

TRAVELLING SHOWPEOPLE ACCOMMODATION ASSESSMENT

March 2008

Commissioned by the Strategic Housing Officers Group on behalf of local authorities in Hampshire, Southampton, Portsmouth and the Isle of Wight

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Forward

The decision to include travelling showpeople within the legal requirements of the Housing Act 2004 represents a significant shift for both local authorities and Travelling Showpeople.

The Hampshire Strategic Housing Officers Group (SHOG) were pleased to have the opportunity to carry out this assessment because:

- Although everyone sees and largely welcomes local fairs, very few people consider where the show people and their equipment go when the fair is taken down;
- This is an important stage in the process of ensuring equality for a group of people who are currently misunderstood, marginalized and poorly served by most agencies;
- It is a good opportunity to improve relationships between local authority staff, other agencies and travelling showpeople;

Travelling showpeople may feel frustrated that their voices have not been heard in the past. Many gave evidence to the Environment Transport and Regional Affairs (ETR) Committee in 2000; but most of the committee's recommendations have not been widely publicised or implemented.

In this report we hope to remind people of the travelling showpeople community's key concerns, to explain them in the local context and provide up to date statistical information which can be used by local authorities and travelling showpeople themselves in the near future to improve accommodation provision for this group.

The final draft of this report was widely circulated for comment and has been well received by people from all stakeholder groups. Some of the comments sent in are reproduced below:

- *"This study is both timely and authoritative"*
- *"It would appear to be a good report well presented and inclusive of the questions required. Well done, lets hope the authorities take notice and adopt the recommendations and findings,"*
- *"You have put across the Showmen's case very well; it's not an easy life to explain and also very hard for outsiders to understand".*
- *"Many thanks for all the hard work that you have put into this matter. Your report is a very thorough one"*

If you would like to add your comments or need further information please contact the authors at the email addresses or telephone numbers below:

Jo Ivey: Housing Research Officer, Housing Strategy, Southampton City Council
01590 626789, email jo.ivey@southampton.gov.uk

Steph Smith ; Development Officer, Inclusion Team, Southampton City Council
02380 832932, email steph.smith@southampton.gov.uk

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- The 34 individuals who completed survey forms
- Staff in Hampshire County Council, Hampshire districts , Portsmouth, Southampton and Isle of Wight councils
- Hampshire, Portsmouth and Southampton police
- Hampshire Traveller Education Team and Southampton Education Inclusion Staff
- Members of Hampshire, Southampton, Portsmouth and Isle of Wight Strategic Housing Officers Group (SHOG)

Glossary

Some of the terminology used when describing the accommodation of travelling showpeople is not generally well understood. The key terms used in this report are therefore set out below:

- **Accommodation unit** is used in this report to describe a habitation – a caravan, mobile or permanently sited trailer, or a bricks and mortar home – in which showpeople live. It is used as a measure of the population in place of the term ‘household’ since this, in travelling showpeople’s terms, can represent the members of an extended family group and their employees, living in any number of individual units of accommodation;
- **Living wagon:** Generally a larger mobile trailer, over 26ft, in which showpeople live, cook and eat;
- **Plot:** a piece of ground large enough to accommodate a single accommodation unit with sufficient space around it to provide a reasonable degree of privacy and allow for outside activities associated with the immediate domestic environment (e.g. children’s play, laundry, sitting area) and which may include space for the storage and maintenance of equipment. There may be one or more plots within a yard;
- **Pull in:** a temporary site, often a lay-by on the side of the road, or on another showperson’s permanent site, where travelling showpeople can stop for short periods when they are travelling between shows, or need a safe and affordable place to stay between engagements;
- **Showground:** a piece of open land (usually a field or common) set aside by a local authority or private landowner to be rented out to travelling fairs at certain times of the year;
- **Sites** are permanent places used for residential and business storage purposes. They are occupied mainly between October and April, but may be home to certain members of the travelling showpeople community – especially the old and school aged children – at other times of the year. A site may be made up of one or more yards. Whilst all sites in the study area are privately owned, some of the yards on these sites are rented out to other showpeople;
- **Travelling showpeople** are a separate group with their own life style culture traditions and values: they are not Gypsies. However, many travelling showpeople also call themselves ‘travellers’, but in a showpeople’s context;
- **Yards** may contain one or more plots. There may be one or more yards on a single site. They may be individually privately owned or rented.

1. Executive summary

1.1. Background

1.1.1. In January 2007 the Government redefined the accommodation assessment definition of Gypsies and Travellers to include travelling showpeople. Local authorities are now therefore required to assess travelling showpeople's accommodation needs.

1.1.2. This is the first time that an assessment of travelling showpeople's accommodation needs has been carried out in Hampshire. Advice was taken from the Showman's Guild and Government Office for the Southeast (GOSE), and the Communities and Local Government (CLG) guidance for the conduct of a Gypsy and Traveller Accommodation Assessment (2006) was followed wherever possible.

1.1.3. Information on the present accommodation situation in Hampshire was collected from travelling showpeople and the Showman's Guild. Secondary information was collected from district licensing, planning and community safety departments, and from Southampton, Portsmouth and Hampshire police and education services. Information has also been included from recent government documents relating to travelling showpeople.

1.1.4. The survey revealed the following distribution of travelling showpeople sites across Hampshire and Isle of Wight:

**Table 1-1: Distribution of permanent sites in Hampshire
(2007 planning record)**

District	Number of sites per authority	Total number of sites
Havant, Gosport, Fareham, Portsmouth and Isle of Wight	0	0
Basingstoke, Eastleigh, New Forest National Park, Hart and Southampton	1	5
Test Valley, East Hampshire	3	6
New Forest District, Rushmoor	4	8
Winchester*	9	9
Total	NA	28

* Four of these sites are unconfirmed as showmen's sites

1.1.5. Information supplied by the Showman's Guild indicates that there are some 28 travelling showpeople sites in Hampshire:

Table 1-2: Estimated Hampshire travelling showpeople population

Sites	28
Yards	65
Households (accommodation units)	174

Source : (2004: Showman's Guild and University of Sheffield project)

1.1.6. The figures set out above are used throughout this report as they are considered to be the most accurate and up to date assessment of the

showpeople population of the study area. They are used as the baseline figure for the assessment of need set out in the model in Chapter 5.

1.1.7. It is difficult to identify accurately some sites as they are known by several names. Others are the addresses of permanent accommodation with no equipment storage that are occupied by retired showpeople who have kept their membership of the Showmen's Guild. Also, planning data is sometimes unclear about the status of planning permissions, and may confuse Gypsy and Traveller with showpeople's sites.

1.2. Survey conduct and outcomes

1.2.1. The questionnaire survey: A questionnaire was sent out to all SHOG members in the study area, and to individual travelling showpeople sites as identified in the 2004 survey. A total of 34 returns were received. The information about need that was included in these returns indicates that there is considerable need for an increased supply of permanent sites in the county, as well as authorised pull-ins for those travelling between shows.

1.2.2. This information was incorporated in the model supplied by the Department of Communities and Local Government (CLG)¹. The outcomes from the survey were multiplied up to represent an approximation of the level of need likely to be evident across the whole population. The model revealed the following level of need across Hampshire and the Isle of Wight.

Table 1-3: The present and arising need for travelling showpeople accommodation: 2007 to 2011*

	Sites	Yards	Accomm. Units
Present supply	28	65	174
Future need			
• Current shortfall (immediate need)	10	31	85
• Arising need to 2007 - 2011	3	10	26
• Total need to 2011	13	41	111

* It is not possible from the existing data to predict the accommodation need for 2011 to 2015. It is therefore recommended that a further travelling showpeople's accommodation assessment should be carried out in the winter of 2009-10 to accurately predict this need

1.2.3. Government requires that the assessment of need includes a district level distribution of that need. However, as a result of the complexity of the issues involved in such a distribution, members of SHOG have agreed that the Hampshire and Isle of Wight Planning Officers Group will meet with representatives of the Showman's Guild to agree the criteria for Travelling Showpeople's sites for inclusion in Development Plan Documents.

¹ Gypsy and Traveller Accommodation Needs Assessments: Guidance, October 2007 Department of Communities and Local Government

1.3. Information from stakeholder organisations:

- 1.3.1. Information about showpeople was sought from the police, and local authority licensing, planning, community safety, and Traveller Education Services. The main points from their assessment of the relationship which showpeople presently have with their local communities and agencies have been summarised below:
- 1.3.2. Travelling showpeople in the study area provide their own sites at their own expense, and do not ask for local authority provision;
- 1.3.3. All travelling showpeople sites in the area are privately owned, some include renting tenants; but most are straightforwardly owner occupied by a single extended family and work team;
- 1.3.4. Showpeople are a law abiding community who cause no problems with the police or community safety staff;
- 1.3.5. Travelling funfairs bring entertainment to many low income areas, often this is the highlight of the year. They contribute to local culture and traditions across every part of the study area. Councils often overlook these benefits;
- 1.3.6. They contribute to the local economy by paying temporary site rents, council tax and business rates on their permanent sites and spending in local businesses;
- 1.3.7. They make little claim on the public purse, since in addition to providing their own sites, they look after their own older and disabled relatives and workers.

1.4. Main Recommendations

- 1.4.1. A Hampshire & Isle of Wight Travelling Showpeople Planning Forum should be established with representatives of the Showman's Guild, local planning authorities and other relevant stakeholders, to enable travelling showpeople communities to provide new, self-funded accommodation sites in accordance with the Government's Communities Circular 04/2007;
- 1.4.2. Local authorities in Hampshire and the Isle of Wight should be asked through their representative bodies to agree in principle that travelling showpeople have a need for a further 13 new sites, with a capacity for 111 accommodation units, by 2011. All local authorities should accept their responsibility in ensuring that the community is adequately accommodated;
- 1.4.3. Representatives of the Hampshire and Isle of Wight Planning Officers Group should meet with members of the Showman's Guild to agree the criteria for Travelling Showpeople's sites for inclusion in Development Plan Documents.
- 1.4.4. Local authorities should implement the recommendations and guidance of Circular 4/07 which states that Development Plan Documents should include fair and achievable policies, ensure identified need is dealt with fairly and effectively, and make provision for the resultant land and accommodation requirements;
- 1.4.5. Existing showpeople's sites need protection from alternative development and restrictive neighbouring development;
- 1.4.6. Outstanding planning permissions and disputes over planning permissions on showpeople site should be resolved at the earliest opportunity.

2. The travelling show people community

2.1. Who are travelling show people?

“Show people are members of a [cultural and] business community which consists of self employed business people who travel the country often with families, holding fairs....” CLG 2007

2.1.1. Travelling showpeople are not Gypsies. They have their own culture, lifestyle, values and traditions. Today’s travelling showpeople are the heirs of the entertainers who began to work on fairs many centuries ago.

2.1.2. A description of travelling showpeople in Southwest Hampshire and East Dorset area during the 1890’s can be found in *The Parish On Wheels* by Howard Swinstead [1896]. Swinstead was asked by his diocesan Bishop to set up a mobile mission to reach tent and van dwellers in the area. His book sets out the different types of people he ministered to on his travels. His typology included “the showman, a hardworking tradesman depending for his prosperity on his assistants, the weather, sound wheels and the caprice of his patrons.” Swinstead also describes the employers i.e. the owners of rides and stalls who were dependent on hiring labour to run them, and the labourers, usually known as chaps, who did much of the work.

2.2. The history of travelling fairs

2.2.1. The history of the travelling fair dates back to the Middle Ages when many towns and villages were granted charters to hold a market on certain days of the year. These became the focus of trade, social exchange and recreation. Entertainers came to the fairs from far and wide and today’s travelling showpeople are their heirs.

2.2.2. Gradually, rides like swing boats and hand-turned carousels were introduced. During the period 1900-1950 steam rides were very popular and eventually rides became the main attraction which they remain today. Showpeople were not just entertainers, though: they also became pioneers in raising public awareness of foreign countries, exotic animals and even of world news.

“Fairs in Britain have a long and ancient history. Over the centuries they have played an important role in the social economic and cultural life of this island and its people “²

2.2.3. Travelling showpeople also played an important role during the First and Second World Wars. Their horse and traction wagons were used as part the war effort and in the Second World War, and they ran government backed ‘Holiday at Home’ fairs to boost public morale. Many travelling showpeople served in the armed forces, and many more were in reserved occupations such as scrap metal dealing through which the government ensured that local infrastructure was maintained.

² Graham Downie, *Secretary of The Midland Section Of The Showmen’s Guild and Chairman of The Fairground Association Of Great Britain. Written evidence to the ETR Committee March 2000.*

2.2.4. Since the 1940s, changes in life style and the increasing weight of public safety legislation, have made it increasingly difficult for travelling showpeople to continue with their way of life. Public hostility in some areas, high local land values and planning difficulties have pushed many families to the margins of society. As a consequence the number of families, yards and fairs has reduced and the pattern of settlement has changed.

2.3. **How travelling showpeople live**

2.3.1. Travelling showpeople use 3 kinds of sites:

- **Fair sites** where traditionally they live beside the rides and stalls whilst the fair is running. Temporary fair sites do not need planning permission, but are subject to a license from the land owner or an amenity land use agreement.
- **Pull ins** where travelling showpeople stop with their wagons and rides whilst travelling between sites, and
- **Permanent sites** where they stay during the winter period. All the permanent sites in the study area are privately owned by travelling showpeople, with some renting spaces to employees or other families for living or storing equipment.

2.3.2. Historically, showpeople travelled from Easter to October on a largely pre-booked run of venues, moving all their working and living vehicles with them. In the last 20 years this pattern of site use has changed significantly.

2.3.3. Nowadays, fair sites are available for a shorter time and often have less space. Landowners want fairs to run for just a few days or a weekend, rather than a week as they used to. There are also fewer fairgrounds as land is used for other developments. The only area in the fair business that has recently increased has been in single day events for communities, city centres and commercial hospitality events. These fairs need just a few of the rides and stalls which a travelling show person owns: what is not used cannot be kept on the temporary site and must be securely stored.

2.3.4. Even when a fairground site has been booked, there are problems for the travelling showpeople. Landowners may charge up to £600 a day to be on site, even if the fair is closed. In addition, the number of days over which a piece of land can be occupied may be restricted by an environmental protection agreement. Many fair sites have no access to water or electricity. As a result of these constraints, it is much harder to live on a fair site now than in the past.

2.3.5. Between fairs, it has been customary to use a "pull in" such as a lay-by, or a piece of land belonging to a farmer or another showperson, for a short time: i.e. a few days. The survey shows that there are now very few places for people to pull in and this, combined with the reduction in the number of days that fairs are run, causes problems for the mobility of travelling showpeople.

2.3.6. Nowadays, lay-bys are smaller in size than previously, and the police are strict about their use to prevent problems with fly tipping and illegal occupation. Rides, lorries and trailers need a considerable amount of space: and, while the land available on farms or on other showpeople's permanent sites is reducing, no new sites are opening.

- 2.3.7. The impact of this on travelling showpeople can be dramatic. In summer 2007, when bad weather and the foot and mouth outbreak led to the cancellation of a number of events, showpeople were unable to find pull ins, and most had to go back to their main base on several occasions, sometimes involving large travelling distances and expenses, as well as the disruption of carefully planned travelling itineraries. Having no pull-ins costs showpeople money, increases the amount of time vehicles are on the road and causes stress for everyone.
- 2.3.8. Permanent sites, also known traditionally as winter or hard yards, used to be occupied for just a few months in the winter. Nowadays, they are known as depots or sites and some, usually older or disabled people, or school age children, stay on the site all year. Travelling showpeople value these vulnerable groups very highly. Children's education is considered very important, and older and disabled people remain with their family or friends on site rather than going into care.
- 2.3.9. Until World War Two there were many more small showpeople's sites in the study area, especially in the towns. Many of these yards have now gone, compulsorily purchased by local authorities for new housing schemes or other developments. In some cases showpeople were offered land to buy on the outskirts of the town, or on farms or scrap yards.
- 2.3.10. A site can be of any size and may be occupied by a single small family unit, an extended family or a work group including family and employees. Bigger sites are divided into yards, each occupied by a different family or group. In the study area there are several sites which are single yards, and others which have up to 13 yards or plots. Almost every site and yard provides space for living, storage and working on equipment, but there is great pressure for space on many. The survey shows that a large number of travelling showpeople cannot store all their equipment where they live, while others are living in very crowded conditions. Parts of at least 2 showpeople households are living outside the study area because they cannot be accommodated on their family site.
- 2.3.11. The lack of space is caused by a number factors:
- Changes in the size and timescales of fairs, and the lack of pull ins, is forcing people back home more often.
 - An increased number of older people and school age children are on site for a greater part of the year.
 - Long established sites have been surrounded by alternative developments such as roads, industrial estates and housing, leaving no room to expand and, in some cases, making the site a poor environment in which to live.
 - It is hard for travelling showpeople to find new sites as land is scarce and expensive. There is a great deal of competition from other developers e.g. commercial businesses and housing developers.
 - Showpeople's sites attract considerable opposition from local residents who mistakenly believe that they are Gypsies and that the site will lead to increased noise, traffic, pressure on services such as schools and other problems.

- Local authorities are not well informed about travelling showpeople's way of life, or about government guidance on planning issues relating to the group. For this reason travelling showpeople's permanent sites are more likely to be refused initially than other developments, although a large number are ultimately successful on appeal, as the reasons for refusal are not considered material to the case. The need to pass through the planning system several times is very expensive and distressing for showpeople, and especially damaging to children's education and the health and well being of older and disabled people .

3. The Hampshire Strategic Housing Officers' Group Study

3.1. Introduction

- 3.1.1. In 2006 the local authorities in Hampshire, Southampton, Portsmouth and the Isle of Wight commissioned David Couttie Associates to investigate the level of need for accommodation amongst the Gypsy and Traveller population in the county of Hampshire and the Isle of Wight. However, travelling showpeople were not originally included within the requirements of Housing Act 2004 which obliged local authorities to carry out such assessments, and were not therefore included in this work.
- 3.1.2. In January 2007 Government redefined the accommodation assessment definition of Gypsies and Travellers to include travelling showpeople. Local authorities are now therefore required to assess travelling showpeople's accommodation needs. The present project to make this assessment was commissioned by Hampshire's Strategy Housing Officers' Group (SHOG) on 4th June 2007. The work is being co-ordinated by Southampton City.
- 3.1.3. Government guidance specifies that the information collected for studies of travelling showpeople's needs must include the level of current need, future unmet needs, and how this can best be met through the planning system. Recommendations are expected to include an indication of the number of travelling showpeople plots required and, more recently, site location has been included in the guidance.

3.2. Background

- 3.2.1. This is the first time that an assessment of travelling showpeople's accommodation needs has been carried out in Hampshire. Advice was taken from the Showman's Guild and GOSE, and the guidance for the conduct of a Gypsy and Traveller Accommodation Assessment (2006) was followed wherever possible. It was noted that summer and autumn are not the best time to carry out this work. Future surveys should be conducted in the winter months.
- 3.2.2. Distribution of permanent sites in Hampshire

**Table 3-1: Distribution of permanent sites in Hampshire
(2007 planning record)**

District	Number of sites per authority	Total number of sites
Havant, Gosport, Fareham, Portsmouth and Isle of Wight	0	0
Basingstoke, Eastleigh, New Forest National Park, Hart and Southampton	1	5
Test Valley, East Hampshire	3	6
New Forest District, Rushmoor	4	8
Winchester* (4 sites unconfirmed as show people)	9	9
Total	NA	28

- Havant, Gosport, Fareham, Portsmouth and Isle of Wight have no travelling showpeople's sites;
- Basingstoke, Eastleigh, New Forest National Park, Hart and Southampton each have a single site; The Hart site has 3 yards
- Test Valley and East Hampshire have 3 sites
- Rushmoor and New Forest District each have 4 sites;
- Winchester has 5 definite sites, with a further 4 whose status is unconfirmed

3.2.3. Districts which have no permanent sites still have contact with travelling showpeople because:

- They are all visited by fairs;
- Some have static showpeople who live in permanent accommodation and undertake seaside activities: e.g. riding devices, catering units, stalls, as in Portsmouth.

3.3. **Data collection methodology**

3.3.1. The survey questionnaire was developed from that used in the DCA study of Gypsy and Traveller accommodation needs. Changes were made to exclude questions that were not appropriate to the showpeople population and include issues that were relevant (e.g. the storage of fairground equipment).

3.3.2. The draft questionnaire was reviewed by the Showman's Guild and GOSE and then sent by email to each district SHOG member on 17th July 2007 with a return date of 24th August 2007.

3.3.3. Secondary data was requested from district planners, the local police, community safety teams and licensing/special events teams

3.3.4. Following a slow response to the first, detailed survey, a shorter survey form, which focussed on present situation and need, was mailed to sites from which no information had been collected, and a small number of interviews using this form were also carried out over the telephone.

3.3.5. The timing of the survey was dictated by the SEERA timetable for submission of evidence for the review of the South East Regional Plan

3.4. Information from other sources

- 3.4.1. The data collected from the survey was brought together with background information supplied by the Showman's Guild. As part of the Guild's 2004 pilot project, a survey of the community was carried out by Michele Leonard and Ken Marks. This information was of particular importance to this work, since the National Gypsy and Traveller Caravan Count does not include Showpeople in its enumeration. As a result, there is no clear census of the number and distribution of the population outside of that held by the Showman's Guild and members of the community itself.
- 3.4.2. The level of present and future need has been assessed on the basis of this information, and forms the core of the present report. However, it must be emphasised that, while every effort has been made to make an accurate assessment of the level of need, the complexity of the community whose needs have been under review, and the considerable differences in the way in which travelling showpeople organise their domestic and business lives, mean that many of the assumptions on which housing needs surveys are based, do not apply. Indeed, much of the language and many of the concepts that are used in housing needs surveys serve only to confuse the issues that are basic to the accommodation needs of showpeople.
- 3.4.3. Information from key stakeholders such as police, local authority community safety staff, planning, licensing and education workers about their experience and perceptions of travelling show people was collected through questionnaires. Information from these is set out in Chapter 6.
- 3.4.4. Additional data was collected from recent government reports and guidance. Information from these is set out in Chapter 7.

4. Analysis of Accommodation Needs survey

4.1. Introduction

- 4.1.1. It is important to be aware, when considering the accommodation needs of showpeople, that many of the ideas and theories that underpin a standard housing needs survey do not apply. The most commonly occupied accommodation unit is a static or mobile caravan, which limits the number of people who can live together. As the size of a family increases, extra caravans may be purchased, making the fundamental need one of space, not accommodation per se.
- 4.1.2. Many travelling showpeople live, and frequently work, as extended family groups. The survey has shown that nuclear family sizes tend to be small, with one or two children being the norm. As children grow into adulthood they will normally be accommodated in a separate caravan. If they marry, this will be considered essential. However, moving out of the parental caravan does not necessarily also involve moving to a different site (unless marrying out). If the family's plot can accommodate it, sharing the family site is considered desirable.
- 4.1.3. Sharing family sites also supports the continuation of working links. Fairground equipment is very costly, and must be maintained to high standards if licences are to be secure.
- 4.1.4. However, the spatial and planning constraints on many sites mean that, as the younger family members set up their own families and develop their business to include further equipment, they must also seek a separate site. In this situation, the difficulties of gaining planning permission on land that is safe and suitable for both business and domestic purposes becomes a major stumbling block.

4.2. The survey

- 4.2.1. The survey information is based on two forms. The first was a full survey, similar in content to that used for the Gypsy and Traveller Accommodation Assessment. The second was based on a much shorter version of the questionnaire and focussed mainly on key needs issues.³
- 4.2.2. The second fieldwork phase resulted in the completion of a further 10 interviews to add to the 24 responses from the first part of the survey. In particular, it was hoped that the shorter form could be targeted at those yards which had not yet supplied any information.

³ Some of this group of surveys were carried out by telephone and some were completed by the showpeople themselves.

4.2.3. The response information is set out in Table 4-1, below.

Table 4-1: Responses from Showpeople to full and short questionnaire

Local authority		Showpeople Sites	Questionnaire type		Total
			Full	Short	
Basingstoke	1	Swings & Roundabouts, Chineham	1		1
East Hampshire	2	Fairfield, Horndean	1	1	2
	3	Fairlands, Headley Down		1	1
Eastleigh	4	The Fairings, Eastleigh	1		1
Hart	5	Destiny, and Shack Café Quo Vardis Hook		4	4
New Forest	6	Commercial Road, Totton	1		1
	7	Hammonds Green, Totton		1	1
	8	Hammonds Lane, Totton	1		1
New Forest National Park	9	Woodlands, New Forest	2		2
Rushmoor	10	Farnborough Road		1	1
	11	Peabody Road, Farnborough 2 sites?	3		3
Southampton	12	Candy Lane, Southampton	5		5
Test Valley	13	Barlows Lane, Andover	1		1
	14	Forest Edge Park, East Wellow	2		2
Winchester	15	Drivers Diner, Micheldever		1	1
	16	Firgrove Lane, Boarhunt	1		1
	17	Orchard Drive Swanmore	1		1
	18	Pointers Paddock		1	1
	19	The Nurseries, Shedfield	4		4
Totals		19	24	10	34

4.2.4. Little Testwood Farm, in the New Forest was identified as a travelling showpeople's site in the survey of Gypsies and Travellers carried out by consultants on behalf of SHOG in 2006. The results of that survey showed that 5 households lived on the site, of which 3 identified themselves as showpeople and 2 as showground workers. The site has planning permission for both showpeople and Gypsies and Travellers. The survey identified no need for further space on this site. It is one of 2 sites in Hampshire where showpeople and Gypsies and Travellers live together⁴. This site was amongst the number from which there have not been any responses to the current survey.

4.2.5. In addition, although the Traveller Education Team in Hampshire advised that there are many showpeople's families living in permanent housing, the survey did not receive any response from this group.

4.2.6. The following sections set out the responses to the questions in the survey form. Where the question was only asked in the full questionnaire, this is noted in the title of the sub-section.

⁴ The show people population of the other site has been included in the study.

4.3. How respondents describe themselves

- 4.3.1. Almost all (94%) of respondents considered themselves to be 'Travelling Showman'. Only one said that he was a 'Fairground Traveller', and another did not wish to classify themselves as any of the options given.

Table 4-2: How respondents describe themselves

	Frequency	Percent
Valid Travelling showman	32	94.1
Fairground traveller	1	2.9
Other (please describe yourself)	1	2.9
Total	34	100.0

4.4. Type of site (full questionnaire)

- 4.4.1. In the full questionnaire people were asked what type of site their main base is. Their responses are set out in Table 4-3, below. Three quarters (75%) said that they own the site they live on with planning permission. However, 5 respondents live on sites which they own, but without planning permission. These responses relate to 2 sites, one large site which has been in existence for many years, but has never had planning permission, and a smaller site of more recent origin.

Table 4-3: Type of site (tenure and planning status)

	Frequency	Percent
Valid Self owned site with planning permission	18	75.0
Self owned site without planning permission	5	20.8
Other (please say what)	1	4.2
Total	24	100.0

4.5. Vehicles, equipment and living accommodation

- 4.5.1. Table 4-4, below, shows that only 6 respondents have bricks and mortar accommodation on their site. However, a further 15 have chalet style mobile homes with planning permission. Twenty-nine have permanently sited caravans which, if added to the bungalows and mobile homes gives an average of 4 accommodation units per respondent.

Table 4-4: Number of living units, vehicles and pieces of equipment

	Households with this unit	Total number of such units
House/ bungalow/flat/maisonette..	6	6
Chalet - permanent site with planning permission	15	20
Caravan - permanent site	29	104
Riding devices	20	96
Trailers/ stalls	27	108
Lorries	30	102
Private cars/4 wheel drives	34	94
Vans	21	49

4.6. Facilities on main base (full questionnaire)

4.6.1. Respondents were asked what facilities they have on their main base for their own household's use, or shared with other households on site, as well as those facilities they do not have, and whether they are needed or not. The results of this question are set out in Table 4-5. It shows that the great majority of sites are well equipped, with most facilities being for the sole use of the household, though just over half (13 respondents) have shared water and electricity supplies, and 2 have a shared WC. Those facilities that some respondents do not have, but need, are almost exclusively related to space (for children's play, or for animals, storage, working and visitors).

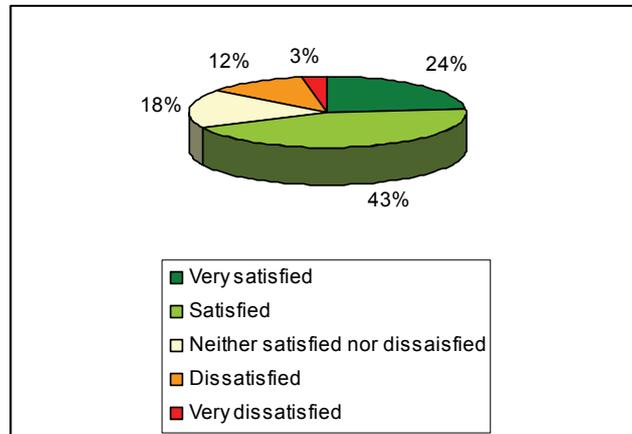
Table 4-5: Facilities on main base

	Have		Do not have	
	Own	Shared	Need	Don't need
Water supply (external)	15	9		
Have own: Electricity (mains)	17	6		
Electricity (generator)	2			3
Gas (mains)	4		2	3
Gas (bottled)	17	2		
Rubbish storage and collection (council supplied)	16	5		1
Rubbish storage and collection (privately supplied)	1			7
Amenity building	4		1	3
WC	17	2		2
Bath	16	1		1
Shower	15	1		1
Kitchen facilities	16	1		1
Laundry facilities	15	1		1
Fire prevention equipment	17	2		
Space for eating or sitting	16	1		
Play space	12	1	3	2
Space for animals/ grazing	5	1	1	8
Space for visitors	9	2	2	2
Work space	9	4	3	
Storage space/ sheds etc.	9	5	2	
Parking space	10	4		
Other facilities	2			

4.7. Satisfaction with main base

4.7.1. Respondents were asked how they rate their main base. More than two thirds (23) said that they are satisfied with it, while 6 are neither satisfied nor dissatisfied, and 5 are dissatisfied.

Chart 4-1: Satisfaction with main base



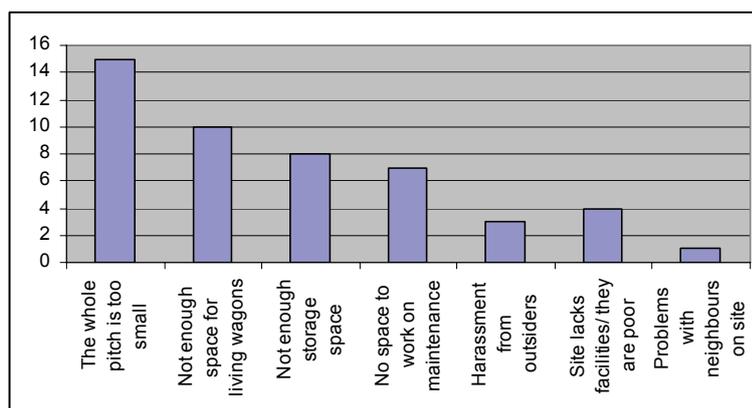
4.7.2. Reasons given for dissatisfaction with the site were mainly associated with lack of space for living or working, lack of basic facilities and problems of harassment. The site that was described as 'very unsatisfactory' was criticised on all these counts.

4.8. Adequacy of accommodation and site

4.8.1. Respondents were asked whether their living accommodation and the site on which they live is adequate for their needs. More than three quarters (83%) of those who responded think that their living accommodation is adequate. The majority of those who cited problems refer to overcrowding on the plot, yard or site, rather than with their living accommodation as such, although one respondent did say that she wanted a chalet bungalow to live in.

4.8.2. People had many more issues with the yard or site on which they are living. Only a third (37%) said that the yard/site that they live on is adequate: the remaining two thirds have problems with it. Almost all (83%) of the issues that were highlighted by respondents relate to a shortage of space – for maintenance, storage and living wagons – basically that the whole yard/site is too small. Other issues raised were concern about harassment from outsiders, problems with neighbours on site and dissatisfaction with the facilities on the site.

Chart 4-2: Problems experienced with site



4.9. Health and safety concerns with main base

4.9.1. Respondents were asked whether they have any concerns about health and safety on their main base. Of those who responded, half said that they do. The concerns mentioned are listed in Table 4-6 below. The table shows that the most commonly cited concern is overcrowding (25%), followed by harassment/vandalism.

Table 4-6: Concerns about health and safety on site

	Responses	
	Number	Percent
Harassment/vandalism	5	15.6%
Lack of basic amenities	2	6.3%
Flood risk	1	3.1%
Close to pylons	2	6.3%
Close to rubbish tip/landfill	1	3.1%
Too far from doctor	1	3.1%
Doctor will not visit site	1	3.1%
Overcrowding	8	25.0%
Rats/vermin	3	9.4%
Close to telephone mast	3	9.4%
Access rights (e.g. access owned by someone else)	2	6.3%
Road safety	1	3.1%
Other (please say what)	2	6.3%
Total	32	100.0%

4.9.2. However, the responses to this question which identify access rights, road safety and proximity to potentially hazardous sites, combined with information about the sites from other sources, indicates that there are 3 sites that would be unlikely to meet the current standard for Decent Homes as a result of unsuitable surrounding development.

4.10. **Good and bad things about the main base (full questionnaire)**

4.10.1. When asked about the good and bad things about their main base respondents were far more likely to pick out the good things about their site (see Table 4-7 below). However, the bad things that were highlighted most often were storage space (7), work space (6) and the legality of the site (6).

Table 4-7: Good and bad things about site

	Good things	Bad things
Location	20	
Quality of the site	16	2
Neighbourhood	19	1
Storage space	12	7
Neighbours/ other people on the site	14	2
Living space	15	3
Access to shops	19	2
Access to doctors	19	
Access to schools	19	
Access to work	14	
Access to family	17	1
Amenities on the site	16	2
Surrounding environment	18	1
Safety	18	2
Legality of the site	12	6
Work space	12	6
Cost	11	3
Other	2	2
Total responses	273	40

4.11. **People who stay on the site all year round**

4.11.1. When respondents were asked if anyone stayed on the site all year, almost three quarters (72%) said that they do, while 28% said that no-one does. Some of those saying that there is someone on site all year included themselves in this: e.g. 'Myself and my family off and on all year', and 'In between venues'.

Table 4-8: People who stay on the site all year round

		Frequency	Valid Percent
Valid	Yes	23	71.9
	No	9	28.1
	Total	32	100.0
Missing	System	2	
Total		34	

4.11.2. In other cases, older people, the disabled and school children were said to remain on site all year. Between one and four households were said to be on

the site all year, while one respondent said that two thirds of all plots on their site are occupied all year round.

4.12. Length of time respondent has lived at present site

4.12.1. Respondents were asked how long they have been living at their present main base. Over three quarters (76%) of respondents said that they have been living on their present site for ten years or more, or else for all their life (see Table 4-9 below).

Table 4-9: Length of time respondent has lived on present site

	Frequency	Percent
Valid 6 months but less than a year	1	2.9
1 year but less than 5 years	1	2.9
5 years to 10 years	6	17.6
10 years to 20 years	6	17.6
More than 20 years	10	29.4
All my life (however long)	10	29.4
Total	34	100.0

4.13. Recent travelling patterns (full questionnaire)

4.13.1. Respondents to the full questionnaire were asked whether they have been travelling recently. Eighty-seven percent of those who responded (20) said that they have. When asked the main reason for travelling, the overwhelming response was that travelling 'is a way of life' (18 responses) and for 'work' (16 responses) (see Table 4-10 below).

Table 4-10: Reasons for travelling

	Responses	
	Number	Percent
Work	16	43.2%
It's a way of life	18	48.6%
Family event or festival	1	2.7%
School	1	2.7%
Other reason	1	2.7%
Total	37	100.0%

4.13.2. Tables 4-11 and 4-12 and Chart 4-3, on the next pages, show how widespread travelling is for showman. Almost all who responded said that they travel many times each year and that they travel widely across Hampshire, the south of England, and even into other parts of the UK. Chart 5 also shows that they travel for much of the year, with all those travelling on the road from June to September.

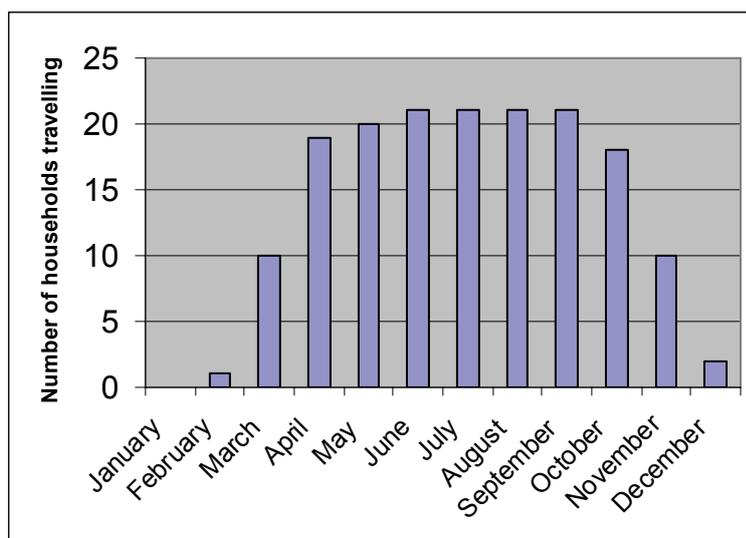
Table 4-11: Number of journeys taken in the previous year

	Frequency	Valid Percent
Valid		
Once	1	5.0
Four times	2	10.0
Five or more times	14	70.0
Don't know how many times	2	10.0
All the time	1	5.0
Total	20	100.0
Missing		
System	4	
Total	24	

Table 4-12: Areas travelled to in the past year

	Travel to
Basingstoke and Deane	5
East Hampshire	5
Eastleigh	9
Fareham	7
Gosport	6
Hart	4
Havant	5
Isle of Wight	2
New Forest	9
Portsmouth	5
Rushmoor	4
Southampton	10
Test Valley	8
Winchester	4
South of England region	11
North of England region	2
East of England region	2
West of England region	3
Scotland	1
North/South Ireland	
Wales	
Other	6
Outside Great Britain	

Chart 4-3: Months in which showpeople travel



4.14. Those who return to the site during the travelling season

4.14.1. All but three respondents said that they return to their main base during the travelling season. Most gave several reasons why they return, as set out in Table 4-13 below. The most common choice was 'between fairs' (36% of responses), often because there is nowhere for them to stop, even if coming home involves a long journey.

4.14.2. Other commonly given reasons are 'for children's education' (17%), 'to look after older relatives' (15%), or simply because 'it's home' (11%). 'Other reasons' given include, for equipment and vehicle maintenance or breakdown, as a result of bad weather or due to ill health.

Table 4-13: Reasons for returning to main base during travelling season

	Responses	
	Number	Percent
Between fairs: nowhere to stop	17	36.2%
Children's education	8	17.0%
For older relatives	7	14.9%
Because it's home	5	10.6%
Other reason	10	21.3%
Total	47	100.0%

4.14.3. Respondents were asked if they make use of temporary stopping places. While 8 did not answer this question, of those who did, 42% said that they do, at least sometimes, while 58% do not use them. When they were asked how they feel about the present stopping places, all who commented said that they were inadequate and/or expensive. Their comments are set out below:

- *Expensive and often unsuitable. It's better to stay on friends' site. Using lay-bys is a problem.*
- *More places needed.*
- *No lay-bys available. Councils charge for every day on site; not allowed on site until 2 days prior to fair.*

- *Not enough stopping places.*
- *There are none.*
- *Very much needed: lay-bys are dangerous.*
- *Very poor (totally lacking)*

4.15. Evictions (full questionnaire)

- 4.15.1. None of the travelling showpeople interviewed said that they have been evicted from a site in the past 12 months.
- 4.15.2. Eviction is not a common occurrence for travelling showpeople in the study area. Showpeople go to considerable lengths to avoid it, because of the great difficulties that will be encountered in securing another site on which they can live.
- 4.15.3. The study did reveal that there is one household that is unable to live with the rest of their family as a result of a 'Stop Notice': this family is presently living on the roadside.

4.16. Planning permission (full questionnaire)

- 4.16.1. Over three quarters (17) of respondents to the full questionnaire have made at least one application for planning permission. While 7 of those who responded have made just one application, 6 have made more than one (see Table 4-14).

Table 4-14: Number of times respondent has applied for planning permission

		Frequency	Valid Percent
Valid	Once	7	53.8
	Twice	1	7.7
	Three times	2	15.4
	Four times	1	7.7
	Five times	1	7.7
	More than 5 times	1	7.7
	Total	13	100.0
	No applications	11	
Total		24	

- 4.16.2. When asked about the last application that they have made, 7 said that permission was granted, 7 that it was refused. Of the 5 that went to appeal, 2 won and 3 lost. The remaining case is awaiting a decision. Applications for permission have been made by respondents to the survey to 8 local authorities in Hampshire (and one in the south outside Hampshire) (see Table 4-15 on the next page).

Table 4-15: Where planning applications were submitted and outcome

Local authority where application was based	Granted	Refused	Went to appeal and won	Went to appeal and lost	Awaiting decision of application/ appeal	Total
Basingstoke and Deane	1					1
East Hampshire	1					1
Eastleigh				1	1	2
New Forest		1				1
Rushmoor	2					2
Southampton		1	1			1
Test Valley	1	2				3
Winchester	2	2	1	1		4
South of England region		1		1		1
Total	7	7	2	3	1	16

4.16.3. The survey has revealed two cases of showpeople who own land in Hampshire on which they cannot live because of planning disputes.

4.17. People who intend to move over the next three years

Whole family moving

4.17.1. While two thirds of respondents (22) said that they do not intend to move within the next 3 years, the remaining third said that they intend to move (4) or wish to, but are unable to do so (8). If the responses to this group to the questions on the adequacy of their site and the health and safety issues which concern them are compared to those who do not intend to move, it can be seen that almost three fifths (61%) of all comments have been made by this group (despite their making up only 35% of all the respondents).

4.17.2. In three out of four cases, the reason given for moving within the next three years is overcrowding (the fourth because the site has no planning permission). The area of land which they will require when they move is given as half an acre for one respondent, 1 to 2 acres for the second and 3 to 5 for the third, who wishes to expand his business in order to be able to let space to other showpeople for equipment storage.

4.17.3. If the intention to move is cross-tabulated with the problems experienced on the site, it is clear that in the 8 cases where respondents said that they wish to move, but cannot, problems with overcrowding are a major issue (see

Table 4-16 below). Overcrowding is not an area that the questionnaire, in its present form, deals with in any clear way. As a result, although the survey gives clear indication of need in these cases (as well as the other 8 where respondents say that they have no intention of moving), there is no information included in the survey that examines this issue further.

Table 4-16: Size of plot and intention to move in the near future

Are you intending to move from your present main base?	The whole pitch is too small	
	No	Yes
No	12	8
Wish to move, but cannot		8
When forced to move on	1	
Yes, within 3 months		1
Yes, within more than 1 year		2

- 4.17.4. Of the four respondents who said that they intended to move, one did not answer the question where they would move, while two of the others said that they wished to remain in the area in which they were living. The third said that he would move anywhere in the UK to accommodate his family and business. On this basis, the question of choice of area for new travelling show people accommodation is not analysed in this report, or used in the model of need set out in Chapter 5.
- 4.17.5. It should also be noted that 5 respondents said that they are living on sites without planning permission. Four of these are based at a single site which has been in existence for a number of years. The other has been on the second site for less than a year. Only one of these respondents said that they have an intention to move (within 1 to 3 years). Despite the showpeople's reluctance to move, this fact indicates another area of need which needs to be resolved.

Emergence of new households

- 4.17.6. Respondents were next asked whether there is anyone in their family who needs to move into their own separate accommodation in the next 3 years. Almost two thirds of those who replied said that there is, with the majority indicating a need for two or three new household spaces. In total, the figures suggest that 42 new households will need accommodation in the next 3 years.

Table 4-17: New households needing accommodation in the next 3 years

		Frequency	Valid Percent
Valid	No	13	39.4
	One household	5	15.2
	Two households	8	24.2
	Three or more households	7	21.2
	Total	33	100.0
No	Response	1	
Total		34	

4.17.7. When respondents were asked whether there is space for these new households to share the family's plot with them, respondents said that 16 would be able to, while 26 would not. In all but one case, where a reason for this was given, it was that the site was full (the exception to this was a site where planning restrictions mean that only the named owner and his descendants can live on the site).

4.18. Summary of survey results

4.18.1. Response to the survey:

- 34 households have completed questionnaires
- Replies were received from 19 sites in Hampshire
- Little Testwood Farm in New Forest District is the twentieth site. Some information regarding this is available from the Gypsy and Traveller Accommodation Assessment carried out in 2006.

4.18.2. Size of the sites

- 4 sites are single, small household sites
- 10 sites have a single yard
- 7 sites have 4 or more yards

4.18.3. People living on the sites

- 23 yards have people on site all year
- 12 yards have children under 10
- 2 sites are mixed Gypsy and Traveller and showpeople

4.18.4. Quality of the sites

- 1 site at least has very poor facilities
- 1 site is too expensive for people to move onto
- 3 sites have been surrounded by other developments and are now unsuitable to stay on
- 5 sites including 11 yards have an urgent need for more space for living and/ or storage
- 7 families must rent extra storage space off site for the winter

4.18.5. Length of time site have been established

- The oldest recorded site dates from 1924
- 4 sites are recorded as historic use
- 7 sites may have existed for over 50 years
- 16 sites have been occupied for over 20 years
- 10 sites have been given planning permission since 1980
- 4 sites have received planning permission in the last 10 years. Three of these sites are in the same district. One of these sites closed in 2003 due to planning restrictions
- Four sites waited between 14 and 28 years after they were first occupied before being given planning permission.

5. The accommodation assessment model

5.1. Background to the model

- 5.1.1. The CLG guidance on Gypsy and Traveller Accommodation Assessments⁵ proposes the use of a model to calculate the level of need in Gypsy and Traveller communities. This definition now includes travelling showpeople. This study has used the CLG model, but adapted it slightly to better represent the needs of showpeople.
- 5.1.2. The CLG model focuses on need in terms of overcrowding and new household formation. It does not take the CLG Planning Guidance Circular 4/2007 on planning for showpeople's sites into account (see Chapter 7 of the present report). This guidance states that travelling showpeople accommodation must conform to the Decent Homes standard as applied to permanent accommodation. The version of the model used in this report includes the need for accommodation where the present provision does not conform to the Decent Homes standard and the failures cannot be rectified on the present site.
- 5.1.3. The Council Tax Register is used as the basis for the estimation of the scale of need in housing needs surveys, while the Caravan Count has been used for Gypsy and Travellers accommodation needs assessments. No such census information exists for travelling showpeople.
- 5.1.4. As a result, the model that has been developed to assess the level of need in the showpeople population in Hampshire is based on the best information available to the study, supplied by members of the community itself. This information indicates that there are 28 showpeople's sites in Hampshire, made up of some 65 individual yards. These yards are home to approximately 174 households.
- 5.1.5. The term 'household' is problematic in this model since, in the terms of the showpeople community, a 'household' is difficult to define⁶. As mentioned in Section 4.1, a household normally occupies one or more accommodation units, dependant on the relationships, age and marital status of its members. Relationships are sustained through business links as well as kinship. As a result of this difficulty, the number of 'accommodation units' is used as a proxy for the size of the population. (The term 'accommodation units' includes bungalows, static mobile homes and caravans).
- 5.1.6. The estimated Hampshire showpeople population is set alongside the survey response figures for sites, yards and households/accommodation units in Table 5-1, on the next page. The figures show that the survey has reached a relatively high percentage of showpeople across the study area. However, it should be noted that the fieldwork was based on an 'opportunity sample'⁷:

⁵ Gypsy and Traveller Accommodation Needs Assessments (Guidance) Department for Communities and Local Government, October 2007.

⁶ The 2001 Census of population defines a 'household' as 'one person living alone, or a group of people (not necessarily related) living at the same address with common housekeeping – that is, sharing either a living room or sitting room, or at least one meal a day' (Census 2001: Output Classification)

⁷ An 'opportunity sample' of a population is one based on locating respondents individually. Because the sample is not 'randomly' selected from a known population it is not as statistically sound as a random sample.

Table 5-1: Estimated Hampshire showpeople population and survey response figures

	Estimated Hampshire population	Survey response	
		Number	Percentage
Sites	28	19	68%
Yards	65	55	85%
Accommodation units/households	174	147	84%

- 5.1.7. As noted in the previous chapter, the relationship between the numbers of sites, yards and accommodation units varies according to the size of the site, the number of yards into which it is sub-divided and the size of each 'household' occupying the yard. Based on the figures given above, though, there is an average of 3 yards per site (range 1 to 13 in Hampshire), and 2.7 accommodation units per yard.
- 5.1.8. Although information for the survey was returned on only 147 of the estimated 174 accommodation units in the county, the model assesses the level of need using the whole known showpeople population in Hampshire as the baseline. **Following from this, the outcomes from the survey are multiplied up to represent an approximation of the level of need likely to be evident across the whole population (i.e. 147 x 1.184 = 174. All figures are rounded).**
- 5.1.9. The analysis of the present and arising need is set out in Appendix 1. The information is set out in summary form in Table 5-2, below.

Table 5-2: Summary of accommodation needs assessment

	Sites	Yards	Accomm. Units
Present supply	28	65	174
Future need			
• Current shortfall (immediate need)	10	31	85
• Arising need to 2007 - 2011	3	10	26
• Total need to 2011	13	41	111

- 5.1.10. The summary model suggests a need for 10 new sites in the study area in the immediate future, and 3 more in the period up to 2011. However, it should be recalled that the calculation for the number of yards and sites is based on the formula set out in paragraph 5.1.8., above.
- 5.1.11. The pattern of settlement between families indicates that this accommodation can be best provided in 31 new yards across 10 new sites. However, the number of yards and sites needed will vary dependent upon the capacity of each development.
- 5.1.12. It should also be noted that part of this need could be met through the resolution of outstanding planning disputes, and that all new provision is likely to be made by the travelling showpeople population itself, provided that agreement can be made with the planning authorities as to the siting of such developments.

5.2. **Distribution of need**

- 5.2.1. The South East of England Regional Assembly (SEERA) have requested that the accommodation assessment proposes the allocation of plots across districts based on the evidence of need demonstrated by the survey. The survey results do not allow a sound prediction of the distribution of need across the study area based on 'choice' (see paragraph 4.17.4).
- 5.2.2. Additionally, as a result of the complexity of the issues involved in such a distribution, this report does not include any proposals for the distribution of need across the study area.
- 5.2.3. However, members of SHOG have agreed that the Hampshire and Isle of Wight Planning Officers Group will meet with representatives of the Showman's Guild to agree the criteria for Travelling Showpeople's sites for inclusion in Development Plan Documents.

6. Information from other key stakeholder sources

6.1. Introduction

6.1.1. In addition to the primary data collection from the showpeople survey, each district provided information from key agencies/ stakeholders. Short, targeted questionnaires were used to gather data from licensing, planning, community safety and the police. Data without a questionnaire was supplied by the Traveller Education Services.

6.2. Local education authorities

6.2.1. Traveller Education Services (TES) in Hampshire provide support to travelling showpeople families across the county. In Southampton there is an Education Inclusion Officer who works with families who have permanent or temporary sites within the city boundary.

6.2.2. TES Hampshire estimate that there are 105 school aged children linked to 19 sites and another 44 children who live in housing. Most attend school in the winter months and use distance learning packs whilst travelling with their families during the rest of the year. TES feel that families work hard to ensure their children receive an education and schools usually welcome children and feel that they are an asset because of the experience they bring. Some of difficulties experienced by show children include :-

- Harassment by other children who do not understand and value their life style and culture. Many children and adults confuse showpeople with Gypsies;
- Lack of security where sites do not have planning permission may affect children's well being and ability to concentrate and learn;
- Lack of space to study on sites which are overcrowded;
- Lack of accessible local services for some sites. This can include no access to water or electricity and refused access to a local school if it is full.

6.2.3. In Southampton, the Education Inclusion Officer reports that there are 17 school age show children in school. Seven live on a permanent site and another 10 are in housing: they all have a good record of attending school. In the case of the permanent site, their parents went to the same school they now attend, so there is a long and positive relationship between the two. All the families value education highly and make great efforts to ensure that their children attend school, continue their education through distance learning and come back to school, often from great distances, for examinations. The presence on site all year of older people helps to make this possible.

6.2.4. Showpeople's views of education services are largely that:

- Primary school is usually fine, apart from name calling ;
- Secondary school is harder. Some children are very isolated and unhappy;
- Placements in secondary school subjects are often only available at set times when showpeople children are not in the area;

- Exams which must be attended are not routinely notified to families sufficiently in advance to allow them to make travel arrangements

6.2.5. Some young people miss educational opportunities as a result of these problems.

6.2.6. Adults are also interested in improving their education during the winter months by attending short courses in matters relating to their business.

6.3. **Hampshire Constabulary**

6.3.1. Information returns by the police came from local officers whom the district had chosen as those most suitable to complete the form. The majority of police officers said that they had no contact with travelling showpeople's permanent sites (winter yards). Many were not aware that there was a permanent site in their area. There were no records of anti social behaviour relating to the residents on the sites over the past 10 years. Neither was there any record of anti social behaviour directed by members of the public toward the sites.

6.3.2. Some police officers felt that local temporary fairs are sometimes the focus for anti social and other problem behaviour, but felt this was carried out by local people rather than showpeople. Fairs provide a convenient focus for gangs or opportunist criminals.

6.3.3. It was felt that some of the problems arising from temporary fairs could be overcome by improved local liaison meetings; these already take place in some districts and are welcomed and considered effective by all parties. An example of good practice is described in East Hampshire whose police liaise regularly with the residents of one large site. They find the residents very pro police. They are also able to advise showpeople on the use of pull ins and temporary fair sites.

6.3.4. Hampshire police headquarters asked that future surveys pass through their Corporate Services Department who would normally handle such questionnaires and ensure they reach the appropriate officers. It was suggested that targeting the questionnaire at Chief Inspector level in future would give the district overview, and reduce the possibly of inconsistencies.

6.3.5. On the whole, the police appear to have very little professional contact with travelling showpeople. The problems accompanying travelling fairs relate to those expected where large numbers of youngsters gather together, and not to the lifestyle of the showpeople.

6.3.6. Negative comments made by the police related to unauthorised encampments by Gypsies and Travellers rather than showpeople's sites.

6.4. **Community safety authorities**

6.4.1. District staff community safety reports about the travelling showpeople population largely echoed the police responses.

6.4.2. Ten districts made returns. Four had accurate knowledge of the permanent sites in their area. Four accurately recorded that they had no permanent sites within the district, and 2 were not aware of their existing sites.

- 6.4.3. No one recorded any issue with anti social behaviour on permanent sites, either by site residents or by other people towards them.
- 6.4.4. Only 2 had formal liaison officers working with permanent sites and /or temporary fair sites.
- 6.4.5. Five districts identified temporary fair sites in their area; but there was no information about anti social behaviour in any of these sites.
- 6.4.6. Two districts responded to the questions about the community impact of local fairs. They felt that fairs contribute to community spirit and are part of local tradition.
- 6.4.7. One district provides advice on community safety issues to showpeople.
- 6.4.8. No districts were aware of any pull in places, or problems relating to them.

6.5. **Licensing authorities**

- 6.5.1. Ten district licensing departments made returns. Two returns came from Southampton which has separate special events and licensing sections. All district licensing departments are responsible for licensing travelling fairs, although in some cases, and especially on the Isle of Wight, sites need land use agreements rather than licenses. There was sometimes a lack of clarity in the differentiation between local travelling fairs and international events such as the Moscow State Circus.
- 6.5.2. The number of temporary fairs licensed each year varies widely and, as Portsmouth indicated, the number may change within a single district from one year to the next. Similarly, the number of days for each event and in total was very different across districts. The Isle of Wight had the largest number of events (9) and the most days (86). Fairs on the Island are provided by a showman who has a base in north Hampshire. He travels across from the mainland with all his equipment each spring and stays until autumn, providing fairs at local and tourist events. Southampton estimates that it has 40 days of travelling fairs each year, but most other districts have between 1 and 4 events a year, each lasting no more than 4 days.
- 6.5.3. The majority of fairs are held on council land, but a few are held on private land.
- 6.5.4. Districts gave information about the conditions that showpeople and travelling fairs are required to meet. There is no standardised set of conditions in use across the study area, but conditions can include insurance cover, payments to occupy the site, environmental protection measures, waste disposal opening hours, health and safety, boundaries of land to be used, links with police, security arrangements and community liaison.
- 6.5.5. Four districts replied to the question asking if they felt there were advantages and disadvantages in having fairs in their area. On the positive side they mentioned that fairs are part of local tradition, contribute to community spirit, sometimes reduce crime, occasionally contribute the local economy and are usually welcomed by most local people. They are also valuable in generating income for the council.
- 6.5.6. On the down side, there were less comments, but some concerns, that fairs sometimes increase crime, cause local problems and, very occasionally, cause environmental damage.

6.6. **Planning authorities**

- 6.6.1. All 15 districts returned the planning spread sheet, and 14 also returned the questionnaire.
- 6.6.2. Planning records are inconsistent and sometimes unclear about whether people are travelling showpeople or Gypsies / Travellers.
- 6.6.3. Two of the 28 sites listed by the Showman's Guild are not recorded in planning records.
- 6.6.4. Twenty-five sites listed by planners have planning permission.
- 6.6.5. One site that is not listed by the Showman's Guild was opened in 1999 with planning permission, but closed in 2003: this was noted in the planning record.
- 6.6.6. Two sites are unauthorised and awaiting appeal.
- 6.6.7. Three planning applications are in progress.
- 6.6.8. Five sites were granted planning permission after a long period of dispute: i.e. 14-28 years.
- 6.6.9. One site that was bought by a group of families has never been occupied because of an injunction that was imposed by the local authority in 2002.

7. Information from Government Research and Guidance

7.1. Environment Transport And Regional Affairs Committee (2000)

- 7.1.1. In March 2000 the Environment Transport and Regional Affairs Committee (ETR) held a short inquiry into Travelling Fairs. This work was the result of representations that travelling showpeople were getting a raw deal in modern Britain, and a suggestion that travelling fairs were no longer relevant in an era of theme parks and computer games.
- 7.1.2. The inquiry looked at the value of fairs, provision of sites for travelling fairs, the needs of showpeople in carrying out their trade, and the effectiveness of existing planning guidance on the provision of quarters for showpeople. This last part of the inquiry particularly focussed on whether action was necessary to ensure that appropriate regard was given to the needs of travelling showpeople within the planning system.
- 7.1.3. The committee took over 70 pieces of written evidence, held three sessions of oral evidence, and visited several fairs and winter quarters.
- 7.1.4. The committee reported in May 2000. Its full recommendations are available at the link below⁸. The main recommendations and conclusions relating to sites are as follows:
- Planning policy should be revised to make specific reference to the value of historic fairs and the role they can play in the regeneration of town centres;
 - Towns, villages and cities should have spaces where funfairs can be easily held, and which have access to services such as water and electricity ;
 - The primary responsibility of ensuring needs are met lies with the planning authority;
 - Local authorities are not properly considering the needs of travelling showpeople either in the preparation of development plans or when considering individual applications on sites for showpeople's depots;
 - Local authorities must take their responsibilities towards travelling showpeople as seriously as they take their responsibilities to any other sector of society;
 - Local authorities would be helped in their task of ensuring planning systems take account of the needs of travelling showpeople if more information was available as a basis to assess those needs. This would establish region by region current unmet needs, future likely needs and what provision currently exists for travelling showpeople accommodation in regional and local development plans.

7.2. Circular 04/07 Planning for Travelling Showpeople⁹

- 7.2.1. The ETR committee in 2000 looked at Circular 22/91 on travelling showpeople's sites, but decided it did not need revision at that time.

⁸ <http://www.publications.parliament.uk/pa/cm199900/cmselect/cmenvtra/284/28402.htm>

⁹ Department for Communities And Local Government (DCLG) August 2007

However, although applications for sites increased, the necessary increase in provision for travelling showpeople did not.

7.2.2. Consequently, in January 2007, the Department for Communities and Local Government (CLG), with the agreement and cooperation of the Showman's Guild, carried out a consultation exercise into planning for travelling showpeople. The consultation looked at the need for more clarity and more fairness in planning guidance when considering applications for permanent sites.

7.2.3. As a result of the consultation a new circular has been produced. This is ***Circular 04/07 Planning For Travelling Showpeople (August 2007)*** from which the text below is a key extract. The full guidance can be accessed through the link set out in the footnote¹⁰, but the main points are set out below:

14) *The Circular comes into effect immediately. Its main intentions are;*

- a) *to increase the number of travelling showpeople's sites in suitable locations with planning permission in order to address current under-provision over the next 3 – 5 years, and to maintain an appropriate level of site provision through RSSs and LDFs;*
- b) *to recognise, protect and facilitate the traditional way of life of travelling showpeople, creating sustainable, respectful and inclusive communities where travelling showpeople have fair access to suitable accommodation and services;*
- c) *to underline the importance of assessing needs at regional and sub-regional level and for local authorities to develop strategies to ensure that needs are dealt with fairly and effectively;*
- d) *to ensure that DPDs include fair and achievable policies and to ensure that identified need is dealt with fairly and effectively;*
- e) *to identify and make provision for the resultant land and accommodation requirements;*
- f) *to help to avoid travelling showpeople becoming homeless through eviction from unauthorised sites without an alternative to move to.*

¹⁰ <http://www.communities.gov.uk/documents/housing/pdf/circular0407>

8. Findings, conclusions and recommendations of the SHOG survey

8.1. Main findings

- 8.1.1. The travelling showpeople community has a long history of settlement and business in the study area which links it to the local traditions of all districts. The community is law abiding and shares many of the mores of the wider, housed community (e.g. the importance of education). There is no evidence that existing sites cause any problems in their localities.
- 8.1.2. There are an estimated 65 travelling showpeople's yards on 28 sites across Hampshire, and none on the Isle of Wight. These yards are the home and business base to approximately 174 households.
- 8.1.3. Five of the study area's local authority areas have no permanent sites within them. However, all areas benefit from the entertainment provided by the showpeople in the form of travelling fairs throughout the summer months.
- 8.1.4. While about two thirds of the showpeople population is satisfied with their present accommodation arrangements, overcrowding, planning disputes, lack of essential facilities and environmental hazards mean that the remaining third have serious problems with their site.
- 8.1.5. There is a high level of need, and therefore an urgent requirement to increase the supply of accommodation for the population of showpeople in Hampshire. It is clear that increased provision should address not only the problems of overcrowding on a number of sites, but also provide alternative sites to alleviate the problems caused by poor living conditions and unsuitable developments in the area of existing sites.
- 8.1.6. In total there is an immediate need for some 10 approved permanent sites and a further 3 by 2011, making a total of 13 sites.
- 8.1.7. New provision should take into account the fact that travelling showpeople run businesses that require vehicles and fairground equipment. This needs to be accommodated on the living site in order to comply with conditions set for its insurance.
- 8.1.8. There is also a need to provide safe, accessible and affordable temporary sites (pull-ins) for travelling showpeople to stop at *en route* to show grounds, or during intervals in the touring calendar, to reduce the unnecessary return of whole travelling showpeople households and all their equipment to their main site.
- 8.1.9. These will be used by travelling showpeople from the study area, but will also provide an important resource for those travelling from further afield, saving many unnecessary journeys across the country. Such sites will also contribute to SEERA and local authorities' sustainability objectives by reducing the amount of heavy traffic journeys on roads, and reducing amount the amount of fuel used.
- 8.1.10. It is important to recognise that 'accommodation need' in the travelling showpeople community is largely a planning issue, and that planning disputes are often complicated by low levels of understanding in the wider community of the nature of the travelling showpeople community.

8.2. **Conclusions**

- 8.2.1. Circular 04/07 advice states that all planning authorities should undertake an assessment of accommodation need for travelling showpeople and have a strategy of provision in a Development Plan Document (DPD), which would normally be part of a Gypsy and Traveller Development Plan Document. The Government's intention in producing the Circular is to ensure that all local authority DPDs include fair and achievable policies, ensure identified need is dealt with fairly and effectively, and make provision for the resultant land and accommodation requirements.
- 8.2.2. This study has been the first investigation by local authorities of the travelling showpeople population in Hampshire and the Isle of Wight. It has been based on the CLG's guidance for such work, but has adapted the methodology to better reflect with the situation in the study area. The work has been well supported by the local authorities, as well as by the community of travelling showpeople and the Showman's Guild.
- 8.2.3. In the absence of previous local authority research experience with this group and the timing of the survey, it has been necessary to develop a methodology expected to offer the best results over the course of the survey. This has entailed the use of an opportunity sampling methodology to locate respondents and the shortening of the survey questionnaire during the course of the fieldwork in order to achieve the highest response rate possible. As a result, while the findings are as robust as can be achieved at the present stage of knowledge, it is hoped that future surveys will improve on the methodology.
- 8.2.4. This study has successfully quantified the current and medium term accommodation requirements of travelling showpeople to 2011. It demonstrates that there is an urgent need for more sites across the study area and that very few sites have received planning permission in the last 10 years.
- 8.2.5. In line with SEERA's request that accommodation assessments should allocate the number of plots across districts based on need, the report includes such an allocation. This is based on the present distribution of sites across the study area, and takes into account the fact that five districts currently have no travelling showpeople's sites. They are the same districts which make no site accommodation provision for Gypsies and Travellers, as revealed in the recently completed Gypsy and Travellers' Accommodation Assessment (GTAA). Government advice on the GTAA stated that the lack of provision in an area does not indicate that there is no need.

8.3. **Recommendations**

- 8.3.1. A Hampshire & Isle of Wight Travelling Showpeople Planning Forum should be established with representatives of the Showman's Guild, local planning authorities and other relevant stakeholders, to enable travelling showpeople communities to provide new, self-funded accommodation sites in accordance with the Government's Communities Circular 04/2007.
- 8.3.2. Showpeople play an important role in providing affordable entertainment throughout the whole of Hampshire and the Isle of Wight, and all local

authorities should accept their responsibility in ensuring that the community is adequately accommodated. It is therefore recommended that the Hampshire Strategic Housing Group accept the distribution set out in Table 5-4.

- 8.3.3. Local authorities in Hampshire and the Isle of Wight should be asked through their representative bodies to agree in principle that travelling showpeople have an urgent need for a further 13 new sites with a capacity for 111 accommodation units, by 2011. All local authorities should accept their responsibility in ensuring that the community is adequately accommodated.
- 8.3.4. Representatives of the Hampshire and Isle of Wight Planning Officers Group should meet with members of the Showman's Guild to agree the criteria for Travelling Showpeople's sites for inclusion in Development Plan Documents.
- 8.3.5. Local authorities should implement the recommendations and guidance of Circular 4/07 which states that DPDs must include fair and achievable policies, ensure identified need is dealt with fairly and effectively, and make provision for the resultant land and accommodation requirements. These policies should ensure that:
 - Showpeople are given reasonable access to planning consent in order to resolve their present and future accommodation and business needs;
 - Local authority staff act in a professional manner and treat enquiries from travelling show people fairly; and that
 - Local authorities consider designating a named person to deal with enquiries and applications from showmen. These staff should receive specific training and should offer travelling show people the opportunity to have early, clear, pre application discussions.
- 8.3.6. Existing showpeople's sites need protection from alternative development and restrictive neighbouring development. This should also be included in Local Development Framework (LDFs) and Development Plan Documents (DPDs) and Core strategies.
- 8.3.7. Before the summer 2008 travelling show season commences, a meeting should be convened between show people representatives, planning policy, development control and one or more nominated elected members, to agree a way forward.
- 8.3.8. Further research should be carried out into the need for, and location of, "pull in" places between fairs.
- 8.3.9. Districts may wish to consider the Department of the Environment, Transport and Rural Affairs Committee (2000) recommendations concerning an increase in opportunities for fairs to be run.

Appendix 1: Detailed accommodation assessment model

A. Current residential supply (based on accommodation units)	
a. Current supply of occupied local authority accommodation units in Hampshire	0
b. Current supply of occupied accommodation units in Hampshire	174
Total Households	174
c. Number of unused accommodation units ¹	5
d. Number of accommodation units expected to come vacant in the near future	16
e. Number of families expressing a desire to live in housing	0
f. New local authority provision planned	0
B. Total accommodation unit provision available	195
Current demand (accommodation units)	
a. seeking accommodation in the area	16
b. on unauthorised developments on which planning permission is not expected	38
c. currently overcrowded (includes 'households' that need to move out in the next three years)	28
d. new households expected to arrive from elsewhere ²	0
e. in housing but with a need for site accommodation ³	0
f. living on sites which do not meet Decent Homes standard as a result of problems that cannot be rectified on site ⁴	24
C. Total existing demand	106
Current shortfall (C – (B – A))	85
Future demand	
a. family formation 2007 – 2011 (3%)	26
Arising need	26

¹ Of the 9 yards at Micheldever 5 are not currently occupied. It is unclear why they are empty but it appears to be a combination of cost, poor site conditions (i.e. poor drainage), and lack of access to local schools which are oversubscribed

² A need for people coming into Hampshire from outside was noted in the survey but, since this has not been measured through any widespread investigation outside the county, no figure is given here

³ No information on this issue is presently available

⁴ Developments adjacent to three sites in Hampshire mean that they fail to comply with the Decent Homes standard making them unsuitable for habitation and require relocation (see paragraph 4.9.2)

Appendix 2: Short and full questionnaires

Hampshire and Isle of Wight Strategic Housing Officers Group Travelling Showpeople's Needs Assessment 2007

Mail short survey October 2007

All the information that the person gives is covered by the terms of the Data Protection Act. It is confidential and will only be used for the purposes of the research into the accommodation needs of showmen in Hampshire. The questionnaires will be held safely and will not be passed onto anyone else.

Q0.1 Date of interview

Name of interviewer

Name of interviewee (This will only be used to prevent double counting unless the person gives their permission later in the questionnaire to be contacted at a later date)

Q0 Gender of interviewee

Male

Female

Section A: YOUR PRESENT SITUATION

Are you willing to answer questions about your present situation?

Yes/No (If 'No', go to Section B)

Q1 Do you think of yourself as a?

Travelling showman

Fairground traveller.....

English Traveller

Romany Gypsy

Irish Traveller.....

Not sure.....

Other (please describe yourself).....

Your yard: general questions

What is the name and address of your yard?

Are you adjacent to other yards?

How many yards are there?

How many vacancies are there?

Is the site full?

How many caravans are there on the other plots?

Do any households on other people's yards on the site stay on site all year?

How many households stay on site all year Excluding your own yard

Your yard: questions about your plot

How long have you lived at your yard ?

- 6 months but less than a year.....
- 1 year but less than 5 years
- 5 years to 10 years
- 10 years to 20 years.....
- More than 20 years.....
- All my life (however long)

Q11 What accommodation/equipment do you have at your yard when you are living there? (Write in number for each type of unit)

- House/ bungalow/flat/maisonette..
- Chalet - permanent site with planning permission
- Caravan - permanent site
- Riding devices
- Trailers/ stalls
- Lorries
- Private cars/4 wheel drives
- Vans

Q13 How would you rate your yard ?

- Very satisfied.....
- Satisfied.....
- Neither satisfied nor dissatisfied
- Dissatisfied
- Very dissatisfied

Is the living accommodation on your yard adequate for your needs? Accommodation: chalets or caravans

- Adequate
- Too small

Is the site space adequate for your needs?

- The whole pitch is too small
- Not enough space for living wagons
- No space to work on maintenance
- Harassment from outsiders.....
- Site lacks facilities / they are poor
- Problems with neighbours on site
- Other problem (please say what)

Q15 Do you have any worries about conditions at your yard?

- Yes Go to Q16

No Go to Q17

Q16 What are your worries about health and safety?

- Harassment/vandalism.....
- Lack of basic amenities e.g. water
- Rats/vermin
- Flood risk
- Overcrowding
- Emergency vehicle access
- Noise/air pollution
- Close to telephone mast
- Industrial land/contaminated land
- Access rights (e.g. access owned by someone else)
- Road safety
- Other (please say what)

Section H: FUTURE ACCOMMODATION

Are you willing to answer questions about your future accommodation needs?
Yes/No (If 'No', go to Section I)

Q76 Are you intending to move from your present yard?

- No Go to q86
- Wish to move, but cannot.....
- Don't know.....

Q77 Why are you intending to leave your present yard ?

- Overcrowding
- Harassment
- Business needs
- Neighbours: other people ON the site.....
- Neighbours: other people OFF the site
- Too far from shops
- Too far from doctors.....
- Too far from schools
- The surrounding neighbourhood.....
- Too far from family
- The quality of the site
- To be nearer to friends and family.....
- Eviction/ enforcement action
- Site not permanent (i.e. there is the threat of eviction).....
- Other reason (please say why)

Q78 What area are you intending to move to when you leave? (Tick up to 2 choices)

- Basingstoke and Deane
- East Hampshire.....
- Eastleigh.....
- Fareham
- Gosport.....
- Hart.....

- Havant
- Isle of Wight
- New Forest
- Portsmouth
- Rushmoor
- Southampton
- Test Valley
- Winchester
- South of England region
- North of England region
- East of England region
- West of England region
- Scotland
- North/South Ireland
- Wales
- Other
- Outside Great Britain

Q79 How many caravans vehicles/trailers/vans would you need to accommodate on a new site?

Write number

- Chalets
- Caravans
- Trailers
- Cars/vans
- Lorries

How many plots do you need in your yard?

How much space do you need?

- Half an acre
- 1 to 2 acres
- 3 to 3 acres

Section I: NEW HOUSEHOLDS FORMING

Are you willing to answer questions about your family's future accommodation needs?
Yes/No (If 'No', go to Section J)

Q86 Is anyone in your household (e.g. Sons, daughters or grandparents) likely to want their own independent accommodation in the next 3 years?

- No Go to Section J
- One household
- Two households
- Three or more households

Q87 Where do they want to live?

	<i>Household 1</i>	<i>Household 2</i>	<i>Household 3</i>
Site owned by your family with planning permission	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Private site owned by someone else	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Bricks and mortar housing	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Local authority or housing association site	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other (please describe this below)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Q88 Is there any space for them to share your yard with you now?

	Yes		No	
Household 1	<input type="checkbox"/>	Go to Q89	<input type="checkbox"/>	Go to Q88a
Household 2	<input type="checkbox"/>	Go to Q89	<input type="checkbox"/>	Go to Q88a
Household 3	<input type="checkbox"/>	Go to Q89	<input type="checkbox"/>	Go to Q88a

Q88a If not, why not? eg planning restrictions, overcrowding

Section E: YOURSELF AND YOUR FAMILY

Are you willing to answer questions about your immediate family ie household who are living with you?

Yes/No (If 'No', go to Section F)

Q47 How many people in your household live with you on your yard ?

	Male	Female	0-5	6-15	16-24	25-44	45-59	60-74	75 plus
You	<input type="checkbox"/>								
Partner/spouse	<input type="checkbox"/>								
Other: friends	<input type="checkbox"/>								
Other: workers	<input type="checkbox"/>								
Other: anyone else	<input type="checkbox"/>								
Mother	<input type="checkbox"/>								
Father	<input type="checkbox"/>								
Mother-in-law	<input type="checkbox"/>								
Father-in-law	<input type="checkbox"/>								
Child1	<input type="checkbox"/>								
Child2	<input type="checkbox"/>								
Child 3	<input type="checkbox"/>								
Child 4	<input type="checkbox"/>								
Brothers/sisters 1	<input type="checkbox"/>								
Brothers/sisters 2	<input type="checkbox"/>								
Nephews/nieces 1	<input type="checkbox"/>								
Nephews/nieces 2	<input type="checkbox"/>								
Grandchildren 1	<input type="checkbox"/>								
Grandchildren 2	<input type="checkbox"/>								
Grandparents 1	<input type="checkbox"/>								
Grandparents 2	<input type="checkbox"/>								
Other relative 1	<input type="checkbox"/>								
Other relative 2	<input type="checkbox"/>								

Are you a member of the Showmen's Guild?

Yes

No

Travelling

Q35 Do you return to your yard during the travelling season ?

Yes

No

Why do you return ?

Nowhere to stop

Children's schooling

Older relatives.....

Other reason (please say why)

Q36 Do you require a place to pull in between fairs during the travelling season?

Yes

No

Sometimes

Q39 How do you feel about the “pull in places” during the travelling season?

Q96 What three things could councils or the government do to improve your life?

Q97 Do you have any further comments you would like to make?

Q98 Would you like to be involved in any further consultation?

Yes Go to Contact details

No Go to End of questionnaire and thank

Could you give me your contact details? Name:

Address

Telephone number

Thank you for your time and help with this research

Please return to Steph Smith
Southampton City Council
PLEASE RETURN TO ME BY 15 November 2007