

INTRODUCTION

Twice each year, Scottish Councils are asked to undertake a count of the numbers of Gypsies/Travellers within its area. The counts are made on behalf of the Scottish Executive in order to build up a picture of the presence of these communities throughout Scotland in both the winter and summer months.

This report summarises the results of the count in January 2006. It assesses the numbers of households recorded on each of three types of stopping place used by these communities:

- ★ official Council sites;
- ★ privately owned sites;
- ★ unauthorised encampments.

Returns for the Council sites provide the most detailed and robust information based on site management records. As well as recording total numbers of households on each site they provide information on household size and population structure and about tenancy duration and patterns of movement on and off the sites. This degree of detail is not available for private sites and unauthorised encampments, so there has to be greater reliance on observation of numbers of caravans present at the time of the count. However, using the more detailed population data from the Council sites it is possible to estimate the likely numbers of people using these two types of stopping place.

From these three sources emerges an overall picture for Scotland, with estimates of total Gypsy/Traveller populations across the three types of location which in turn can be set within the context of similar recent winter counts¹. It must be emphasized that, since their introduction, these twice-yearly counts have never been intended to include those Gypsies/Travellers who have moved into settled accommodation, because of problems identifying such individuals and families within the wider Scottish population. At the same time it is acknowledged that some within this category may travel for short periods during the year and may therefore appear within the numbers recorded on unauthorised encampments or possibly on privately-owned sites at the time of the count.

The background to the counts

National counts of Gypsies/Travellers in Scotland were undertaken by the Scottish Office for the first time in March and August 1969 as part of a major study of these communities, covering not just their numbers and distribution but also their lifestyles, problems and needs². During the 1970s and 1980s a number of Scottish Councils and other agencies made sporadic counts in individual areas but no further comprehensive counts across Scotland were undertaken until the spring of 1992³.

1 This summary together with those for January and July counts from 2002 onwards can be found on the Scottish Executive Social Research Website (www.scotland.gov.uk/socialresearch), together with a comprehensive report on the first three years of the counts (RCS, *The Twice-yearly Count of Travellers in Scotland: The First Three Years*, Scottish Executive Central Research Unit, 2001). All of these are also available in printed form from the Scottish Executive Social Research Unit.

In 1997 the then Advisory Committee on Scotland's Travelling People piloted a new system of twice-yearly counts which could be undertaken by Scottish Councils on behalf of the Scottish Executive. These were intended to establish a more effective long-term Scottish information base. The twice-yearly counts were introduced throughout all Councils on a regular basis in the summer of 1998. With the January 2006 count, there is now a full eight years worth of consistent data on the scale of Scotland's Gypsy/Traveller communities, and patterns of use of the different kinds of stopping places in winter and summer.

The information base

The introduction to Report No. 4 in the current series (*July 2003*)⁴, addressed some of the most important issues to be taken into consideration when interpreting the data included in these summaries, including:

- ★ main terms and assumptions;
- ★ nature and robustness of data depending on the different types of place where Gypsies/Travellers stay;
- ★ estimating total numbers of Gypsy/Traveller households in each Council area;
- ★ grossing-up household and person numbers for Scotland as a whole;
- ★ the problems of missing returns and occasional need for data imputation to allow year on year comparisons.

The main points regarding interpretation are summarised below or are referred to within the main text of the present report. By their nature, each of the three types of location generates information with different levels of detail and robustness.

Although many tenants on Council sites now live for increasing periods on the same site, others within the Gypsy/Traveller communities continue to adopt a fully or partly-mobile lifestyle. A significant proportion continues to travel for all or most of the year, not just within Scotland but often between different parts of the British Isles. It is generally recognized that attempting to count such communities accurately has always been a difficult and somewhat inexact science. Using a structured

return form for each Council area, each set of data discussed under the individual section headings is important in its own right, creating a picture of overall numbers of Scotland's Gypsy/Traveller communities at different seasons.

As already noted, robust data on household numbers and on household size is only available for Council sites. For privately-owned sites and for unauthorised encampments a rough but consistent rule of thumb measure of one caravan equating with one household enables equivalent populations to be estimated for these.

In the final section of the report data is compared over time across Scotland as a whole; where data is missing for an individual count for a particular Council, total numbers have been estimated by imputing data from the council's most recent count for the equivalent season. Examination of the pattern of previous counts suggests that in such cases any effects are minimal on the overall picture. Returns were not available for three Councils in January 2006 and in a few places in the final section of the report imputation was necessary. This accounts for minor differences in numbers between the individual sections and the final overview.

Acknowledgements

As in all these counts the part played by Council staff throughout Scotland must be acknowledged. All but a few Councils now have their own official sites, whose site managers provide the principal under-pinning to the returns, not just via their own site management records plus information which they hold on any local private sites but particularly for their knowledge of their 'patch' and their networks of local contacts which enable information to be gathered on the scattered unauthorised encampments, often used only sporadically, in remote areas and not easily identifiable locations. Even in Councils without official sites, input from staff in a variety of departments helps to build up a picture of occasional private sites and of occasional unauthorised encampment. The Traveller Site Managers Association, the main co-ordinating and training body for Scottish site managers is also a valuable source of information, particularly of changes in site staff and their contact points. Without the assistance of all these people, this picture of Gypsy/Traveller presence in Scotland could not be created.

⁴ See footnote 1 on page 1.

SUMMARY OF FINDINGS

- ★ In January 2006 (*including imputed data for three Councils*) the number of Gypsy/Traveller households was estimated at 299 households on Council sites, 107 on privately-owned sites and 119 using unauthorised locations.
- ★ The total Gypsy/Traveller population (*including imputed data*) was 525 households, equivalent to 1628 people.
- ★ Although 37 Council sites were developed for Gypsies/Travellers between 1978 and 2002, four complete sites have subsequently been permanently closed, reducing the total to 30 all-year sites plus three summer-only sites.
- ★ With the loss of four complete sites, together with a small number of individual pitches the overall pitch total has been reduced from 599 to 517. Of these only 480 are open throughout the year.
- ★ Of Council sites open in January for which data was available, 76% of possible pitches were let and 68% were occupied on the count date.
- ★ One in three of the Council sites had all their pitches let.
- ★ Three quarters of tenants on Council sites had been based there for more than a year, the great majority of them for more than two years.
- ★ Only 14% of the lettable pitches on the Council sites had changed hands over the preceding six months.
- ★ Mean household size on Council sites remained fairly consistent at 3.1. Older people continue to account for a much smaller proportion of the total than in the Scottish population as a whole.
- ★ Ten Councils identified privately-owned sites sometimes available for Gypsies/ Travellers. Of 15 identified sites, 10 were said to be available all year, four available only in the summer months and one only in winter.
- ★ Seven of the privately-owned sites were operated specifically for Gypsies/Travellers, the others being holiday or touring sites occasionally accepting them at particular times of the year.
- ★ A total of 107 households were recorded as occupying privately-owned sites, nearly all (99) being classified as long-stay (four weeks or more).
- ★ Twenty Councils indicated that unauthorised encampment by Gypsies/Travellers occurs within their areas, either regularly or occasionally. At the time of the count, of 112 identifiable locations, 24 were occupied with a total of 114 households.
- ★ The January count shows the highest figures since the counts started, with a total of 525 households, compared to the eight-year winter mean of 441. The increase is particularly marked in the number of households using unauthorised locations.

COUNCIL SITES

The background to site development

The first national study of Travelling People in 1971 identified the principal problem of finding adequate places where they could stay legally, with access to services. In the light of this, in 1971 the then Scottish Office introduced a grant scheme to enable Councils to provide properly serviced sites (this ran until 1998, the last sites being opened in 2002). In the summer of 2005 the Scottish Executive announced new funding for sites for a period of three years to March 2008. Seventeen councils have now been awarded grant to improve their sites.

Changing site provision levels

Although the grant scheme was initiated in 1971, the first site was not achieved until 1978. The network of official sites grew over the subsequent quarter century, albeit slowly and often with uncertain progress and setbacks.

Between the first site in 1978 and the last two, in 2002, a total of 37 sites were developed in 26 Councils under the scheme and about half of these (16) subsequently were upgraded, in three cases with increased capacity.

Table 1 illustrates the pattern of site development, upgrading and also of closures up to the beginning of 2006.

Only three mainland Councils still have no sites (*East Ayrshire, East Renfrewshire and Inverclyde*), while no requirement for site provision has been identified within any of the three Islands Council. The site in Dalkeith in East Lothian is operated on behalf of both East and Midlothian Councils.

Site size is mostly in the 15-20 pitch range, thought at the outset to be the most effective balance between matching local need and site development costs, but can be as few as six pitches (*East Kilbride in South Lanarkshire*) up to the largest at 30 pitches (*Aberdeen City*).

Sites are based on a pattern of individual pitches, clearly demarcated and with space to accommodate a large residential trailer caravan plus vehicle parking space sufficient for the usual large van or lorry. Each pitch also incorporates its own amenity

unit with bath or shower and toilet facilities, space for domestic appliances and household storage. Pitches also allow for trailers to be connected to both electricity and water. Sites usually include a manager's office and, in a few cases, residential provision for the manager on or adjacent to the site. Over recent years there has been increasing provision of some kind of community facility on some sites, sometimes taking over one or two pitches for this purpose where the level of demand for residential pitches has allowed. Sites are managed through a variety of Council departments, generally housing, social, community or environmental services.

Most sites are intended for year-round use, but three Councils have developed sites to meet specific seasonal need during summer months. Highland has a small seasonal site at Newtonmore, a main Gypsy/Traveller route between Edinburgh and the Inverness/Fort William areas. Another through route is that between Scotland and north-eastern England through the Scottish Borders and there is a small summer site, associated with a conventional tourist site near Peebles. In Aberdeenshire a large site in Banff, is used as base for Gypsies/Travellers working in that part of north-east Scotland throughout the summer months.

Although the number of sites has grown over the years, there have also been losses with a significant effect on overall pitch availability. Most serious has been the permanent closure, since 1996, of four complete sites. Two of the three sites developed in North Lanarkshire have been closed following local problems (*Motherwell - 26 pitches; Coatbridge - 16 pitches*), leaving that Council - initially with the highest pitch levels of all Scottish Councils - with only a single 16-pitch site at Airdrie. Another loss is the Paisley site in Renfrewshire, closed following major vandalism in 1998. The most recent loss is the 20-pitch site at Elgin in Moray. Although this had a history of vandalism in the past it is now permanently closed as the land is required for flood alleviation works.

Apart from these complete site losses, occasional losses of the odd pitch has occurred here and there for community reasons (*two in Stirling; one in Highland [Inverness]*) or to provide a residential pitch for a site manager (*Arran in North Ayrshire*).

Table 1 – Site Development 1971 – 2005 and Occupancy Level in January 2006
(Base = 37 sites)

Site	Date opened	Date upgraded	Date closed	No. of pitches A (*1)	Pitches added B (*2)	Pitches lost C (*3)	Net pitches D (*4)	% tenanted Jan. '06 E (*5)
SITES INTENDED FOR ALL-YEAR USE								
Argyll & Bute (<i>Lochgilphead</i>)	1978	1992		14	-	-	14	86
Angus	1980	2002		15	3	-	18	100
W. Dunbartonshire	1981	1992		20	-	-	20	100
Aberdeen City ***	1982	2003		20	10	-	30	50
N. Ayrshire (<i>Arran</i>)	1982	1993		8	-	1	7	43
N. Lanarkshire (<i>Motherwell</i>)	1982	1996	1996	20	6	26	0	N/A
Perth & Kinross	1982	1993		20	-	-	20	80
Edinburgh	1983	1994		20	-	-	20	95
Argyll & Bute (<i>Dunoon</i>)	1984	1996		10	-	-	10	80
Clackmannanshire ***	1984	1997		16	-	-	16	44
Falkirk	1985	2002		15	-	-	15	87
Highland (<i>Inverness</i>)	1985	2002		20	-	1	19	63
S. Lanarkshire (<i>Larkhall</i>)	1987			22	-	-	22	100
Fife (<i>Cupar</i>)	1988			20	-	-	20	100
Highland (<i>Spean Bridge</i>)	1989	2002		15	-	-	15	47
N. Ayrshire (<i>Irvine</i>)	1989			16	-	-	16	100
N. Lanarkshire (<i>Coatbridge</i>)	1989		2003	16	-	16	0	N/A
Renfrewshire	1989		1998	16	-	16	0	N/A
S. Ayrshire	1989	1999		8	-	-	8	100
Glasgow	1990			10	-	-	10	20
S. Lanarkshire (<i>E. Kilbride</i>)	1990			6	-	-	6	83
Argyll & Bute (<i>Lorn</i>)	1991			8	-	-	8	88
Moray	1991	2002	2004	20	-	20	0	N/A
W. Lothian	1991			23	-	-	23	22
Dundee	1992			20	-	-	20	85
Dumfr. & G/way (<i>Dumfries</i>)	1993			18	-	-	18	78
Highland (<i>Kentallen</i>)	1993	2002		12	-	-	12	100
East & Midlothian **	1994			20	-	-	20	90
Dumfr. & G/way (<i>Glenluce</i>)	1995			14	-	-	14	29
Fife (<i>Kirkcaldy</i>)	1995			18	-	-	18	100
Stirling	1996			20	-	2	18	55
N. Lanarkshire (<i>Airdrie</i>)***	1997			16	-	-	16	0
E. Dunbartonshire	2002			15	-	-	15	7
Fife (<i>Kelty</i>)	2002			12	-	-	12	100
Totals : all-year sites	n = 34	n = 16	n = 4	543	19	82	480	(mean = 71)
SITES INTENDED FOR SEASONAL USE ONLY (closed at time of January 2006 count)								
Scottish Borders	1982	1994		10	-	-	10	N/A
Aberdeenshire	1989			20	-	-	20	N/A
Highland (<i>Newtonmore</i>)	1994			7	-	-	7	N/A
Totals : seasonal sites	n = 3	n = 1		37	0	0	37	
TOTALS : ALL SITES	n = 37	n = 17	n = 4	580	19	82	517	(mean = 71)
<p>** A joint return is made for East Lothian and Midlothian Councils.</p> <p>*** For this table data for the nearest previous winter count has been imputed in the absence of a return</p> <p>Note 1 Capacity of site as originally designed and funded.</p> <p>Note 2 Additional pitches provided (generally at time of site upgrade).</p> <p>Note 3 Pitches lost from lettable potential (see text for reasons for individual sites).</p> <p>Note 4 Net number of pitches provided and theoretically lettable in January 2005 (A + B - C = D).</p> <p>Note 5 Includes tenanted pitches with occupants present together with those whose tenants are temporarily absent</p> <p>Note 6 N/A refers to those sites now long-term or permanently closed.</p> <p>Note 7 Excluded from the table :</p> <p style="padding-left: 40px;">Mainland Councils with no site provision: E. Ayrshire; E. Renfrewshire; Inverclyde.</p> <p style="padding-left: 40px;">Islands Councils with no history of regular Gypsy/Traveller presence at any season</p>								

In summary, although site upgrading increased all-year pitch numbers by 19 to a total of 562, the loss of four complete sites with a total of 78 pitches plus the loss of four individual pitches has now reduced the overall pitch provision for Gypsies/Travellers in Scotland to 480 in the winter months together with 37 summer seasonal pitches.

Site Occupancy

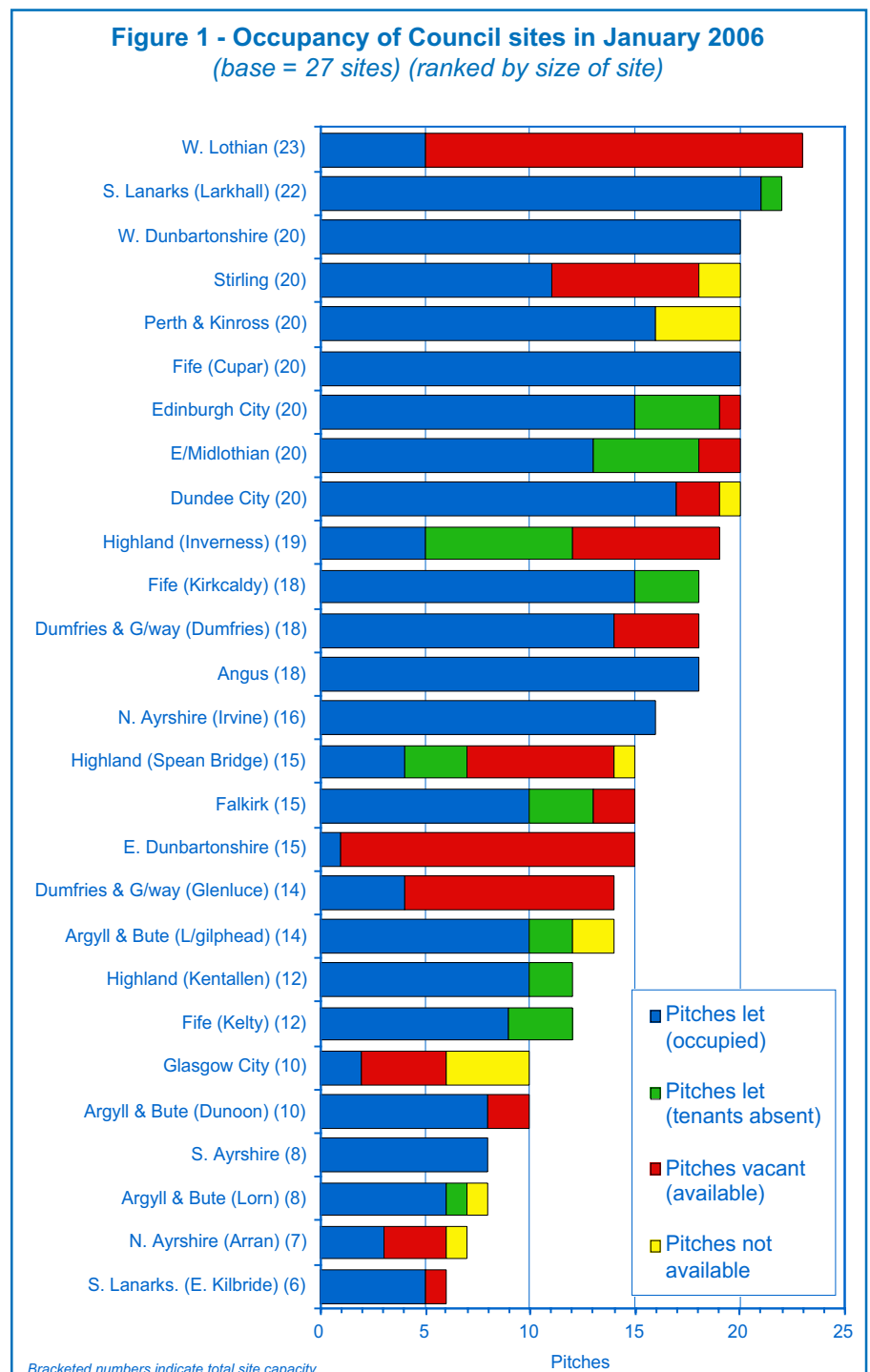
Provided there are vacant pitches on a site, any Gypsies/Travellers coming to an area may apply for a tenancy. In theory one pitch is intended to be occupied by one household. In practice there are occasional variations: a very large household may have to spread across two adjacent pitches, though only constituting a single tenancy; alternatively, two closely related households may have joint tenancy on a single pitch or visitors staying with tenants may lead to more than one household being recorded on a single pitch at the time of a count. Such pragmatic responses to local circumstances are fairly rare and probably short term.

More than one caravan may be allowed on a pitch, for example if a large household needs separate sleeping accommodation for some of its members or where it is needed for travel off-site for short periods, while part of the household remains on the site.

Council sites provide the richest and most robust data, drawn from site management records and enhanced by site managers' extensive experience of local situations and events. Data includes numbers and size of households, population structures and duration of stay on the site at a level of detail not available on private sites or unauthorised encampments. Patterns of movement on and off sites over the six months since the previous count can also be assessed.

Site usage is assessed in terms of the proportion of pitches falling into each of four categories at the time of the count:

- ★ 'let (occupied)' - tenants occupying pitch at the count date;
- ★ 'let (absent)' - tenanted but with tenants temporarily away from the site;
- ★ 'vacant (available)' - pitch available for potential tenant;
- ★ 'not available' - pitches which cannot be let for some reason.



For Scotland as a whole, the occupancy level in January 2006 was fairly high with almost three-quarters (71%) of total pitches tenanted (*NB this takes account of imputed data for the three sites for which no data was available: Aberdeen City; Clackmannanshire; North Lanarkshire*) and substantially higher than the similar figure for the previous winter (63%). However, within this mean, levels vary markedly from site to site. Figure 1 shows occupancy patterns for the 27 sites for data was available.

Although thirty sites were officially open for use at the time of the January 2006 count (*i.e. excluding three seasonal and four closed sites*), a total of 480

pitches. In practice, data was available for only 27, a total of 420 pitches. The occupancy patterns for these are summarised as follows:

- ★ Of 420 pitches on 27 sites, 320 (76%) were let at the count date;
- ★ 286 pitches (68%) were occupied at the count date, accounting for almost nine out of ten tenanted pitches;
- ★ 34 pitches (8%) were let but with their tenants absent at the count date;
- ★ almost all pitches without tenants (84 or 20%) were still classed as vacant (available);

★ 16 pitches (4%) were classed as not available.

The proportion of pitches let (*i.e. both occupied and with absent tenants*) is higher than the equivalent figures for winter counts in 2005 (63%) and 2004 (60%), but closer to the 2003 figure (69%). Comments from site managers suggest that the higher levels of occupancy on this occasion reflect quieter and more settled conditions over recent months following a number of incidents over the past year or two, involving vandalism and violence, leading to tenants leaving sites and being afraid to return.

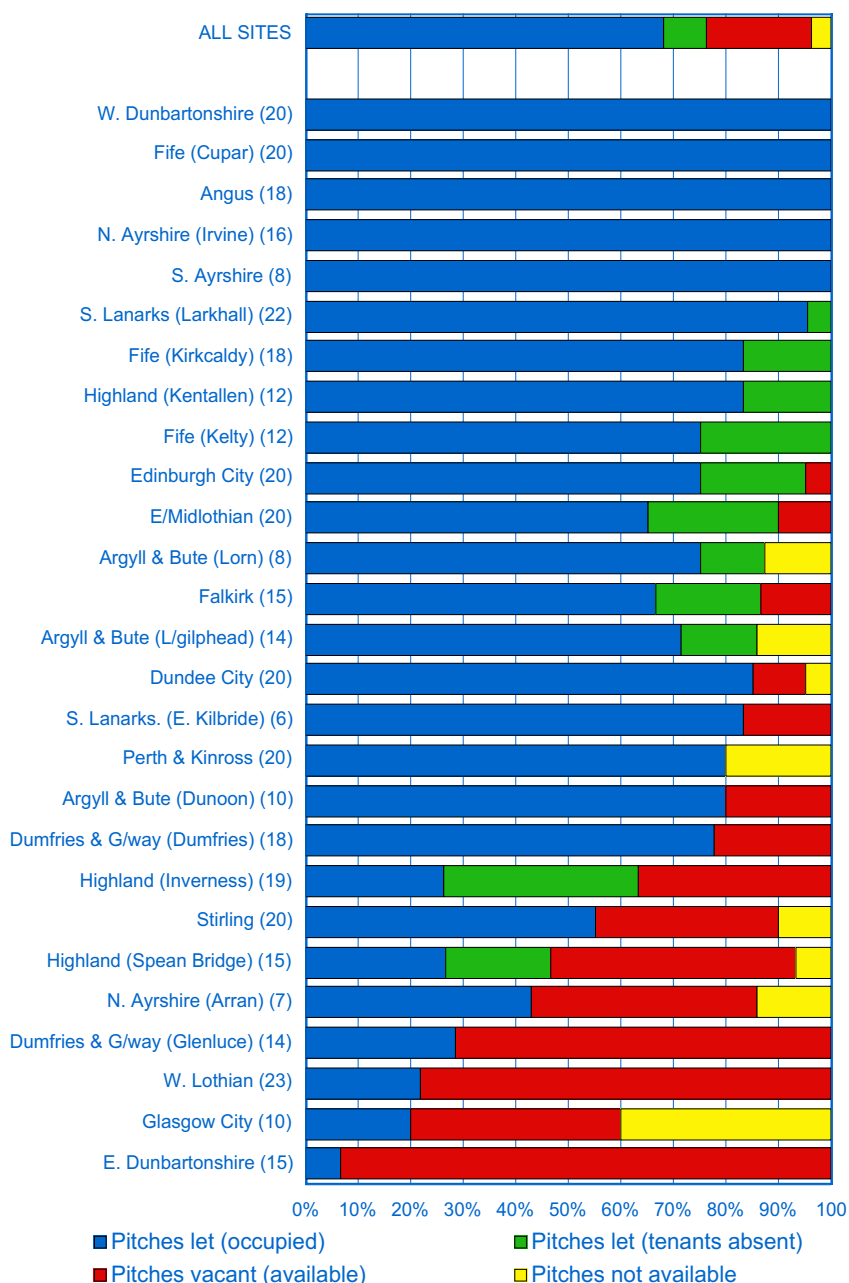
Despite high mean occupancy it conceals significant variations for individual sites (Figure 2). One site in three had all its pitches let in January 2006 with a similar proportion having at least four out of five let. At the other end of the spectrum, one site (*East Dunbartonshire*) had only one of 15 pitches let while another three had fewer than one in three.

Across the 27 sites, one in five of all pitches (20%) were vacant but available for prospective tenants. Only eight sites indicated pitches were not available for letting, ranging from one to four on individual sites. In most cases

Figure 2 - Occupancy proportions in January 2006

(base = 27 sites)

(ranked by percentage of tenanted pitches)



Bracketed numbers indicate total site capacity

these were out of use for upgrading or as a result of vandalism.

Experience has shown occupancy levels on sites can sometimes change quite rapidly. Inter-family disputes, arrival of new and perhaps unwelcome family groups or sudden vandalism often lead tenants to move elsewhere. When the situation has been resolved they may eventually begin to drift back to the site and take up tenancies again. The count forms ask for comments about any such events over preceding months which may be reflected in occupancy levels at the time of the count, e.g.

'Different social group moved on the site - some tenants not wanting to live beside them.'

Figure 3 illustrates how these, and other, circumstances such as closure for upgrading, affect the extent to which 32 sites have been tenanted over time (*it excludes seasonal sites and two sites closed over the whole period of the counts*). The centre trace shows the mean percentage, in descending order, of each site's tenanted pitches over all the counts for which it was open. The top and bottom traces indicate maximum and minimum percentages of tenanted pitches achieved at any count. Half the sites have shown mean occupancy of better than 80%, but at the other end of the

spectrum one or two have struggled to have even a third of their pitches tenanted. While 20 sites have achieved full occupancy at some point, these have also been offset by major swings in the other direction and it is these which reflect some of the more serious incidents over the years.

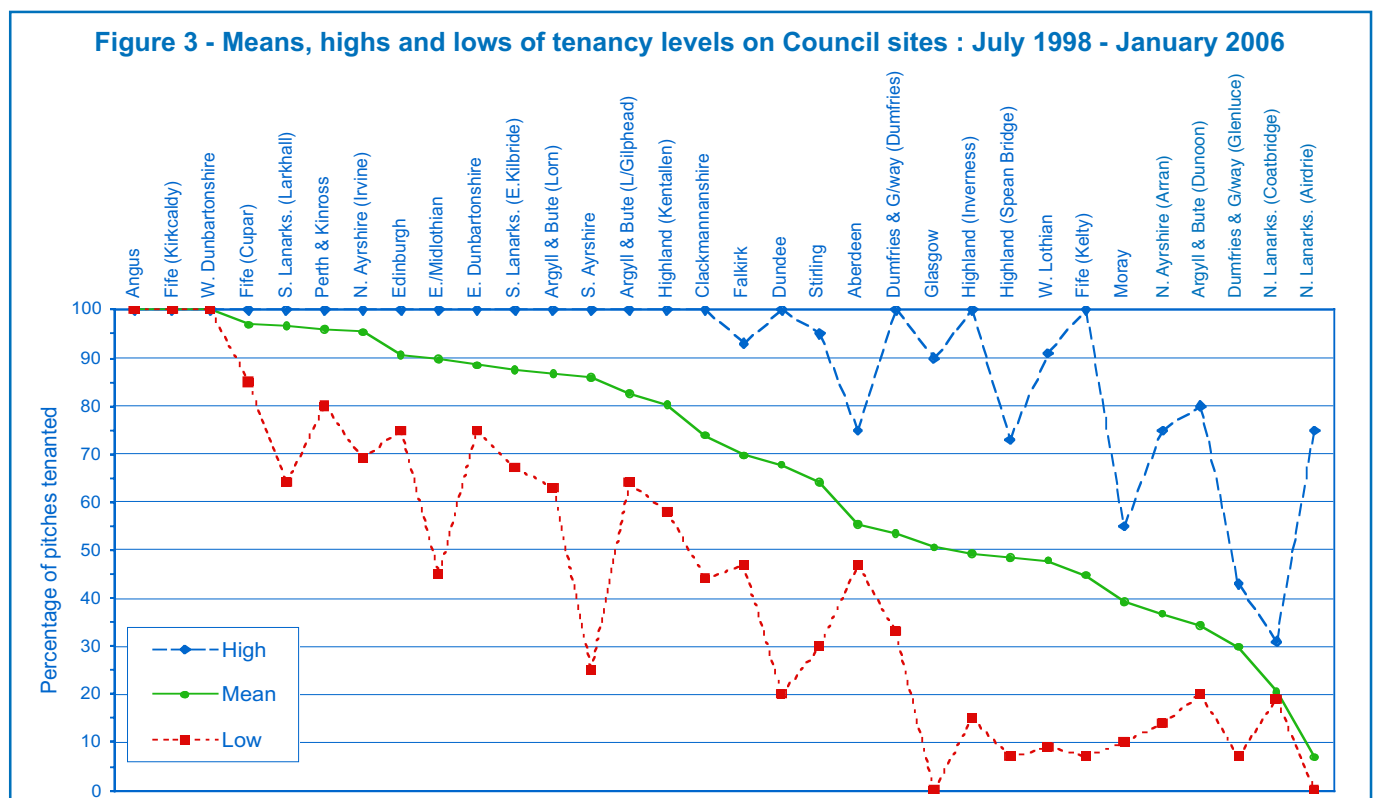
The number and detail of comments on 'significant events' varies and their absence may represent 'no news is good news' but they enhance the picture, reflecting events within a wider area of Scotland or from count to count. Some help to explain why pitches are untenanted or are not available for use.

'Four pitches still being held as void for refurbishment programme.'

Although the January 2006 count provided fewer comments than some, a number indicated that things had quietened down in some areas adversely affected over the previous year or two.

Tenant Movement

Temporary absence from a site without relinquishing a tenancy is usually permissible for up to 12 weeks in the year. Though generally more common in summer months, when mobility is greater, it occurs at other times of the year for various reasons, whether seeking work, visiting relatives or just



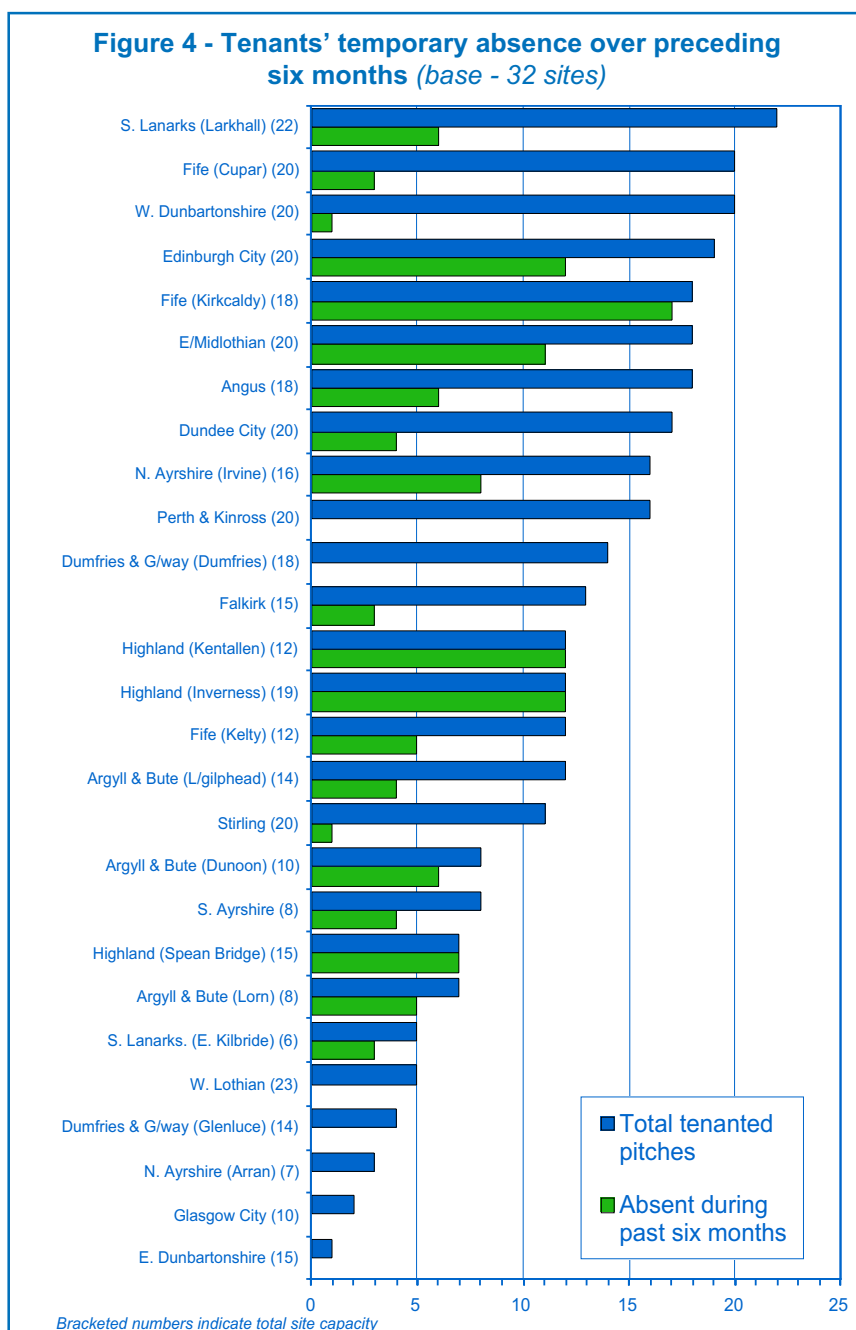
simply 'travelling' In January 2006, on the 27 sites fewer than one in ten pitches had tenants who were away at the time of the count. In practice 16 of the sites had no absent tenants and of the 11 which did, with the exception of the Inverness site in Highland, none had more than a quarter away at the time.

Although absence was low at the time of the count itself, the return also looks back at the extent to which tenants have availed themselves of this option during the previous six months, i.e. the late summer and autumn. Figure 4 shows such absences in relation to total tenancies on each of the 27 sites with data. Absences are essentially site managers' estimates rather than hard data but seven sites had had no absences while 14 were in single figures. Only on three sites had all or nearly

all been away at some point and no pattern emerges in terms of size, type or site location.

Tenancy change

Despite the preponderance of long or fairly long stay tenants, some relinquish their tenancy and move elsewhere for a variety of reasons such as work pressures or to be near to other family members. Other moves may be triggered by changes in the mix of tenants on a site or by events within the wider Gypsy/Traveller community. Occasionally too, a household may leave or be asked to go for breaching the tenancy conditions. As with waiting lists, other factors, such as the perceived desirability of a particular site may encourage both outward and inward movement.



One in three of the 27 sites experienced no changes of tenancy over the six months leading up to the count. Overall only 44 out of 319 tenancies had changed hands and even within these the number only ranged between one and four across the 18 sites. Although the small, seven-pitch seasonal site at Newtonmore in Highland was closed at the time of the count, it was noted that it had had as many as 11 changes before it closed for the season, an indication of its essentially through-route role. Waiting lists for pitches were recorded on only 12 of 27 sites. However, these included a total of 82 households on their lists, substantially higher than the previous winter (62 on 11 sites), which in turn was higher than its predecessor. Thirty-seven potential tenants across ten sites were said to have been turned away for lack of space.

Perhaps not surprisingly, the longest waiting lists occurred on longer established, large sites, with high levels of long-term tenancies and hence little likelihood of vacant pitches. As in 2005 these include South Lanarkshire (Larkhall); Perth & Kinross; Fife (Kirkcaldy); Angus; and North Ayrshire (Irvine).

Length of stay on sites

Figure 5 shows tenancy duration in terms of total numbers of tenants (both present and temporarily absent) at the time of the count. Long-term tenancies were rather higher than those in the previous January, possibly a reflection of the rather quieter conditions.

Longer stays

- ★ 54% of tenants had been there for more than two years (compared to 44% in January 2005);

- ★ 18% had been there for between one and two years (16%);

Medium stays

- ★ 11% had been there for between six months and a year (15%);
- ★ 8% had been there for between three and six months (12%);

Short stay

- ★ 9% had been there for three months or less (13%).

Some longer established and larger sites stand out by reason of a combination of high occupancy levels and tenancy longevity, indicating a population which has settled on a long-term basis.

People

It is Council site records which provide data not just on the number of households but on their structure in terms of the total number of people in each of a number of age bands (NB - no individual household or person is identified within the count). It enables population profiles and mean household size to be built up for each site. From these, mean household size can be generated across all Council sites and, used in conjunction with numbers of caravans on private and on unauthorised encampments, can provide population estimates for each of these two groups and in turn an overall estimate of the Scottish Gypsy/Traveller population.

The population on the 27 sites in January 2006 may be summarised as follows:

- ★ 285 households
- ★ 888 people
- ★ mean household size of 3.1

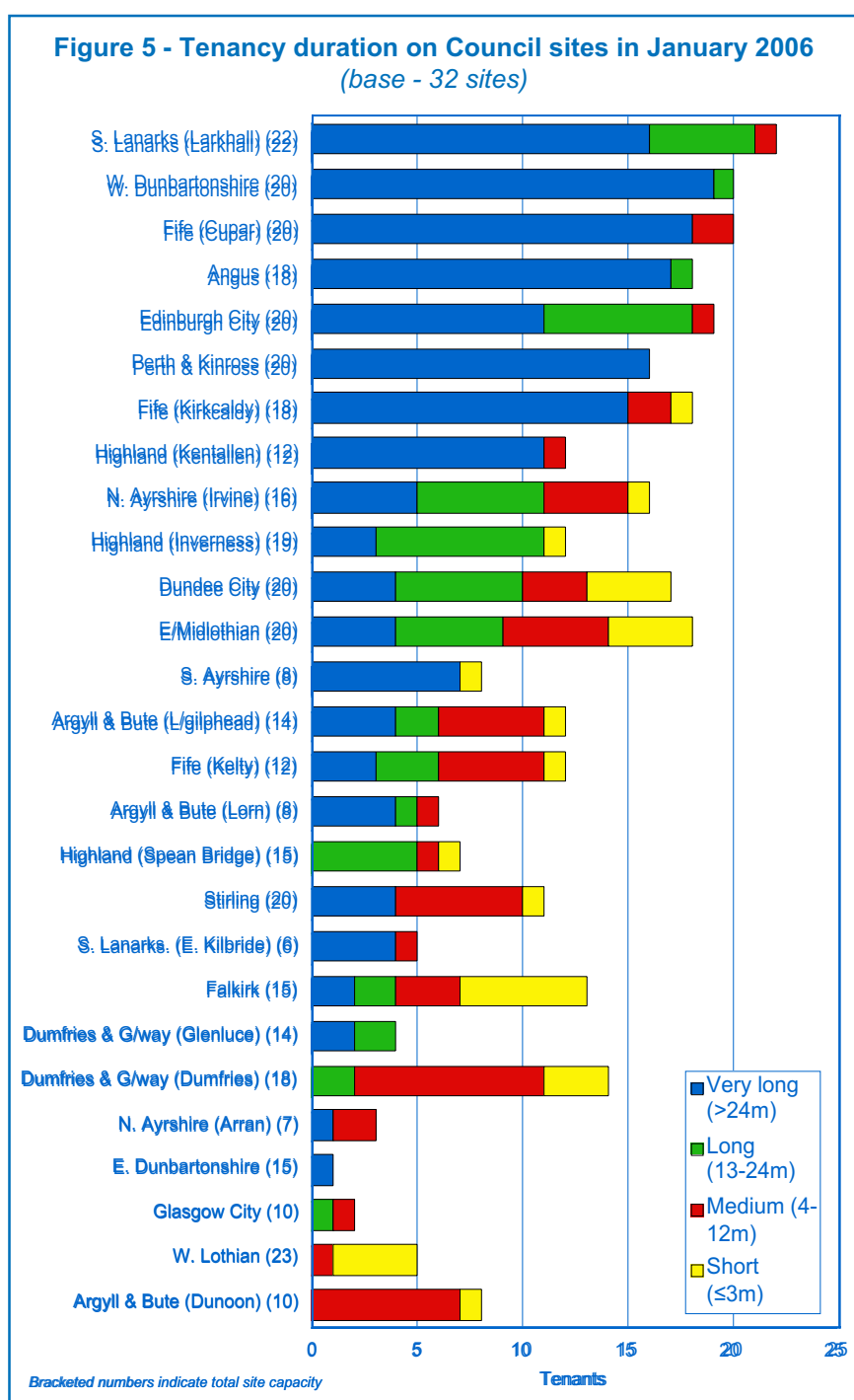
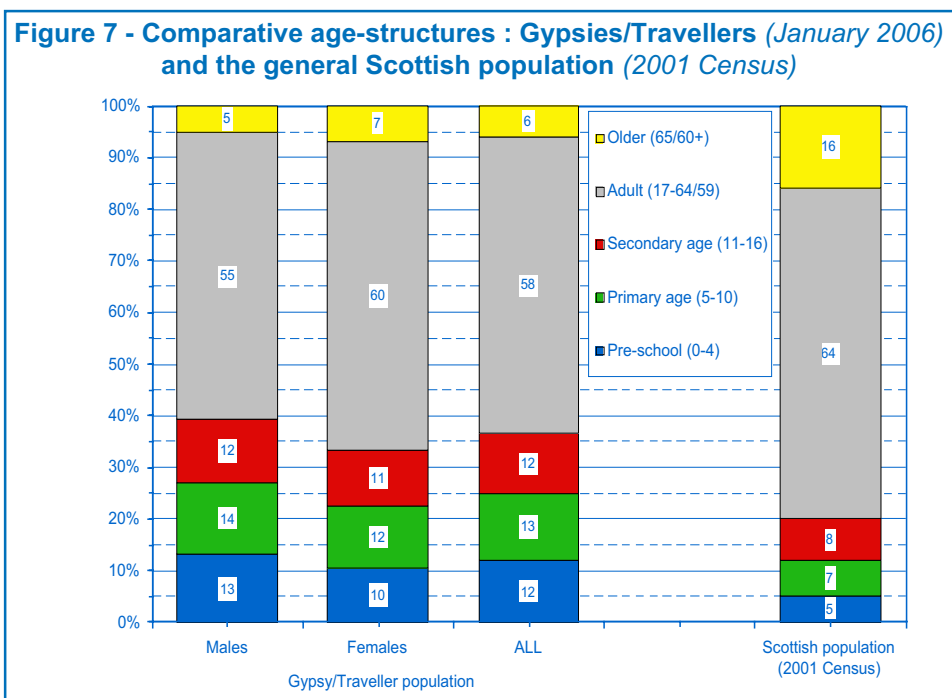
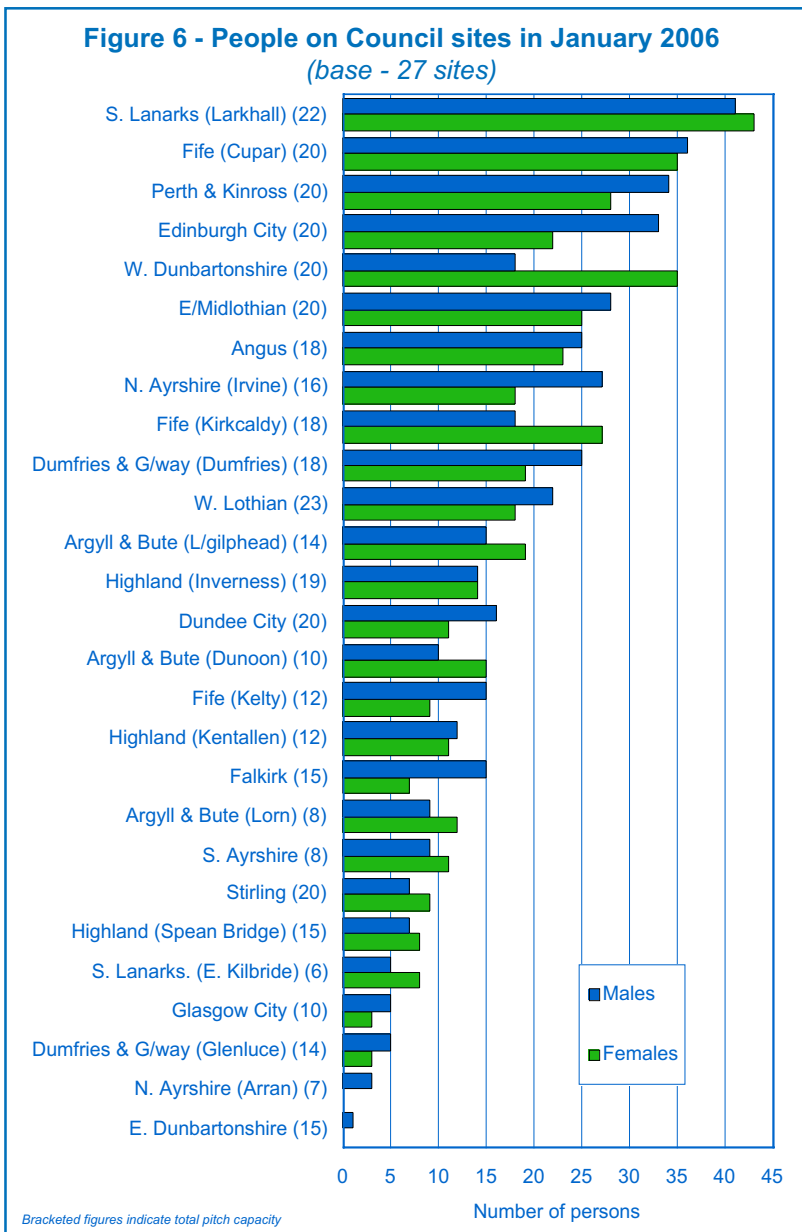


Figure 6 shows the numbers people on each of the 27 sites.

Within this population, the age-structure remains broadly as in previous counts and with little or no difference in pattern between males and females:

- ★ Pre-school-age children account for 12% of the total;
- ★ School-age children (5-16) account for a quarter of the total (25%);
- ★ Adults (16-64/59) account for just over half the total (58%);
- ★ Older people (65/60+) once again account for only 6% of the total.

However, Figure 7 emphasises the difference between the make-up of the Gypsy/Traveller population when compared with the general Scottish population. While the proportions in the adult or working age population is only marginally lower, among the Gypsy/Traveller population the proportions of pre-school and school-age children are much higher, accounting for more than a third of the total, whereas that of older people (aged 64/60+) is markedly lower compared with almost three times as many of these in the settled population.



PRIVATELY-OWNED SITES

There are two types of privately-owned caravan sites for Gypsies/Travellers. Some have been established by Gypsy/Traveller families themselves for extended family use and sometimes allow access to other known families. Alternatively a few conventional holiday or touring caravan sites will sometimes accommodate Gypsies/Travellers, at certain times of the year.

Twice-yearly counts seek information about both such sites. Council site managers are generally aware of the existence of private sites in their areas, though in practice these are not always easy to identify. Levels of information depend on the extent to which managers are able to develop contacts with private site-owners. These have no obligation to provide information for the counts and may be reluctant to provide it. Private sites tend to be much more informally laid out and managed than Council sites, rarely with the same individual facilities or distinction between pitches. With no formal records

available, the count generally has to rely on observation/estimation of caravan numbers and adopt a rule of thumb measure of one 'caravan' equating with one 'household'; using mean household size across Council sites as a whole then gives estimates of numbers of people on private sites. Any variations from this measure probably balance out, given the small number of sites involved. The other kinds of information which Council sites provide, such as length of stay and turnover patterns, are not sought for private sites, as it is unlikely to be feasible to obtain.

Availability

Private site numbers appear not to have varied a great deal in recent years. Across all the counts from 1998 to 2006, both in summer and winter, the average has remained around 20 sites, mostly for all-year use, with about a third just for summer use.

Table 2 – Privately-owned sites in January 2006
(Base = 28 Councils)

	No. of sites			Site	Site type*	H/holds		Use over previous 6 months**
	All-year	Summer only	Winter only			short stay	long stay	
S. Lanarkshire	2	1	0	a	G	6	10	A
				b	G	0	22	A
				c	H	0	0	B
E. Ayrshire	0	1	1	a	G	1	0	B
				b	H	0	0	B
Highland	1	1	0	a	H	1	0	B
				b	H	0	0	B
Scottish Borders	2	0	0	a	H	0	15	A
				b	H	0	0	B
Angus	1	0	0	a	G	0	16	A
Dumfries & Galloway	0	1	0	a	H	0	0	B
E. Renfrewshire	1	0	0	a	G	0	16	A
Falkirk	1	0	0	a	G	0	0	B
Fife	1	0	0	a	G	0	20	A
Perth & Kinross	1	0	0	a	H	0	0	B
TOTALS	10	4	1		7/8	8	99	6/9

* Site type : **G** = provided specifically by/for Gypsies/Travellers

H = primarily for holiday/touring use

** Frequency of use over previous six months : **A** = Continuous

B = Occasional

The following Councils recorded no private sites of any kind:

Aberdeenshire; Argyll & Bute; Comhairle nan Eilean Siar; Dundee City; East/Midlothian; East Dunbartonshire; Edinburgh; Glasgow City; Inverclyde; Moray; N. Ayrshire; Orkney Islands; Renfrewshire; Shetland Islands; South Ayrshire; Stirling; West Dunbartonshire; West Lothian

No data were available for Aberdeen City, Clackmannanshire or North Lanarkshire

However, variations over the whole period reflect some missing returns, variable local knowledge of sites' existence, particularly where Council personnel change over time, or just uncertain readiness of holiday site owners to accept Gypsies/ Travellers.

Table 2 summarises the private sites recorded in January 2006. Ten Councils referred to a total of 15 sites, eight to sites available all-year round, four to summer-only available sites and one to a winter-only site. This pattern replicates almost exactly that of January 2005, apart from the fact that then both Aberdeenshire and North Lanarkshire each also recorded a summer use site. The first now seems to have disappeared. The latter may still exist though there was no North Lanarkshire return in January. The other difference is that Scottish Borders has now recorded two all year private sites not identified in January 2005.

Of 15 sites identified, seven were provided for/by Gypsies/Travellers and therefore probably more likely to be available over a longer timescale. Eight were identified as primarily holiday/touring sites but their availability to Gypsies/Travellers is more unpredictable and dependent upon owner attitudes when access is sought.

All but one of the Gypsy/Traveller sites were in use at the time of the count with substantial numbers of households. Six of the eight holiday/touring sites were unoccupied, though this is more likely since most holiday/touring sites are only licensed for summer use. Of the two occupied sites, one had as many as 15 long-stay households on the count date, the other only a single short-stay household.

As noted earlier, occupation levels on private sites are mostly based on a count of the number of caravans:

- ★ A total of 107 households were recorded on the occupied sites (*January 2005 = 90*);
- ★ 99 of the households were classed as long-stay of four weeks or more (*2005 = 75*);
- ★ 8 households were classed as short-stay of up to four weeks (*2005 = 15*);
- ★ Almost all the long-stay households were on the Gypsy/Traveller sites, numbers ranging from ten to 22, only of these having a few (six) short-stay households.
- ★ Five of the seven Gypsy/Traveller sites were said to have been in continuous use over the preceding six months. The other two, only one of which had anyone on it, were said to have been used occasionally. Only one of the holiday/touring sites had been in continuous rather than occasional use.

The numbers of households using privately-owned sites has fluctuated widely over the eight winter counts since January 1999 (108; 59; 139; 97; 86; 116; 90; **107**), possibly reflecting the more uncertain availability of holiday/touring sites accepting them, or their reluctance for it to be known. As none of the three Councils with missing data had recorded any households on private sites in January 2005, imputed data does not affect the overall household total.

UNAUTHORISED LOCATIONS

Despite the provision of a substantial network of official Council sites, supplemented by private sites, unauthorised encampment continues to account for a substantial proportion of Gypsy/Travellers in Scotland. While this tends to be greater in summer, averaging almost a third of the total over the past eight years, it is also present during the winter when it has averaged one in eight of all households over the same period (Figure 8) (Table 3).

In urban areas such encampments are usually on waste land, mostly associated with the fringes of industrial estates rather than close to housing. In rural Scotland it may be in corners of farmland, roadside verges or cut-offs or on the shores of sea

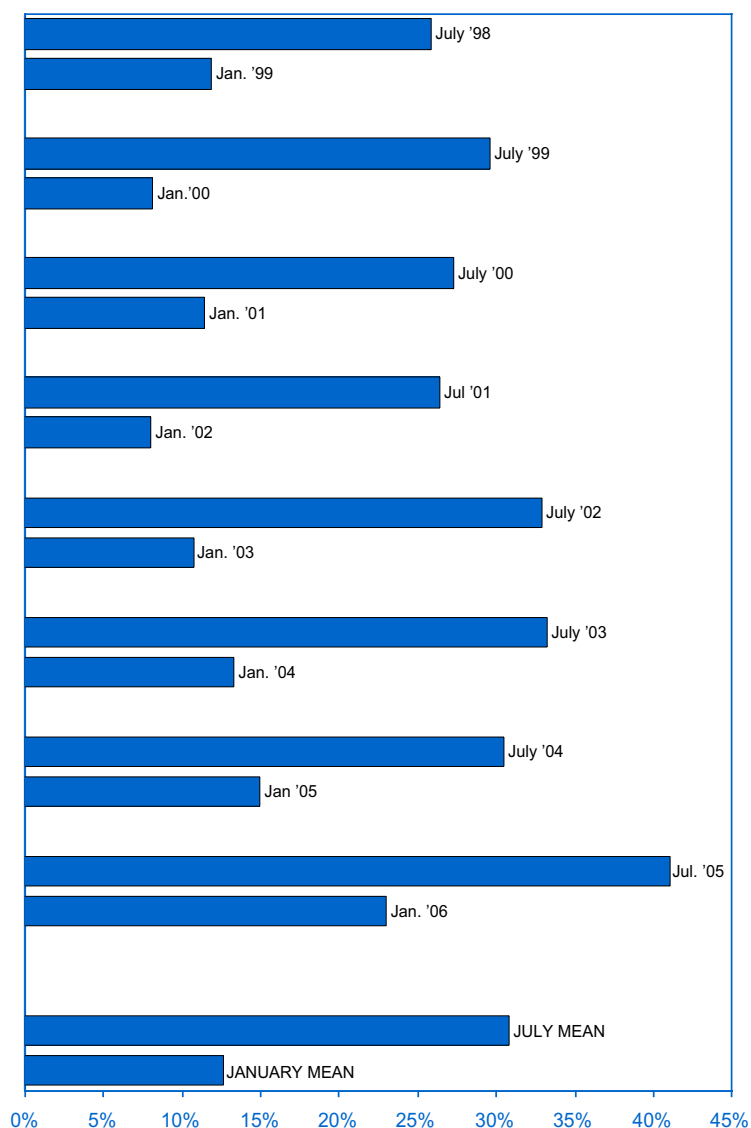
or loch. Many Gypsies/Travellers move via regular routes and know places where they can stop, sometimes traditional places, either out of sight or tolerated by landowners for short periods or under certain conditions. Many are returned to year after year or over generations.

Compared with Council sites and even the private sites, where residents are likely to be fairly static, or movement patterns are known, the fact that the count is one day snapshot means that chances of unauthorised encampment at a known point on the count date can be low. By choice, such encampments may not be easily visible, particularly in rural areas. Alternatively, even if an encampment

has been accepted by the authorities for a brief period, it may suddenly be vacant at the count date even though it may have been occupied for some time beforehand and subsequently. Over recent years the part of the count form dealing with such encampments has been modified to give a better idea of patterns of use of places known to be occupied at different times. Additionally, one or two Councils have started to provide supplementary lists of occupancy places and dates, sometimes also with numbers of households and duration of occupation which helps to build up a fuller picture.

Unauthorised camping may be the only option for some Gypsies/Travellers. From the perspective of availability of legal places to stay, three mainland Councils still have no official sites, while in the three Island Councils over the years there has been little demand justifying permanent provision, though Orkney has occasionally recorded summer presence. Increasing levels of long-term tenancy on Council sites leads to few casual vacancies. The fairly small number of private sites and their generally small size also limits them as alternative options, particularly for short-stay visitors and only certain people are likely to be acceptable. Even where official provision exists, other reasons may inhibit access. Gypsy/Traveller households with a

Figure 8 - Gypsy/Traveller households using unauthorised encampments as a proportion of all households : winter and summer, 1998 - 2006



history of rent arrears or other tenancy problems, either there or in another Council's area, will not be permitted on Council sites. Some will not be accepted by existing residents who will otherwise leave. Perhaps more than these, there are individual households or larger groups who, by choice, will never use an official site, while others, passing through an area for work or personal reasons, may only be stopping only for a night or two. These patterns have existed for many years and there has been a long-standing pressure from within Gypsy/ Traveller communities for provision of some kind of accepted short-term stopping places as well as the official and increasingly residential sites. These situations seem unlikely to disappear and, with a view to resolving the problems for all concerned, in December 2004 the Scottish Executive issued guidance on the strategy and practicalities of managing unauthorised camping in Scotland.

The picture of unauthorised encampment in the twice-yearly counts depends on the quality of local knowledge built up by Council site managers or other Council staff. This may be difficult to maintain

in larger and more remote areas or where personnel involved change over time. It also comes through a variety of local contacts such as staff in other parts of the Council or perhaps from local police. As with private sites, information for the twice-yearly count is more sparse than for Council sites, often just based on observation or the willingness/ability of a Council site manager or other official to make some kind of positive contact with those on unauthorised encampments. Here, much depends on the circumstances of their presence. If they are trying to get access to a local Council site or are accepted briefly on the place where they are stopping and assisted with a few basic services, they may be more ready to provide some information. Others merely passing through or trying to spend as long as possible before being moved may be more reluctant to respond to approaches from officials who may be regarded as a threat rather than a help. However, as noted above, more detailed information is beginning to be recorded in some Councils.

In January 2006, of 28 Councils making returns (Table 4):

Table 3 – Number of unauthorised encampments occupied in January : 2002-2006

	2002	2003	2004	2005	2006
S. Ayrshire	2	-	1	-	-
Dundee City	-	-	-	-	4
E. / Midlothian	1	-	-	-	2
E. Ayrshire	-	1	5	2	2
Edinburgh City	-	1	-	2	2
Fife	2	2	3	2	2
Highland	1	4	6	-	2
Perth & Kinross	2	1	3	1	2
Aberdeenshire	1	2	2	1	1
Angus	-	1	1	1	1
Dumfries & Galloway	-	-	-	-	1
Inverclyde	-	1	1	-	1
Moray	-	-	-	1	1
N. Ayrshire	-	-	-	-	1
S. Lanarkshire	-	-	-	1	1
W. Lothian	-	3	-	-	1
Argyll & Bute	-	-	1	-	-
Renfrewshire	-	-	1	-	-
Stirling	2	-	-	-	-
Aberdeen City	1	-	-	-	?
Clackmannanshire	-	-	-	-	?
N. Lanarkshire	-	-	-	1	?
TOTAL	12	16	24	12	24

*The following Councils recorded no occupied locations at any of the winter counts:
Comhairle nan Eilean Siar; E. Dunbartonshire; E. Renfrewshire; Falkirk; Glasgow City; Orkney Islands;
Scottish Borders; Shetland Islands; W. Dunbartonshire*

Data were not available for Aberdeen City, Clackmannanshire or North Lanarkshire

Table 4 – Places known to be used for unauthorised encampments recorded in January 2006
(Base = 23 Councils)

			Total Places	Places occup (at count)	H/h present (at count)	Usual frequency of use (places)*			Use over past six months **		
	Reg	Seas				A	B	C	I	II	III
Aberdeenshire	✓	-	6	1	11	1	2	3	2	3	0
Angus	✓	-	2	1	2	0	1	1	?	1	?
Argyll & Bute	-	✓	6	0	0	0	5	1	1	5	0
Dumfries & G/way	-	✓	6	1	3	0	6	0	0	0	1
Dundee City	-	✓	4	4	31	0	0	4	4	0	0
E. / Midlothian	✓	-	6	2	18	2	1	3	1	3	2
E. Ayrshire	✓	-	6	2	7	1	3	2	2	3	1
Edinburgh City	✓	✓	6	2	9	2	1	3	0	3	3
Falkirk	-	✓	2	0	0	0	0	2	0	2	0
Fife	✓	-	6	2	10	2	1	3	2	3	1
Highland	✓	✓	2	2	4	1	1	0	0	1	1
Inverclyde	-	✓	5	1	3	0	0	5	1	4	0
Moray	✓	-	10	1	2	5	0	5	0	5	5
N. Ayrshire	✓	-	6	1	3	0	6	0	0	0	6
Orkney Islands	-	✓	1	0	0	0	0	1	?	?	?
Perth & Kinross	✓	-	12	2	5	1	9	2	0	8	4
Renfrewshire	-	✓	6	0	0	0	3	3	0	5	1
S. Ayrshire	✓	-	5	0	0	1	3	1	0	5	1
S. Lanarkshire	✓	✓	2	1	2	1	1	0	0	1	1
Scottish Borders	-	✓	2	0	0	0	1	1	1	1	0
Stirling	✓	-	1	0	0	0	1	0	0	0	1
W. Dunbartonshire	-	✓	4	0	0	0	2	2	?	?	?
W. Lothian	✓	-	6	1	4	3	2	1	0	2	4
	14	12	112	24	114	20	49	43	14	55	32

Usual use frequency **A** = Every few weeks; **B** = Every few months; **C** = Once or twice a year
Use over previous six months **I** = Not at all; **II** = Once or twice; **III** = More frequently

The following Councils recorded no unauthorised encampments in January 2006:

Comhairle nan Eilean Siar; E. Dunbartonshire; E. Renfrewshire; Glasgow City; Shetland Islands

No data were available in January from Aberdeen City, Clackmannanshire or N. Lanarkshire

- ★ The great majority (21) knew of unauthorised camping within their areas, either regularly or on a seasonal basis;
- ★ Fourteen referred to regular use and 12 to seasonal. On this occasion Edinburgh, Highland and South Lanarkshire referred to places under both headings;
- ★ Orkney was the only one of the three Islands Councils referring to occasional seasonal presence;
- ★ Five (*Comhairle nan Eilean Siar; E. Dunbartonshire; E. Renfrewshire; Glasgow and Shetland Islands*) said that unauthorised encampment did not occur within their areas.

A total of 112 individual places was identified across the 23 Council areas. While this is the same number as in January 2005 it may be a slight underestimate as Aberdeen City and North Lanarkshire respectively had recorded four and two places in 2005.

Although the number of places known to be used is increasing this may reflect improved information. More important is the number actually occupied at the time of the count. In most cases these encampments are usually occupied for only short periods and the likelihood of this occurring on the day of an official count are therefore lower. In practice the number of places occupied in January 2006 (24) is nearly double that of the previous winter, but similar to the winter of 2004 when it was

suggested that it was affected by the severe weather conditions inhibiting movement at the time. Table 4 shows that while 22 Councils have experienced encampments at the time of the past five winter counts, few have recorded them in more than one counts, only Aberdeenshire, Fife and Perth & Kinross doing so on each occasion.

Table 5 shows the characteristics of 24 places actually in use at the time of the January 2006 count. Of these:

- ★ Six had been in use for only a few days before the count;
- ★ Six had been in use for one or two weeks;
- ★ Twelve had been occupied for a longer period;
- ★ Five had not been used at all over the previous six months;
- ★ Six had been used once or twice in that time;
- ★ Thirteen had been used more frequently.

In terms of their more general frequency of use over a long period, 11 were said to be used every few weeks with eight used only every few months and five used once or twice a year.

As with private sites, the rule of thumb measure equating one 'caravan' with one 'household' allows comparison with the more detailed count information

Council	Location	Usual use frequency	H/holds recorded at count date	Period occupied up to count	Use over previous six months
Dundee City	1	C	9	b	i
	2	C	2	b	i
	3	C	6	c	i
	4	C	14	b	i
E. Ayrshire	1	A	2	c	iii
	2	B	5	a	ii
E. / Midlothian	1	A	5	c	iii
	2	A	13	c	iii
Edinburgh City	1	B	6	b	iii
	2	A	3	a	iii
Fife	1	A	6	c	i
	2	A	4	b	iii
Highland	1	A	2	c	iii
	2	B	2	a	ii
Perth & Kinross	1	B	2	c	ii
	2	B	3	b	iii
Moray	1	A	2	a	iii
Aberdeenshire	1	A	11	c	ii
Dumfries & Galloway	1	B	3	a	iii
N. Ayrshire	1	B	3	a	iii
W. Lothian	1	A	4	c	iii
Inverclyde	1	C	3	c	ii
Angus	1	B	2	c	ii
S. Lanarkshire	1	A	2	c	iii
TOTALS	24 places	A = 11 B = 8 C = 5	114*	a = 6 b = 6 c = 12	i = 5 ii = 6 iii = 13
Key to columns					
<i>Usual use frequency</i> A = Every few weeks; B = Every few months; C = Once or twice a year					
<i>Period occupied up to count:</i> a = A few days; b = One or two weeks; c = Longer period					
<i>Use over previous six months:</i> i = Not at all; ii = Once or twice; iii = More frequently					
* If five households for N. Lanarkshire from the January 2005 count are imputed the total is 119.					

on households using Council sites. These unauthorised encampments accounted for a total of 114 households in January 2006, very much higher than the number recorded in the previous winter (66) (if imputed data for North Lanarkshire is included this figure would rise to 119).

Numbers on individual encampments were generally small, 13 having only two or three households, eight with between four and nine and only three with ten or more.

THE OVERALL PICTURE

The twice-yearly counts provide a picture of total numbers of Gypsies/Travellers across Scotland respectively in winter and summer, broken down into the number of households recorded on Council sites, private sites and unauthorised encampments. Data is now available for a run of eight successive years, enabling assessment of consistency or change over time. Within the total of Gypsy/Traveller households 'on the road' in Scotland in winter (*i.e. excluding housed families*) proportions inevitably vary from year to year, just as they do between summer and winter. There may, however, be less overall mobility nowadays, given the number of very long term tenants now living on Council sites.

Figure 9 summarises the winter pattern from January 1999 to January 2006, together with the mean for the eight years⁵. Over the eight years the counts confirm the differences between summer and winter seasons with lower total numbers and less mobility in winter. Higher summer figures are also contributed to by the presence of Gypsies/Travellers from other parts of Britain and also of those who may choose to live in houses for part of the year.

The total estimated population in January 2006 (*including imputed data*) is estimated at 525 households, amounting to 1628 people. There has been an increase in the total winter numbers over the past four years and particularly since 2005, and the 2006 figure is the highest recorded in eight years of winter counts (Figure 10), the mean for which is 441 households.

Within the overall total, the actual numbers occupying pitches on Council sites were towards the high end of the eight-year range (278; 290; 295; 305; 280; 245; 272; **299**); they accounted for 57% of total households.

The number of households using private sites in July 2004 was in the middle of the range (108; 59; 139; 97; 86; 116; 90; **107**), at 20%, close to the mean of 23%.

Figure 9 - Gypsy/Traveller households in the three location categories : Winter counts 1998 - 2006 and winter mean

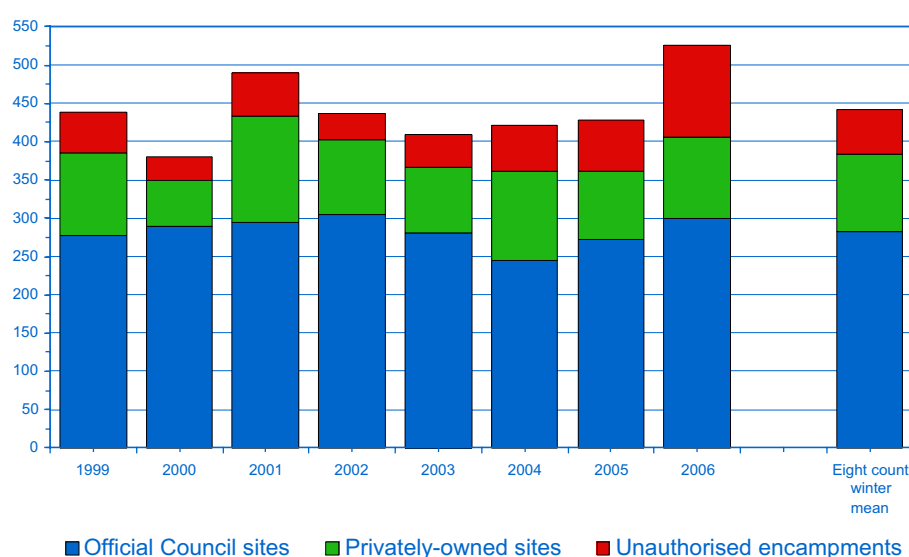
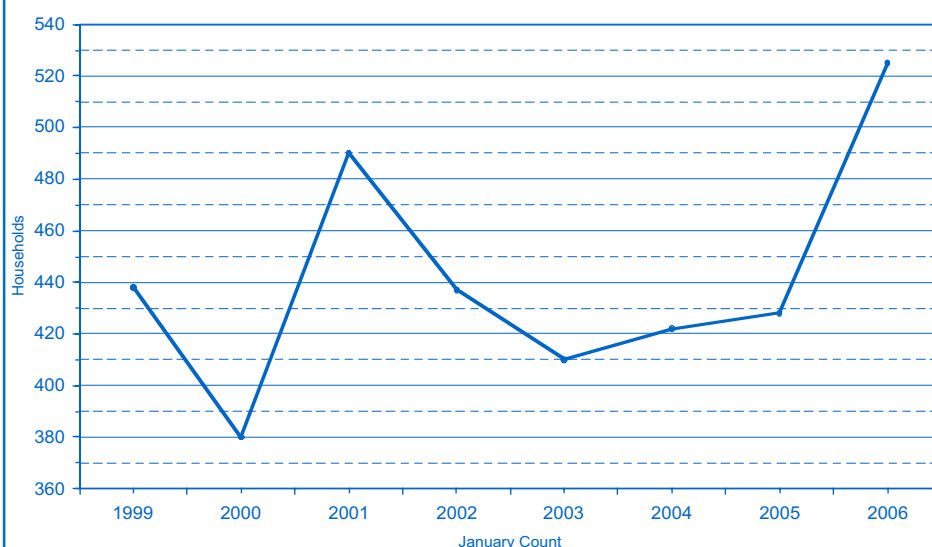


Figure 10 - Total winter populations of Gypsies/Travellers : 1999 - 2006*



* NB - excludes housed Gypsies/Travellers

⁵ In this figure and in the subsequent Figure 10 and Table 6, where appropriate, numbers have been adjusted to take account of missing returns from individual authorities by imputing data from an adjacent year's count. This accounts for apparent differences in figures between this final section of the report and the earlier sections dealing with the three individual categories of accommodation which are based just on the January 2006 returns.)

Households recorded on unauthorised locations were also the highest recorded over the same period (52; 31; 56; 35; 44; 61; 66; **119**), well above the eight year mean, though still a much lower share of the total than in the summer.

Table 6 summarises the position for each Council for January 2006, and for the two preceding winter counts, giving the numbers of households for each of the three elements of the count: Council sites, private sites and unauthorised encampments. It also provides an estimate of the total number of people that these represent.

The loss of four sizeable Council sites, two of them in North Lanarkshire, has reduced the total pitches available for letting compared to the original levels of provision envisaged. The availability of pitches in the winter is also lower with the absence of the three seasonal sites. However, although the population on Council sites is higher than in the previous two winters, its share of the total population this winter is lower than in 2005. Even among the active sites a number of pitches continue to be untenanted either because they have been vandalized – though in a few cases, more positively, because they are being upgraded - or because possible tenants choose not to move on to them but prefer to take their chance by unauthorised camping even in the winter.

'Chalets upgraded; [new] play park almost complete.'

'Upgrades to units and concreting of bays.'

Compared with the past couple of years the level of unrest and feuding within sections of these communities seems to have eased and some sites which had been completely empty are beginning to be occupied again.

'After a long period of instability within the Traveller community, there now seems to be an air of optimism; hopefully this will now encourage Travellers to use the site without feeling threatened. This would allow Councils to give full support to those who require assistance.'

'All areas state that with the exception of a very increased number of unauthorised encampments, all sites have been very quiet over last six month period.'

'The site was now beginning to attract families back following the programme of refurbishment which is still continuing. There had been a great deal of vandalism which deterred people but it is now more settled and improving.'

'The number of new residents has been encouraging.'

Positively too, many sites continue to show high tenancy levels and longevity and the effective and apparent security and stability. Nevertheless it must be recognized that sites can be volatile communities and personal comment from managers over the years indicates that it can take little to empty sites, not just individually but possibly with knock on effects to adjacent sites, if there is a sudden incident.

Table 6 - Numbers by type of stopping place for winter counts from January 2004 to January 2006

This Table provides a detailed breakdown for each Council. For each count these are shown in terms of the number of households on each Council's official site(s) (**Column A**); the number of households (both short stay and long stay) on privately owned sites (**Column B**); and the number of households* on unauthorised encampments (**Column C**), together with a total for the three categories (**Column D**).

COUNCIL	January '04				January '05				January '06				WINTER MEAN			
	A	B	C	D	A	B	C	D	A	B	C	D	A	B	C	D
Highland (4 sites)**	12	0	10	22	19	0	0	19	19	1	4	24	17	0	5	22
Argyll & Bute (3 sites)	10	0	1	11	12	0	0	12	23	0	0	23	15	0	0	15
Fife (site 3 open summer '02)	35	25	5	65	35	20	23	78	44	20	10	74	38	22	13	72
S. Lanarkshire (2 sites)	26	41	0	67	26	32	5	63	26	38	2	66	26	37	2	65
Dumfries & G'way (2 sites)	9	0	0	9	9	0	0	9	18	0	3	21	12	0	1	13
North Ayrshire (2 sites)	13	0	0	13	17	0	0	17	19	0	3	22	16	0	1	17
Perth & Kinross	20	6	7	33	16	0	4	20	16	0	5	21	17	2	5	25
Angus	18	15	3	36	18	16	7	41	18	16	2	36	18	16	4	38
Stirling	5	3	0	8	6	0	0	6	11	0	0	11	7	1	0	8
E. Dun/shire (opened 01/03)	5	0	0	5	6	0	0	6	1	0	0	1	4	0	0	4
Edinburgh	9	0	0	9	16	0	8	24	15	0	9	24	13	0	6	19
W. Dunbartonshire	20	0	0	20	19	0	0	19	20	0	0	20	20	0	0	20
E. & Midlothian	12	0	0	12	12	0	0	12	13	0	18	31	12	0	6	18
Moray (site closed)	2	0	0	2	0	0	1	1	X	0	2	2	1	0	1	2
Falkirk	11	10	0	21	9	5	0	14	10	0	0	10	10	5	0	15
W. Lothian	12	0	0	12	8	0	0	8	5	0	4	9	8	0	1	10
Aberdeen	8	0	0	8	7	0	0	7	7	0	0	7	7	0	0	7
S. Ayrshire	8	0	2	10	8	0	0	8	8	0	0	8	8	0	1	9
Clackmannanshire	6	0	0	6	7	0	0	7	7	0	0	7	7	0	0	7
N. Lanarkshire ****	0	0	0	0	0	0	5	5	0	0	5	5	0	0	3	3
Dundee	4	0	0	4	19	0	0	19	17	0	31	48	13	0	10	24
Glasgow	0	0	0	0	3	0	0	3	2	0	0	2	2	0	0	2
Aber/shire (closed in winter)	0	0	10	10	0	0	8	8	0	0	11	11	0	0	10	10
Sc. Borders (closed in winter)	0	0	0	0	0	0	0	0	0	15	0	15	0	5	0	5
Renfrewshire (site closed)	0	0	8	8	0	0	0	0	X	0	0	0	X	0	3	3
E. Ayrshire (no site)	X	0	7	7	X	1	5	6	X	1	7	8	X	1	6	7
E. Renfrewshire (no site)	X	16	0	16	X	16	0	16	X	16	0	16	X	16	0	16
Inverclyde (no site)	X	0	8	8	X	0	0	0	X	0	3	3	X	0	4	4
ALL COUNCILS	245	116	61	422	272	90	66	428	299	107	119	525	272	104	82	458
Categories as % of total	58	27	14	100	64	21	15	100	57	20	23	100	59	23	18	100
Population ***	760	360	189	1308	870	288	211	1370	927	332	369	1628	852	326	256	1435

NOTES

For missing returns, data from the most recent available return is imputed to give as realistic a picture as possible

* For consistency throughout, on privately-owned sites and on unauthorised locations, one caravan is equated with one household.

** One Highland site (Newtonmore) is open only in the summer (this has the effect of reducing the mean figure)

*** Population is an estimate based on the number of families x mean household size on Council sites for each year.

**** From September 2003 North Lanarkshire operates only one site (Airdrie)

X = No official sites are provided by E. Ayrshire, E. Renfrewshire and Inverclyde

The three Islands Councils are excluded from the table as they do not provide official sites and recorded nil values for the private and unauthorised categories at each count.