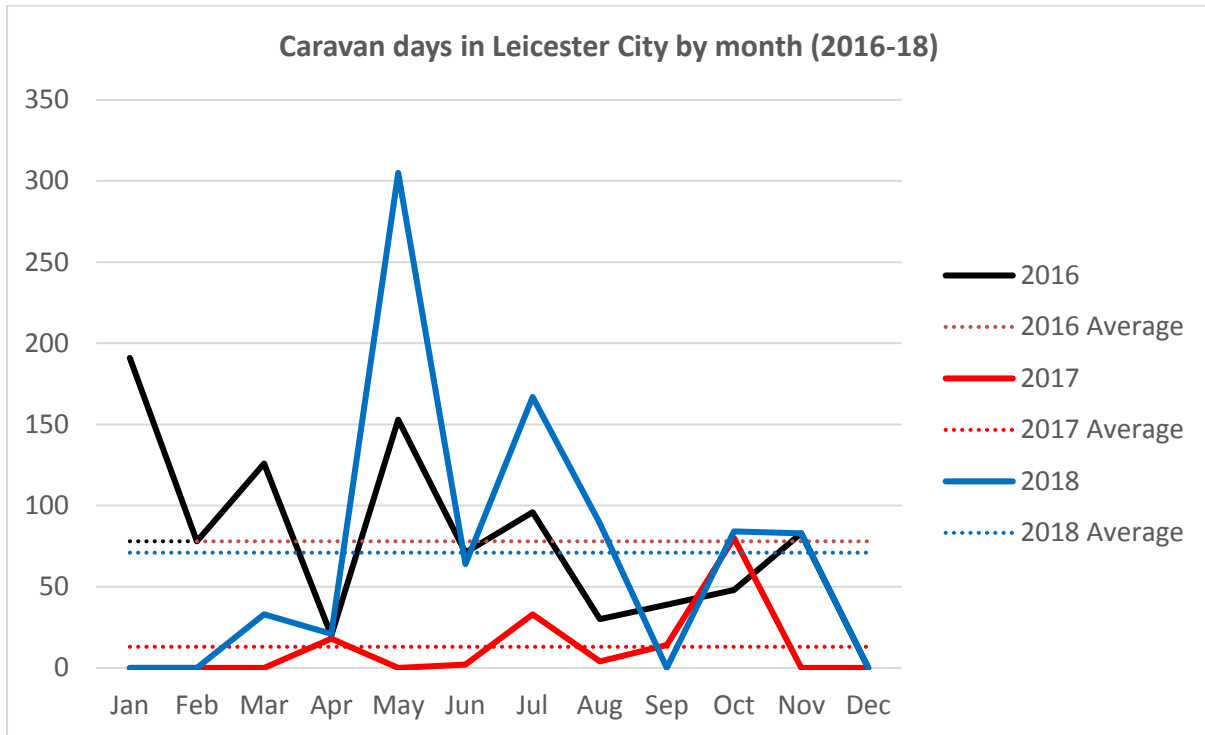
17. Discussions with MATU have identified a number of reasons that could explain these overall trends in relation to Leicester City. The first is the development of new public pitches in 2015. This resulted in permanent accommodation for a number of long-term homeless travellers who had been moving around the city. Secondly improved enforcement action now means that encampments are generally smaller and are moved on more frequently.

18. The final part of the analysis looked at the total number of caravan days in Leicester City broken down by month for the last 3 full years of data from 2016-18. In order not to skew the analysis this excluded 4 small long-term encampments totalling 8 caravans for 515 days and 1,004 caravan days.
19. This analysis shows that there were a total of 1,932 caravan days recorded in Leicester City between 2016 and 2018 (excluding the 4 small long-term encampments). This gives a monthly average of 78 caravan days in 2016, a monthly average of 13 caravan days in 2017, and a monthly average of 71 caravan days in 2018 – and a monthly average of 54 caravan days over the 3-year period.
20. A transit site with 12 caravan spaces can accommodate 360 caravan days per month at full capacity, and 4,380 caravan spaces a year if at full capacity. The highest number of monthly caravan days recorded in Leicester City in 2016 was 191, the highest in 2017 was 80 and the highest in 2018 was 305. Therefore, a transit site with 12 caravan spaces, as proposed in the 2017 GTAA could in principle accommodate recorded need from unauthorised encampments in Leicester City.

Figure 9 – Caravan days in Leicester City by month 2016-18

Month	2016	2017	2018	Total
January	191	0	0	191
February	78	0	0	78
March	126	0	33	159
April	20	18	21	59
May	153	0	305	458
June	71	2	64	137
July	96	33	167	296
August	30	4	89	123
September	39	14	0	53
October	48	80	84	212
November	83	0	83	166
December	0	0	0	0
Total	935	151	846	1,932

Figure 10 – Caravan days in Leicester City by month (2016-18)



General Encampment Issues in Leicester City

- Discussions were also held with MATU in relation to more general issues relating to encampments and transit provision in Leicester City. Looking at more recent trends it is estimated that whilst the number of encampments in 2019 is likely to exceed the number recorded in 2018, the number of caravan days is estimated to be lower. It was felt that the refurbishment of the public site in Leicester in 2015 may have caused a short-term increase in the number of encampments in the city. There is also a trend for family groups with children to be parking up on unsuitable land such as parks and public open space. The reasons for this are believed to be for a safer place for children to play as opposed to more dangerous roadside locations. In addition, it is felt that longer-term homeless families may choose to park up on roadside locations as they feel that they are less likely to be moved on quickly.

Changes to modelling of supply

22. There was no need identified in the 2017 GTAA for additional pitches on a public site from the 2 households that met the planning definition as both were seeking to leave the site. The 2017 GTAA therefore assumed that all of the available supply from pitches on the public site that were due to be vacated would be used to offset need from unknown Travellers in years 0-5 of the GTAA period – leading to a negative need.
23. An approach has subsequently been taken by ORS where any supply cannot be used to meet a need arising beyond 5 years. The implications of this are that supply of 1 pitch has been applied for undetermined households in years 0-5 and the residual supply of 2 pitches has been used to offset need from households that do not meet the planning definition in years 0-5. These changes are reflected in Figures 8 and 9.

Proportion of households that meet the planning definition

24. At the time of the 2017 GTAA ORS had completed approximately 1,800 household interviews with Gypsies and Travellers nationally and approximately 10% of households met the planning definition. ORS have now completed over 3,500 household interviews and approximately 25% of households met the planning definition. This revised proportion has been applied to need from undetermined households. The implications of using the locally derived proportion of households that met the planning definition (7%) are also set out. These changes are reflected in Figures 10 and 11.

Revised GTAA outcomes

25. There were 2 Gypsy or Traveller households identified in Leicester City that met the planning definition; 11 undetermined households that may meet the planning definition; and 24 households that did not meet the planning definition.
26. The 2 households who met the planning definition of Travelling were found on one of the public sites. Analysis of the household interviews indicated that there is a need for 2 additional pitches as a result of concealed or doubled up households or adults, 2 additional pitches for teenage children who will need a pitch of their own in the next 5 years, and a need for 2 additional pitches due to new household formation. Both households also indicated that they are seeking to leave the site. This supply will be considered when assessing need for undetermined households and households that did not meet the planning definition. Therefore, the overall level of additional need for those households who meet the planning definition of a Gypsy or Traveller is for **6 additional pitches** over the GTAA period.

Figure 11 – Additional need for households in Leicester City that met the Planning Definition by 5-year periods

Years	0-5	6-10	11-15	16-20	
	2016-21	2021-26	2026-31	2031-36	Total
	4	1	1	0	6

27. The GTAA identifies that the overall level of need from undetermined households could rise by up to 4 pitches from new household formation (this uses a base of the 11 households and a net growth rate of 1.50%). There is also supply of 1 pitch in years 0-5 of the GTAA period through a household who stated that they want to leave the public site. Therefore, **additional need could increase by up to 3 pitches**, plus any concealed adult households or 5-year need arising from teenagers living in these

households (if all 11 undetermined pitches are deemed to meet the planning definition). If the ORS national average of 25% were applied this could result in a need for 1 additional pitch. However, the proportion of households in Leicester that met the planning definition (7%) is lower than 25%. If the locally derived proportion were to be applied this could result in a need for no additional pitches.

Figure 12– Additional need for undetermined households in Leicester City by 5-year periods

Years	0-5	6-10	11-15	16-20	
	2016-21	2021-26	2026-31	2031-36	Total
	0	1	1	1	3

28. Whilst not now a requirement to include in a GTAA, there is a need for **19 additional pitches** for households that did not meet the planning definition. This is made up 1 concealed or doubled-up household or adult, 9 teenage children who will be in need of a pitch of their own in the next 5 years, and 12 from new household formation using a formation rate of 2.00% derived from the household demographics. This is offset by supply of 3 pitches in years 0-5 of the GTAA period from households seeking to vacate pitches on the public site.

Figure 13 – Additional need for households in Leicester City that did not meet the Planning Definition by 5-year periods

Years	0-5	6-10	11-15	16-20	
	2016-21	2021-26	2026-31	2031-36	Total
	9	3	3	4	19

Figure 14 – Summary of additional need for Gypsy and Traveller households in Leicester City 2016-2036

Status	Total
Met Planning Definition	6
Undetermined	0-3 (25% = 1)
Did Not Meet Planning Definition	19

29. Taking into consideration all of the elements of need that have been assessed, together with the assumptions on the proportion of undetermined households that are likely to meet the planning definition, the table below sets the total need and set out the number of pitches that will need to be addressed for Gypsies and Travellers that meet or are likely meet the planning definition and for those who do not meet or are unlikely to meet the planning definition.
30. Total need from Gypsy and Traveller households that met the planning definition, from undetermined households, and from households that did not meet the planning definition is for 28 additional pitches. The table below breaks need down the overall need by taking 25% (the ORS national average for Gypsies and Travellers) of need from undetermined households and adding this to the need from households that met the planning definition, and by adding the remaining 75% of need from undetermined households to the need from households that did not meet the planning definition.

Figure 15 – Additional need for Gypsy and Traveller households broken down by potential delivery method

Site Status	GTAA	HNA	TOTAL
Met Planning Definition (+ 25% Undetermined)	7 (6+1)	0	7
Did not meet Planning Definition (+ 75% Undetermined)	0	21 (19+2)	21
TOTAL	7	21	28

Figure 16 – Additional need by potential delivery method by 5-year periods

Site Status	GTAA				HNA				TOTAL
	0-5	6-10	11-15	16-20	0-5	6-10	11-15	16-20	
Met Planning Definition (+ 25%)	4	1	2	0	0	0	0	0	7
Did not meet Planning Definition (+ 75%)	0	0	0	0	9	3	4	5	21
TOTAL	7				21				28

Conclusions

31. As a result of changes to the way that supply of pitches on public sites are apportioned, there has been a small increase in need from undetermined household of 2 pitches and a small decrease in need from households that did not meet the planning definition of 2 pitches. Overall need in Leicester City has not increased.

Figure 17 – Comparison of identified need by planning status of households

Planning Status	2017	2019	Diff
Met Planning Definition	6	6	0
Undetermined	1	3	+2
Did not meet Planning Definition	21	19	-2
TOTAL	28	28	0

32. As a result of changes to the recommendation on the proportion of undetermined need that should be considered alongside need from households that met the planning definition, the application of 25% increases the recommended need from 0 to 1 pitch.
33. As a result of further analysis of MATU data on unauthorised encampments across Leicestershire and Leicester City, the recommendation in the 2017 GTAA for a transit site with a minimum of 12 caravan spaces (or managed equivalent) in Leicester City is still supported.
34. To deal with any peaks during the summer months the Council may also wish to consider exploring opportunities for temporary seasonal transit provision. Temporary stopping places can be made available at times of increased demand including summer months, fairs or cultural celebrations that are attended by Gypsies and Travellers. A charge may be levied as determined by the local authority although they only need to provide basic facilities including: a cold-water supply; portaloos; sewerage disposal point and refuse disposal facilities.