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Research on Learning from the Negotiated Stopping Approach to Supporting Roadside Camps in Scotland

Final report for

Public Health Scotland

COSLA

Acknowledgement

EXECUTIVE SUMMARY

Introduction

In 2019, COSLA and Scottish Government jointly published a national action plan to respond to the inequalities faced by Gypsy and Traveller communities[1] in Scotland. As part of the action plan, COSLA launched a pilot of the 'negotiated stopping' model[2] for supporting roadside encampments. This model was developed by the organisation LeedsGATE[3], and is intended to provide Gypsy/Travellers the opportunity to negotiate with the local authority to stay for an agreed limited period of time in safe 'stopping places'. While stopped on the land, families are asked to adhere to codes of conduct developed by the local authority. They are provided with help to access any services or wider support that may be required, including sanitation, water and waste removal, as well as education, health and social care services

Three local authorities from a mix of rural and urban areas volunteered to pilot the 'negotiated stopping' approach. The pilot ran from 2019 through to 2022 and sought to establish whether the negotiated stopping model can be effective in:

- Meeting the needs and improving outcomes for Gypsy/Travellers who are living a nomadic lifestyle.

- Improving relations between Gypsy/Travellers living on encampments and settled communities.

- Supporting local delivery and effective use of resources.

Purpose of the evaluation

COSLA, in partnership with Public Health Scotland, and funded by Scottish Government, commissioned The Lines Between to carry out an evaluation of the negotiated stopping pilot. The overarching objectives of the evaluation were to capture the learning generated through delivery of the pilot, and understand the difference it had made to Gypsy/Traveller communities when camping by the roadside in Scotland

The evaluation methodology involved semi-structured 1:1 and group interviews with six staff from the three pilot local authorities. Furthermore, interviews with 13 staff from six local authorities that were not piloting the negotiated stopping approach were undertaken to explore their approaches and experiences of supporting roadside encampments.

Semi-structured interviews and group discussions were also carried out with 47 Gypsy/Traveller community members to explore their experiences of travelling around Scotland and camping by the roadside.

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[1] Gypsy Travellers are a defined ethnic group protected by equality legislation. Over recent years, a number of test cases have established that Gypsy/Travellers are a distinct ethnic group, and as such protected in law. (Source: Equality and Human Rights Commission)

[2] https://www.negotiatedstopping.co.uk/ns-explained

[3] https://www.leedsgate.co.uk/

Supporting roadside encampments

The three authorities piloting the negotiated stopping approach recognised the potential for it to enhance their approach to working with Gypsy/Traveller communities, increase the support they were able to provide and formalise what Gypsy/Traveller communities could expect from the local authority and what would be expected of Gypsy/Traveller communities during their stay.

However, challenges in identifying suitable land for negotiated stopping, a reluctance among Gypsy/Traveller communities to enter in formal agreements, and a high proportion of encampments happening on private land prevented any of the pilot authorities from implementing the approach in full. However, principles and elements of the negotiated stopping approach were applied and embedded, which included:

- An approach to supporting roadside encampments being engagement and support focussed and considerate of Gypsy/Traveller communities' culture and traditions.

- Accommodating preferred lengths of stay where the land being used is owned by the local authority and is assessed to be safe and suitable.

- Where possible, for encampments on private land, notifying the landowner and liaising between them and Gypsy/Traveller communities to ease potential friction or tensions.

- Exploring the needs of those on roadside encampments.

- Working with stakeholders and partners to meet the identified needs of the families and communities that camp by the roadside.

Exploring the approaches used in local authority areas that were not piloting negotiated stopping revealed a high degree of consistency, which mirrored what is set out in the bullet points above.

Across pilot and non-pilot local authorities, a range of challenges to providing effective support to families camping by the roadside were identified. These included:

- **Availability of land** – Most local authorities reported that the availability of safe and suitable local authority-owned land has reduced over the years, which makes it more difficult for Gypsy/Traveller communities to find appropriate stopping places. This is perceived to have contributed to an increase in roadside encampments on private land.

- **Unknown encampments –** Local authorities with expansive geographies, particularly those with large rural areas, reported that there are likely many encampments that they are never made aware of, and therefore cannot engage with and support.

- **The press and public** – Dealing with hostile responses from local press and members of the public when an encampment arrives creates additional pressures on staff.

- **Non-engagement and developing relationships –** Local authority staff recognise the importance and the time it can take to develop trust with families camping by the roadside. It can take a number of visits and interactions before this is achieved and families feel comfortable sharing needs or requesting help.

- **Pressure from councillors (and on councillors from constituents)** – A couple of local authorities described challenges due to pressure being applied by councillors to move the encampment on, which is often because of complaints they have received from constituents. While staff explain the organisation's policy and how they approach roadside encampments, it can still create unnecessary pressure.

- **Meeting mental health support needs –** A lack of availability of mental health services and support can create difficulties for staff in meeting the mental health needs of Gypsy/Traveller community members.

Experiences of Gypsy/Traveller communities

Community members reported that the land available for them to stop on is reducing year on year, due to a combination of land being developed and landowners taking measures to prevent access. Many of the traditional stopping places or no longer accessible and often leads to Gypsy/Traveller families stopping in places they would not ordinarily choose to. Furthermore, community members feel that they are moved on more quickly now than they experienced in the past.

Experiences of stigma and discrimination remain frequent for those in Gypsy/Traveller communities and plays a role in many of the challenges they encounter. Increasing difficulty in accessing Healthcare services, recycling centres, shower and toilet facilities and drinking water were also highlighted.

Community members reported mixed experiences of their interactions with local authority staff, though positive experiences were reported less frequently than negative ones. Very few community members recalled having discussions with local authority staff about their needs, but those that had were appreciative of it.

A range of suggestions were shared by community members for how conditions could be improved for them when shifting around Scotland. These were aligned with the challenges they commonly face and how they could be overcome.

Overall, Gypsy/Traveller communities are finding it more difficult to travel around Scotland with each passing year. It is an important part of their heritage and traditions and some community members expressed their concern for the future generation and whether they will get a chance to experience it.

Recommendations

The report makes several [4]recommendations based on the evaluation findings:

- **Access to recycling centres** – being able to dispose of non-household waste links to income-earning opportunities for Gypsy/Traveller communities. Ensuring easier access to recycling centres is vital.

- **Access to facilities** – reducing challenges which Gypsy/Traveller communities report in accessing shower and toilet facilities would support improved quality of life.

- **Access to water** – understanding the availability and suitability of public taps and fountains and addressing any lack of provision would form the basis of a solution to

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clean drinking water; reported as a major difficulty experienced by Gypsy/Traveller communities, which results in water rationing and unsuitable water consumption.

- **Availability of land** – lack of availability of safe and suitable local authority land is a fundamental challenge. Exploring options for land including the development of transit sites connected to public agencies and organisations which support local authority policies on roadside encampments and transit sites could be explored.

- **Access to healthcare** – increased discussion to support health professionals' understanding of Gypsy/Traveller communities' culture, tradition and needs would help to address health inequalities and link with Scottish Government work in this area. It would also tackle commonly reported negative experiences by Gypsy/Traveller community members and reduce pressure on accident and emergency services.

- **Consistency in approach to supporting roadside encampments** – identifying and addressing differences in approach taken across local authorities would reduce and minimise the variation that Gypsy/Traveller communities experience, and uncertainty they face, when travelling in Scotland.

- **Reducing stigma and discrimination** – the fundamental issues of underlying stigma and discrimination were frequently experienced by Gypsy/Traveller communities. A national strategy or Gypsy/Traveller action plan focusing on the creation of greater awareness and understanding of their cultural identity, history and traditions would support the reduction of barriers.

1. Introduction

1.1.   In 2019, COSLA and Scottish Government jointly published a national action plan to respond to the inequalities faced by Gypsy and Traveller communities[5] in Scotland, including health, education and employment. 'Improving the Lives of Gypsy/Travellers' set out an approach to increase and improve accommodation for Gypsy/Travellers; support the rights of people who travel or live roadside as part of their cultural lifestyle; remove barriers to public services; address racism and discrimination and tackle the impact of poverty and low income.

1.2.   As part of the action plan, COSLA launched a pilot of the 'negotiated stopping' model[6] for supporting roadside encampments. This model was developed by the organisation LeedsGATE[7] and describes methods that Local Authorities can use to work effectively alongside roadside encampments. The model is intended to help embed principles of respect, open dialogue and negotiation between local authorities and Gypsy/Travellers who are passing through communities as part of their traditional lifestyle.

1.3.   The negotiated stopping model provides Gypsy/Travellers the opportunity to negotiate with the local authority to stay for an agreed limited period of time in safe 'stopping places'. While stopped on the land, families are asked to adhere to codes of conduct developed by the local authority. They are provided with help to access any services or wider support that may be required, including sanitation, water and waste removal, as well as education, health and social care services.

1.4.   Negotiated stopping is an alternative to the traditional enforcement-based approach to roadside encampments (also referred to as unauthorised encampments). It can provide culturally appropriate accommodation for people who are seeking short stays on a temporary basis - for example over the summer period as part of a cultural tradition, to visit family or take-up seasonal employment.

1.5.   A negotiated stopping place can be defined in comparison to other types of accommodation provision:

- **Permanent site:** Private or socially rented site for permanent occupation; this is typically a long-term to permanent accommodation option with facilities provided on-site (although residents may spend regular or extended periods away from the site to facilitate a nomadic way of life).

- **Transit Site:** A site established by Local Authorities for temporary use by Gypsy/Travellers. It is usually available for 28 days to 3 months. Facilities usually include a utility block inclusive of toilets and refuse collection.

- **Negotiated stopping Place:** An area agreed by Gypsy/Travellers and Local Authorities as suitable for temporary occupation. The length of stay varies by agreement. Unlike

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[6] https://www.negotiatedstopping.co.uk/ns-explained

[7] https://www.leedsgate.co.uk/

a 'transit site', which is typically a permanent site established as an informal stopping place, it does not include the provision of any permanent amenities.

1.6.   Gypsy/Travellers are asked to sign an agreement with the Council in relation to acceptable behaviour, use of waste disposal, provision of water and toilet facilities and an agreed date for moving on. In turn, local authorities also set out the provision of services and support to facilitate peoples' safety and wellbeing whilst living in the area and on the roadside camp.

1.7.   Three local authorities from a mix of rural and urban areas volunteered to pilot the 'negotiated stopping' approach. They offered varied experience and approaches to working alongside roadside encampments. These were Moray, East Ayrshire and Perth and Kinross.

1.8.   The pilot ran from 2019 through to 2022 and sought to establish whether the negotiated stopping model can be effective in:

- Meeting the needs and improving outcomes for Gypsy/Travellers who are living a nomadic lifestyle.

- Improving relations between Gypsy/Travellers living on encampments and settled communities.

- Supporting local delivery and effective use of resources.

Purpose of the evaluation

1.9.   COSLA, in partnership with Public Health Scotland, and funded by Scottish Government, commissioned The Lines Between to carry out an evaluation of the negotiated stopping pilot. The objectives of the evaluation were to:

- Identify the opportunities and challenges facing local authorities in delivering support to roadside camps.

- Understand how these policies are viewed and/or experienced by Gypsy/Travellers, including the impact on wider aspects of life (e.g. health) and establish the needs and preferences of different groups of Gypsy/Travellers who travel as part of their cultural lifestyle.

- Capture insight and learning for local authorities and other stakeholders in Scotland, identifying and highlighting areas of good practice as well as challenges, gaps and areas of this work that have potential for improvement.

- Generate actionable insights and findings that can be considered and reflected within national and local policy.

2. Evaluation methodology

2.1.   This chapter sets out an overview of the approach used to deliver this evaluation.

Ethical approval

2.2.   The evaluation methodology, ethical considerations and all evaluation tools (discussion guides and information and consent documentation) were reviewed and approved by the Public Health Ethics Committee.

Fieldwork and data collection

2.3.   Semi-structured interviews were undertaken with two stakeholder groups:

- Local authority staff.

- Members of Gypsy/Traveller communities.

Local Authority staff

2.4.   The evaluation engaged with staff from the three pilot local authorities to explore their experiences of implementing and delivering the negotiated stopping approach.

2.5.   The evaluation also engaged with a sample of local authorities that did not take part in the pilot, to learn more about how they engaged with and supported roadside encampments. All of the 29 local authorities that were not piloting the negotiated stopping approach were invited to participate, and six took up the offer. The participating local authorities represent a spread in terms of urban and rural geographical areas and a mix in terms of size of local authority. However, it should be noted that this was a self-selecting sample.

2.6.   Semi-structured interviews were carried out with:

- Six staff from the three local authorities piloting the negotiated stopping approach

- 13 staff from six local authority areas that did not pilot the negotiated stopping approach

2.7.   Engagement with local authority staff was delivered through a mix of one-to-one and small group discussions, all of which were delivered over video call.

Gypsy/Traveller communities

2.8.   The Lines Between worked with MECOPP[8], an organisation that has a history of working with Gypsy/Traveller communities, to support the recruitment of Gypsy/Traveller community members to participate in the evaluation.

2.9.   MECOPP facilitated engagement with 47 Gypsy/Traveller community members who participated in one-to-one or group semi-structured interviews. This included representation from:

- Romany Gypsy communities

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[8] https://www.mecopp.org.uk/

- Scottish Gypsy communities

- Scottish Traveller communities

2.10. Semi-structured interviews were carried out through a mix of face-to-face engagement and over the telephone. Two one-to-one interviews were undertaken, and 13 group discussions ranging from 2 to 14 participants.

2.11. All Gypsy/Traveller community members who participated in the evaluation were adults, and the majority were female (89%). All reported having a long and frequent history of travelling in Scotland, though for most this was only during the spring/summer months. Most reported finding accommodation on private sites in England or Scotland when not travelling around Scotland. Some also reported travelling around England during different points in the year, either prior to or after they had travelled in Scotland.

Analysis

2.12. Each interview was recorded and transcribed with the participant's consent.

2.13. The transcripts were analysed using a manual thematic analysis approach, underpinned by a coding framework aligned to the evaluation aims, objectives and key research questions.

Reporting

2.14. This report presents an analysis of qualitative data collected from engagement with local authority staff and Gypsy/Traveller families. The report includes quotes from evaluation participants throughout to help illustrate findings. Edits have been made to some quotes to improve readability or protect anonymity, but the meaning has not been altered.

Data limitations

2.15. The following highlights data limitations to be aware of when interpreting the findings in this report:

- The evaluation aimed to engage with ten local authorities that did not pilot the negotiated stopping approach to learn more about the different approaches used to support roadside encampments in different parts of the country. While all local authorities received an invitation to participate in the evaluation, only six accepted the offer. Therefore, while this evaluation has explored approaches to supporting roadside encampments, there are likely approaches used that are not reflected in these findings

- The evaluation was tasked with understanding the experiences of the negotiated stopping approach among Gypsy/Traveller communities, As discussed in chapter 3, none of the three pilot local authority areas were able to implement the negotiated stopping approach in full due to challenges they faced. Therefore, Gypsy/Traveller communities will not have experienced negotiated stopping approach in full. Furthermore, it was recognised that identifying Gypsy/Traveller communities who had camped roadside in the pilot areas during the pilot period would be extremely difficult to identify, due to the evaluation being delivered after the pilot had finished. Therefore, in conjunction with COSLA and Public Health Scotland, the decision was

taken that engagement with Gypsy/Traveller communities would focus more broadly on their experiences of camping by the roadside when moving around Scotland.

- In one of the pilot local authorities, staffing changes meant that they were unable to provide insights into the development, implementation, and delivery of the negotiated stopping approach in their area. However, they were able to discuss the current approach to supporting roadside encampments that was in place at the end of the pilot period.

Language and terminology

2.16. This report contains terminology which may not be familiar to all readers. The following details these terms and their meanings:

Cans/churns   Container for collecting and storing water

Shifting   Travelling from place to place

Trailer   Caravan/home

Pulled   Stopping somewhere to set up camp

3. Local Authority approaches to supporting roadside encampments

3.1. This chapter explores the approaches taken by local authorities to supporting roadside encampments and covers:

- Participation in the negotiated stopping pilot

- Implementing the negotiated stopping approach

- Approaches to supporting roadside encampments and identifying and meeting needs

- Challenges in supporting roadside encampments

- Suggested improvements

Participation in the negotiated stopping pilot

3.2. Of the three pilot local authorities, one was unable to provide the background and rationale for their participation due to staffing changes that had taken place since the pilot. Of the two that were able to share this, staff from both local authorities had attended sessions where they had the opportunity to hear from LeedsGATE and Leeds City Council about the approach and their experiences of using it.

> *"We met with both LeedsGATE and Leeds City Council and following this, made the decision to pilot this approach."*

3.3. In one local authority area, the pilot coincided with a local review of the provision of services to Gypsy/Traveller communities which concluded that more could be done to support Gypsy/Traveller communities when they were residing or passing through the local area. There was an ambition within the local authority to move away from an eviction-focused approach to one with a greater focus on engagement and support. The negotiated stopping approach was seen as an opportunity to support and drive this shift, which was also endorsed by senior leaders and elected members.

> *"We wanted to move away from enforcement and look into how we could better support families at roadside encampments. The negotiated stopping approach seemed to balance both the needs of encampments and the settled community."*

3.4. As well as endorsing the move to an approach which focussed on engagement and support, the local authority hoped that the pilot could help to build cohesion between Gypsy/Traveller communities and settled communities.

3.5. Another pilot local authority already had an approach in place for engagement and support. Negotiated stopping was seen as an opportunity to enhance this work, increase the support they were able to provide and formalise what was expected of families camping by the roadside, and what could be expected of the local authority and their partners in terms of accommodating needs and providing support.

> *"And it [negotiated stopping approach] just allowed, I think, better accessibility to services…. those principles of agreeing the stay, agreeing the provisions and services all just sounded more like we could provide better support."*

"For lots of different reasons, sometimes we weren't able to support a family, and we wanted to improve on that situation and perhaps make stays a wee bit more stable for the Gypsy/Travellers and a wee bit more formal and agreed."

"Part of it was making it more of an agreement between ourselves and the Gypsy/Travellers, which was something we were keen to progress so that we had that agreement about where they were staying and what they needed, being able to support that group better."

3.6. Strong support from among their elected members also helped to drive local authorities' involvement in the negotiated stopping pilot.

"So [elected member] is very supportive, and he pushed forward actually with the negotiated stopping pilot."

3.7. Across the representatives from the six local authorities that engaged in the evaluation but did not take part in the pilot, all but one were in post at the time of decisions about joining the pilot. While each local authority area was interested in the negotiated stopping model and recognised aspects that could have a positive influence, various factors prevented them from piloting the approach, including:

- Staffing changes at the time/Insufficient resources to deliver the approach effectively

- Unable to obtain political support and wider buy in across the council

- Uncertainty surrounding how the approach would be funded

- Alternative avenues being pursued to better support Gypsy/Travellers (e.g. provision of a transit site)

- A belief that they were already delivering an approach that aligned with negotiated stopping but on an informal basis

- A lack of available land that could be used as stopping places, and, aligned to this, concerns over identified land only being available for 28 days in a calendar year

3.8. Among the local authorities that chose not to pilot the negotiated stopping approach, there remains an interest in drawing on any learning that has been generated to inform their current approaches to supporting roadside encampments.

Implementing the negotiated stopping approach

3.9. One pilot local authority used the negotiated stopping pilot to drive a change in approach through revising their unauthorised encampment policy.. A Gypsy/Traveller integration and engagement officer was recruited, with responsibilities for overseeing the pilot and carrying out a local Gypsy/Traveller needs assessment to inform future strategy.

"We have revised our policy to reflect our new approach to managing roadside encampments."

3.10. A steering group was also formed comprising representatives from the different local authority services and the external partners required to implement the negotiated stopping approach. This included services responsible for waste management, catering

(for provision of water), health and education. Ways of working and roles and responsibilities were agreed, while the support for the adoption of the approach among elected members and senior leaders in the local authority helped to ensure buy-in across the different services involved.

"Support from elected members ensured buy in from all services."

3.11. In the other local authority, a proposal for the delivery of the pilot was taken to their committee to gain support for the pilot's aims. In implementing the model no changes were required to existing roles, as their current approach largely mirrored the negotiated stopping approach, though without the formal agreement aspect of the model and the identification of specific pieces of land for stopping on.

"There was nothing new created because we were already doing it, really. I suppose the only elements that were enhanced were from a legal point of view and drawing up codes of conduct and agreements like that."

3.12. An informal steering group was set up, involving stakeholders already involved in supporting their approach to roadside encampments. However, this became more formalised as the pilot struggled to identify appropriate land that could be used for negotiated stopping.

"Where we became more formalised was when we felt the pilot wasn't going the way we hoped, and that was mainly due to lack of appropriate locations for the Gypsy/Travellers to stay."

3.13. Neither local authority was able to fully implement and deliver the negotiated stopping approach, for different reasons. In one, as discussed above, the identification of land to use for negotiated stopping was a major barrier. The local authority, alongside stakeholders, identified potential locations for negotiated stopping. They then worked with Gypsy/Traveller families that were staying in the area to explain the negotiated stopping approach and what it aimed to achieve, which was received positively. Staff provided the family members with the locations of the areas so that they could visit; the feedback received was that none of the locations were suitable.

"We gave [community members] the information for where these sites were and they went out and had a look at them. And they came back, and their feedback to us was they didn't feel that those locations were suitable and it wasn't somewhere they would stop.

"And in hindsight, I think this is the biggest point for me, is in hindsight, we should have had an idea of what locations could have been used from the outset."

3.14. In the small number of instances where an encampment was on local authority land and it was deemed safe and suitable, they found challenges in the negotiation process. The local authority reported that families were reluctant to sign an agreement because they were not in control of what happened on the land when they were not there.

"We would try and get [community members] to sign the code of conduct, we would read through with them, make sure that they understood just exactly what we were asking of them. So, it was a mutual thing. They were never really happy to sign, and their reasoning was that they felt they weren't in control of what happened on that

site while they weren't there. An example is not being allowed to tip any waste out with the containers being supplied, they would say 'but we won't all be here all the time, and we can't control who comes along and tips waste'."

3.15.   The other pilot local authority area did not identify specific areas of land that could be used for negotiated stopping. Instead, their approach was to assess the area where an encampment stopped; if it was on council land that was deemed safe, suitable and appropriate, approval from senior management would be sought and the negotiation process could begin. Alternatively, if the land was not suitable, the intention was to identify land close by that could be offered as an alternative. However, in line with LeedsGATE negotiated stopping approach, any single piece of land would only be used for negotiated stopping for 30 days in a calendar year.

3.16.   The challenge faced in this local authority area was that the majority of roadside encampments were on private land, which removed local authority staff's ability to negotiate a length of stay.

> *"The ability to negotiate is limited when the encampment is on private ground and the land owner is taking legal action to remove the encampment."*

3.17.   In the small number of instances where an encampment was stopped on public land owned by the local authority, the families declined to enter into the negotiation process because they were only stopping for a few days or had already moved on before the process of negotiation could begin.

3.18.   In the third pilot local authority area, the staff member with responsibility for the pilot had moved to a new role. The member of staff now in that role came into post after the pilot period and was not able to provide any insight into whether any changes were required to support the implementation of the negotiated stopping approach. However, they were able to describe their current approach to supporting families camping by the roadside, showing a strong alignment with the negotiated stopping approach and principles. The one exception was that they had not identified specific areas of land that were to be used for roadside encampment, adopting a similar approach to another local authority in the pilot whereby the land being used by an encampment was assessed for safety and suitability.

> *"I keep it as simple as possible. I make them feel as if like I'm not there as an enforcer, rather there to advise and to help. So I just keep it simple. I just ask them basically how long they wish to stay. You know, remind them of the code of conduct and try and keep the conversation, you know, obviously as amicable as possible. So that they don't feel any threat whatsoever….and if it's the same faces the travellers are seeing, they'll get to trust the guys a wee bit more. So it's just building that sort of relationship, that trust up a little bit and not having a confrontational approach. So it's building that up, the trust. one guy actually joked with me last time. He said, you're here that often. You should just get a caravan and join us. You know, the relationship is building because there's a bit of humour there now between us and a bit of a laugh and a joke kind of thing. So hopefully he'll see in time we're there to try and help out."*

"*It's very uncommon for us to take legal action. In my time, I can recall maybe two or three occasions where we got to that point. The one down in [local area] it just so happened that it was a school playing field and that their sports days were scheduled. We also had quite a bit of pressure from a community council to try and take action.*

3.19.   This local authority also cited the often short-term nature of roadside encampments in the area, which impacts the local authorities' ability to provide facilities and identify and meet any needs of those camping roadside. Families that stayed longer were reported to use private land where the landowner accommodated Gypsy/Travellers and allowed the local authority to put facilities in place such as waste uplift and toilets.

> "*A lot tend to just travel through the area because we don't have a recognised site. You know, it's a fairly small drive across [local authority area], you do it [in] a couple hours, so they would tend to just travel transit through us. We get a lot that will stop for a couple of nights, two, three nights, and then they move on again.*"

> "*9 times out of 10, there's a particular spot in [local area] which is privately owned. But, the landowner has no plans to develop it. So it's also got a public footpath, it's a shorefront location. It's a common area used by Travellers historically. Some of the families that I speak to there will have stopped there 15 plus years. So, the local community is fairly tolerant towards Travellers being around them. And we assist the landowner by helping them manage it by putting waste facilities, toilet facilities and maintaining regular contact with Travellers.*"

3.20.   Other challenges in supporting roadside encampments were identified among local authorities piloting the negotiated stopping approach. However, these were not unique to the approach and were also experienced by local authorities not piloting the model. We discuss throughout the remainder of this chapter.

Approaches to supporting roadside encampments across local authority areas

3.21.   The remainder of this chapter explores the experiences of supporting roadside encampments across the pilot and non-pilot local authorities engaged in the evaluation.

3.22.   Among the local authorities engaged in the evaluation, there was a high level of consistency in the overarching approach to engaging with and supporting roadside encampments:

- A report or notification of an encampment is made to the relevant team
- The relevant member of staff will carry out an initial visit, usually aiming to respond in 24-48 hours. The initial visit aims to:
    a. Open dialogue with the families on the encampment
    b. Assess suitability of the land and identify ownership of the land
    c. Determine how many families and caravans are, and will be, on the land
    d. Establish how long they are planning to stay
    e. Discuss what is expected in terms of conduct and what they can expect from local authority staff

f. Identify any needs

- Following the initial visit, the member of local authority staff will notify stakeholders of the situation for information and/or for the provision of facilities and support

- The member of local authority staff will continue to 'check in' with families over the duration of their stay

- After the encampment moves on, the member of staff will carry out or arrange for the remedial action required to return the land to its previous state.

3.23. We discuss the different aspects of the approaches in the following sections, highlighting any variations across local authorities.

<u>Notification and opening dialogue during the initial visit</u>

3.24. Reports of encampments are received from a variety of sources, including Police Scotland, members of the public, other local authority services and elected members. A small number of local authorities reported that, where they received notifications of complaints from the public urging the local authority to move the encampment on, they shared the local authority's policies to highlight how they worked with and supported Gypsy/Traveller communities.

> I've learned very well how to manage people and their expectations when it comes to this, and I'm very clear on exactly what we can and can't do to the point where I do email our policy regularly to private members of the community. I point out… what I can and can't do, and what behaviour I will and will not accept from the settled community as well as from within the Traveller community.

3.25. A couple of local authorities also spoke about additional pressure from elected members when complaints about a roadside encampment had been received from their constituents. This was reported to be more common among newly elected members who were not familiar with the local authority policies on roadside encampments. In these instances, local authority staff take the time to help elected members understand the approach and process that is in place. Another local authority described investing time over previous years to educate elected members and other council officers so that the policy and approach were understood and supported.

> "We used to get, 'you need to move them on', and every four or five years when we get a new councillor in, we go through an initial period of, 'oh you need to move them on', 'no we can't', 'why not', 'this is the policy, this is what we do'. So, a lot of training in that respect".

> "There can be pressures, but the pressures don't tend to come from inside the council because council officers, over the years [staff member] and others at that level have put in a lot of work to educate members and other council officers on the policy that we have and how we must operate……we all buy into this, you know, supporting the community and their right to live their lifestyle".

3.26. As detailed above, following notification of a roadside encampment, the relevant member/s of staff will visit the encampment. The purpose of the initial visit was largely consistent across all local authorities that participated in the evaluation:

- Open dialogue with the families on the encampment

- Assess the suitability of the land and identify ownership of the land

- Identify how many families and caravans are and will be on the land

- Establish how long they are planning to stay and discuss any needs

- Discuss what is expected in terms of conduct and what they can expect from local authority staff

"The initial visit, it's the same approach for any encampment that comes. It's just to go and see where they are and make sure everybody's safe, everybody's healthy, and what urgent services or anything like that need to be signposted to. That's my first thing that, my agenda, what I need to do. And then after that is finding out what part of the land that they're on, who the land actually belongs to, and then it can be taken from there. But initially it is to see what the family's needs are."

3.27. The approach to interactions between local authority staff and families camping by the roadside was cited as one of the most important factors in creating the conditions for positive engagement. Again, there was a high degree of consistency in how local authority staff described their approach to interacting with Gypsy/Traveller families camping by the roadside:

- Being relaxed and informal, not taking an authoritative approach and keeping things conversational

- Being open and honest about the situation and what is and isn't in the local authority's control. For example, if a family is camped on private land, explain that they have to notify the land owner, and it is their decision about any potential action that may be taken.

- Treating people how you would want to be treated yourself

- Being sensitive, compassionate and respectful

- Seeing families on roadside encampments as any other resident of the local authority

It's just treating people how you want to be treated yourself. Not having that guard, that persona up. 'Cause I have the council uniform on and I need to remember that sometimes they're still seeing this as a uniform."

"If somebody was coming up and tapping my door out of the blue and asking me questions, I might be a little bit, you know, as well. So, it's having to take that approach of, even though they are on lands that's not their land, that's their front door, that's their home that you're going into approach. Just taking that approach of having that respect for them and their families has got a lot to do with breaking down that barrier."

"They quite often say, 'Oh, we don't usually get such a warm welcome' or 'we're not usually treated like that'. You know, they're actually waiting for us to be, 'Oh, you'll have to go'. And when we're saying, look, you're in [local authority area], you're welcome to stay here. Can I just ask you a few questions and whatever? Do you need

anything for the kids or whatever? And they're quite suspicious. And when they're opening the door and that and like the men's not here and I'm like, it's OK. I don't need to speak to them. But just trying to show that you're there to support them and not to hassle them, you know, and they appreciate that."

3.28. The extent of engagement that local authority staff receive from families on an encampment can vary greatly. Most local authority staff explained that there are families who camp by the roadside in their area every year, that good relationships have been developed, that engagement is positive, and that expectations are understood. However, there are also instances where they struggle to engage with families, which creates barriers to identifying support needs, explaining expectations, and discussing the safety and suitability of the area they are camped in and what the next steps are in relation to this.

> *"You will get some families that don't really engage at all. Some might talk to you through the window or through the door, and they are quite happy to just do their own thing. And, you know, they don't make any requests. So, it just varies on the groups, how much engagement we have."*

3.29. All local authorities report having a 'code of conduct' or expected standards of behaviour that is communicated to families camping by the roadside. Some local authorities have this as a written document that can be left with families, as well as discussed with them; this often includes information about local services and facilities. Other local authorities do not have it documented and relay expected standards during their interactions with families.

> "It's normally quite informal. There's nothing in writing and there can be some complex needs from the families as well. Normally, on the initial visit, we explain what our expectations are, their conduct to be the same as how they would want to be treated. And it's about keeping the area that they're residing in tidy, keeping the noise levels to a certain timeframe at night and things like that. No different to what we would expect our own tenants to adhere to as well."

3.30. Where reports or complaints are received that suggest the expected standards of behaviour are not being adhered to, local authority staff explained that this would normally result in them visiting the encampment to discuss the issue and find out what they can do to support the families on the encampment.

> "If there is a lot of activity or noise or disturbances, we would tend to visit the site and make them aware it's impacting the community. We would reiterate our expectations in relation to remaining at the site such as behaviours and cleanliness of site. We would then see how we could assist them."

3.31. We highlight that local authority staff report that the majority of families camping by the roadside in their areas comply with their code of conduct or expected standards of behaviour. Several examples were given of families camping by the roadside who left the area cleaner than they found it, or had cleared rubbish that was already on the land when they arrived.

> *"I went back after they had left, and it was clean and tidy. They had even taken care of rubbish that had been on the land from before. We find that it is a minority that don't keep everything as we would expect."*

<u>Ownership and suitability of land</u>

3.32.   Understanding ownership of the land an encampment has stopped on was described as an essential step which influences what a local authority can control.

3.33.   If the land is not owned by the local authority, a member of local authority staff will explain the next steps to families on the encampment and the limitations of local authority powers in these situations. Local authority staff then liaise with the landowner to make them aware that an encampment is on their land and, if necessary, explain their options. Some local authorities maintain engagement with the landowner so that they can keep the families on the encampment up to date and ensure any potential tensions are minimised.

> *"I'll liaise with landowners, between landowners and the travelling community as well. I quite often prefer to do that because I find it tends to keep tensions easier between the two if there's somebody in between that. I do give advice to landowners on the legal process as well if needs be and on health and safety and on suitability and options that they may have going forward if they were to work with us for a short period of time, and that we'll assist with the liaison during that period of time. So, there's quite a lot of engagement goes on with private landowners."*

> *""We were very upfront with encampments and where there was limitations in our ability to negotiate, this was explained."*

3.34.   A few local authorities reported that they have one or two private landowners that accommodate Gypsy/Travellers camping on their land and are also receptive to the local authority supporting and providing facilities to the families on the encampment. However, in most instances, landowners want to take action to evict as soon as possible. Often, after the encampment has moved on, landowners take steps to prevent access to their land in the future. Staff explained that in situations where an encampment is not planning on staying for long, they would liaise with the landowner to explain that eviction action would take longer than the time the encampment is going to be there and ask if they would consider holding off for a period.

> *"I would normally say, generally speaking, going for eviction is going to take ten days anyway, sometimes longer unless there's a real emergency for it. So, I would usually say to landowners, 'do you know what give me a week- let's see where we're at then and then let's look at it again, or give it two weeks'."*

3.35.   Staff reported that regardless of the land that an encampment is on, they will still maintain engagement with the families on the encampment and continue to provide any support needed. However, for the small number of local authorities that provide portaloos for families on roadside encampments, this can only be done with the landowner's permission.

> *"regardless of whether the encampment was on Council or Private land, a welfare visit was conducted and support was offered."*

3.36. For land owned by the local authority, staff reported that their assessment focused on the safety and suitability of the land. Where it is deemed safe and suitable, then engagement and support are the primary focus for most local authorities. However, one local authority explained that circumstances can change, for example the land being camped on being needed for a planned community event that staff weren't aware of, which can result in legal action being required. Local authority staff reflected on the impact this can have on the relationship and trust that had been established and the knock-on effect of that

"It's really hard being in our position because you're trying to engage, you're getting people settled in and then for whatever reason something happens, or you're given an instruction and things change, and the next thing you're saying,' look, I'm really sorry. I know you'd like to stay for a month, but you're going to have to move on in a week'. They don't move on in a week. Our legal colleagues are involved, and we're serving notices to evict. And what's difficult is if a week ago you have organised for an educational worker to come out and see the kids, you know, suddenly you're poacher and gamekeeper- it can be quite a difficult situation. And that action tends to destroy a lot of trust, even with the next few groups that might attend the same site because it's a small community and word spreads. So, in the past, they might have engaged and asked for stuff, but the next couple of groups maybe don't engage with you."

3.37. One local authority reported that for all roadside encampments legal action will be commenced immediately by firstly serving a 24-hour notice to the encampment. If the encampment does not move on within the 24-hour period, eviction proceedings begin. However, during the legal process of eviction, local authority staff continue to engage with families on the encampment and provide any support required.

3.38. Where land is assessed to be unsafe and/or unsuitable, staff will explain why it has been assessed that way and request that they find other land to stop on. If this request is not complied with, then legal action will be initiated. Most local authorities reported that eviction is only ever used as a last resort and something that is rarely completed as families have usually moved on.

"A family turned up the other day, however, they are not in a safe location. I've spoken to them, and they are not wanting to move. Unfortunately, in this case, we are having to act because the site is not a safe place to live, and that's for their safety. It's not as if we're just saying move because we don't want you there. We have never moved a family just because. I can happily say that we haven't evicted any family this year."

"It's very uncommon for us to require to take legal action. In my time, I've been enrolled since about 2015. And I think I can recall maybe there was either two or three occasions where we get to the point (of a) case conference."

"Legal action will only be sought when there has been an agreement. Nobody's ever gone over my head for legal action, it's always been with agreement because we all buy into this, you know supporting the community and the right to live their lifestyle."

Identifying and meeting needs

3.39.   Local authority staff responsible for engaging with roadside encampments reported that a core aspect of their role is identifying health and other wider needs as well as providing or facilitating access to appropriate support. Staff also explained that need identification continues over their engagement with families camping by the roadside as new needs can emerge or family members feel more comfortable about disclosing needs.

3.40.   The assessment of needs was not described as a formal process. While some local authorities have 'checklists' of needs to explore, the identification of needs is done through informal conversation with the family members.

> *"It tends to be more the informal conversation and some you don't get all that information at first. And there can be changes in mind about what people want as we go. So, it tends to be just that ongoing contact with people and dealing with those needs as they emerge or as we become aware of the needs."*

> *"I think it's just through experience of working with them. When I first started, there was a checklist, and I suppose that checklist is kind of ingrained in my head because I would initially go out with the clipboard, and soon realised that that was not the approach that they wanted, so I had to remember the sort of things to check on. And then you bring that more into a conversation with them."*

3.41.   At a basic level, all local authorities reported providing bin bags or bins for families to use while staying on the land and liaise with their refuge or waste services to arrange collection. Fewer local authorities reported providing water, and fewer still reported offering portaloos. When these were offered, it tended only to be for encampments that were staying for a longer period due to the time it took to get the portaloos in place.

> *"If it was more long term, if they were here two to three weeks, then we would look to offer them facilities, but if they're only stopping over for one or two nights, it would be a case of, there's bin bags for you, just keep everything clean and tidy, and they do. But yeah, if it's ones that are going to be here sort of long term, we would look to see if they need portaloos, water, and all that sort of stuff."*

> *"As soon as we've done the site visit, we'll get bins there, we'll count the amount of people and the amount of bins we might need, we'll get them there really quickly, the team will get them there sometimes within a few hours, sometimes the next morning, just to encourage you know all the waste and the household stuff to go in those bins fairly quickly. And we'll arrange a date when they're going to pick them up and so on. That works really well and has done for a number of years, and that's regardless of it being council land, even if it's owned by a company or an individual, we'll get the bins out there to minimise waste, and it does work."*

3.42.   Beyond basic facilities, local authority staff will try to explore and identify any health, education, financial and wider holistic needs. However, feedback from staff suggests that it is rare that any needs are disclosed. When they are, the necessary steps are taken

to provide or facilitate the required support through partners and stakeholders where possible.

> *"We involve our food banks if anybody's struggling food wise. We recognise things like Christmas. We always take down a lot for the kids. We've had clothes, we've got toys delivered and books for some of the kids."*

> *"NHS KeepWell is a good source to link in with as they're willing to come out and do the site visits as well because I appreciate with people travelling through your local authority area, they're not always here for a long time, therefore if assisting with the visit they can help explain their facilities first hand."*

> *"Two of the kids are probably around about school age. And I was asking the last two visits whether they wanted some educational input. So, I will be out there again today to see them. And I'll be asking that question because we do have a specialist teacher that works with Gypsy/Travellers. She will go out and offer, we'll just facilitate the contact. And then that's down to our education side to pick that up."*

Reporting and liaising with partner agencies and other services

3.43. Different approaches were reported by local authorities in relation to partner and stakeholder communication about encampments in the local area. Some established groups where details of the encampment are shared by email and any needs requiring the input of partner agencies and stakeholders are communicated. In other local authorities contact is made with partners and stakeholders as required, for example, where a need has been identified that requires the involvement of another service or agency.

> *"When we come back [from the visit], we have got this big round robin email where I, myself or [colleague] would update everybody in that group on the encampment. So, we'd say who's there, how many people, and you're saying, right, [colleague], can you give us six bins? [colleague], are you going to organise the toilets? And we've got all this going on. So that's how we set up, you know, straight away. So everybody knows the situation and what is needed. So you can add to that. So the next week, you're out, and somebody says, I'm needing a dentist. When you get back, you get in touch with the NHS contact, they go, oh, yes, that encampment you told us about last week. So that's the type of way we work."*

> *"The relevant teams/people would be contacted at the time their assistance was required. Regular updates are provided during the period of an unauthorised encampment from the encampment taking place to the period it has ended.*

3.44. One pilot local authority area credited the pilot with driving the establishment of relationships and involvement of other services and partners. This continues to enhance the effectiveness of their approach to supporting roadside encampments.

> *"Through the formation of the steering group we now have key contacts in place to provide support for encampments"*

3.45. The level of engagement and responsiveness across partners and stakeholders is variable across local authority areas, with only a few reporting strong levels of engagement and buy-in across all key partners and stakeholders. Again, though, the

often-infrequent nature of identifying needs among families camping by the roadside that can best be addressed through other services and organisations is perceived to be an influencing factor. Aligned with this, the extent of follow-up that is carried out by local authority staff following contact with a partner requesting support for an encampment varies. This can involve no follow-up at all, through to local authority staff organising joint visits to an encampment with the relevant partner agency.

Challenges experienced supporting roadside encampment

3.46.   The main challenges that local authority staff reported facing in providing effective support for families camping by the roadside are summarised below:

- **Availability of land** – Most local authorities reported that the availability of safe and suitable local authority-owned land has reduced over the years, which makes it more difficult for Gypsy/Traveller communities to find appropriate stopping places. Encampments on private land have increased in most local authority areas, and the challenges this presents in terms of relationships and providing facilities and support have been discussed earlier in this report. Furthermore, landowners are now quick to ensure that land cannot be accessed once an encampment has moved on.

    "The council doesn't actually have that much land."

    "So again, to get them their amenities such as toilet facilities and things like that, it does make it harder."

    "As soon as they left, there was barriers put up, you know what I mean? So anywhere they find, they soon shut after them once they've left."

- **Unknown encampments –** Local authorities with expansive geographies, particularly those with large rural areas, reported that there are likely many encampments that they are never made aware of. This prevents the local authority from engaging with families on the encampment and providing any support or information.

    "To be honest, I would say that we are probably aware of a maximum of 25% of the encampments that occur within [local authority area] because of the geography."

- **The press and public** – A few local authority areas described a hostile response from the local press and members of the public when an encampment arrives. Staff reported that this can be challenging to deal with and brings additional pressures to the role.

    "There's certain pieces of the council land that they go to, and the public is very intolerant of having them there. The minute they turn up, the public, 'cause obviously, you get this misconception of how they're going to behave, what they're going to do, so they're straight onto the relevant council service, so there's pressure on them to get them off."

    "As a local authority, we buy into the approach of supporting, the only real pressures we get is from [general] public nowadays, and that can be extremely difficult and extremely testing for officers to manage and to deal with."

- **Non-engagement and developing relationships –** Local authority staff recognise the importance and the time it can take to develop trust with families camping by the roadside. It can take a number of visits and interactions before this is achieved and

families feel comfortable sharing needs or requesting help, which is challenging when encampments are only in the area for a short amount of time.

"It's about trying to build relationships with the families, whilst they are in the area. I think having the approach that we have, the flexibility, the informal approach, it's received well, so it's just making sure they know that we're here to help them and we've got services available if they need them."

- **Pressure from councillors (and on councillors from constituents)** – A couple of local authorities described challenges due to pressure being applied by councillors to move the encampment on, which is often as a result of complaints they have received from constituents. While staff explain the organisation's policy and how they approach roadside encampments, it can still create unnecessary pressure.

"It's a bit like any community, we've got local councillors where the sites are and where we seem to have more unauthorised encampments. And when those councillors are contacted, [they will ask] can you go and help out these travellers please? And then there's other ones, [who ask] can you get these [Gypsy/Travellers] moved on? So you've got both sides, even within the councillors, the ones that are pro-help and the ones that are like, oh, just deal with it sort of thing, get rid of the problem."

- **Meeting mental health support needs** – One local authority highlighted the difficulty they have faced in meeting mental health needs, due to a lack of provision and availability of services.

"The only thing that we're not very good at...it's just a lack, everywhere, is mental health. I've not been able to help people with mental health issues, and I've had families up in arms against me, you know, why haven't you done anything? And I've done everything I can do to help."

Suggestions for improvement

3.47. Several local authorities highlighted the challenges that Gypsy/Traveller communities faced in accessing recycling centres and felt more could be done to facilitate this. While one local authority reported that there is a waste transfer license that covers the whole of the UK, other local authorities who reported this as an area that could be improved were unaware of this. One local authority also reported that they liaise with the relevant department to facilitate access to recycling centres for Gypsy/Traveller families camping by the roadside.

It's legislative; you have to have a permit for dumping in Scotland, and the permits are area specific. So, if we've got travellers who are nomadic, their license may well be for where they call home, and it is useless anywhere else in the country. They would then be penalised to the point where they would have to fork out time and time and time again for licenses in areas that they're working that they're not actually residents, so they may not even get that license in the first place."

"There is a waste transfer license I got for one of my chaps and that does cover the whole of Scotland. I asked about where it covered, and I was actually told it covered the whole of the UK. It was a national one. That was through SEPA, the waste transfer."

"Where necessary we liaise with our environmental department to give access to these facilities during their time within our area."

3.48. Land availability was also highlighted as an area that local authority staff would like to see improved, but they appreciated the challenges associated with this. One member of staff suggested that there were other public agencies that owned land (for example, Forestry and Land Scotland, Scottish Enterprise), and that a more cohesive approaches and policies across public sector organisations could help identify land that is safe and suitable for roadside encampments.

"There'll be other public landowners. Often some of these rural sites, some of the best rural self-contained sites, are public owners. I think in a perfect world you would get public land ownership to make the site available."

3.49. The identification of safe and suitable land was a barrier to the negotiated stopping approach. In the face of this challenge, it led to one pilot authority reflecting on what they needed in their area to meet the needs of Gypsy/Traveller communities. This has resulted in the local authority exploring the development of a transit site as an alternative. Another of the pilot areas has also identified the need for the development of one or more transit sites through a recently conducted housing needs assessment.

We can't find appropriate places to stay [for negotiated stopping]. The negotiated stopping just wasn't a fit for us here. We wanted it to be. We tried to make it work, but it didn't. And that's where we started to say, 'Well, what is needed? What can we provide locally?' And this is where our thought process shifted to more a transit site. So, there was an evolution in the whole negotiated stopping pilot for us. It moved on to something else."

3.50. One local authority officer called for greater consistency in the approach to supporting roadside encampments across local authority areas, which would help Gypsy/Traveller communities know what they can expect and what they will be provided in the way of support and facilities.

"It would be beneficial to have national guidance in relation to roadside encampments, to ensure consistency across all local authority areas"

3.51. Funding was also raised by interviewees in a couple of local authorities, one reported instances in the past where money had been allocated to the local authority to support their work with Gypsy/Traveller communities but had not been allocated internally to support the intended function. Another reflected on the new Gypsy/Traveller action plan and questioned whether local authorities will be resourced sufficiently to deliver what will be required of them. Furthermore, one member of local authority staff also spoke about a potential increase in Gypsy/Traveller communities travelling in Scotland due to being displaced by legislation in England which makes it more difficult for Gypsy/Traveller communities to camp by the roadside. They reflected that this could lead to increased demands on local authorities who were already stretched.

3.52. Finally, and linked to the above, one local authority shared their experience of unsuccessfully trying to access financial help for Gypsy/Traveller communities, specifically related to fuel poverty. While the funding was targeted at vulnerable people

and communities the member of staff was unable to secure funding for the families they were supporting by the roadside.

4. Experiences of Gypsy/Traveller communities traveling around Scotland

4.1.   In this chapter we discuss the experiences of Gypsy/Traveller communities when they are shifting around Scotland, covering:

- History and frequency of travelling in Scotland

- Changes that have been observed over time

- The relationships and interactions they have with local authority staff

- Discussing needs and receiving support

- Experience of accessing services and facilities

- Stigma and discrimination that is encountered

- Suggestions for improvements

History and frequency of travelling in Scotland

4.2.   All the Gypsy/Traveller community members that engaged in the evaluation had long histories of shifting around Scotland, with most having done so since they were children.

> *"It's something we've done all our life, definitely. More or less through childhood, growing up, we always went away in the summer. We couldn't wait until it would come."*

4.3.   Most community members reported that they tended to shift around Scotland every year during the spring/summer months and would normally find a site to live on during the months when they weren't shifting.

> *"In the Summer, we only just travel in the summer. In the winter, wherever site we can get on, we'll go on."*

Changes observed over time

4.4.   When exploring the changes that community members have observed over their years of shifting in Scotland and camping by the roadside, two themes dominated:

- Availability and accessibility of land

- The time which they stay on land before being asked to move on/eviction action is taken

4.5.   Community members described a situation whereby the land available for them to stop on is reducing year on year, due to a combination of land being developed and landowners taking measures to prevent access to land. This has meant that most of the traditional stopping places that have been used in the past are no longer accessible to Gypsy/Traveller communities. Community members also reported that the lack of available spaces often meant that they were forced to stop in places that they would not ordinarily choose to, such as industrial estates and service stations.

> *"It's getting more difficult because, to be fair with you, when you move on to land then they get a court order to move you off, and then they dig trenches or whatever."*

"So it's pretty much like there becomes fewer and fewer [places to stop] every time you come up [to Scotland]."

"It just got a lot harder to stop anywhere. Like we would be moved too quick, and it just got too hard really to find anywhere to stop."

"A lot of places where we used to obviously come on…they're all getting built on this so it's getting harder and harder to find place."

4.6. Community members reported that in previous years, they were able to stop on land for longer periods before being moved on, compared to more recent experiences. Most community members felt that local authority staff were quicker to move roadside encampments on and reported that there was no explanation of why they were being asked to move. While some members did highlight particular areas of Scotland where they are given more time, most reported that, overall, they are able to spend less time in an area than they previously would have been able to.

"If you'd have went back 10 years ago, you would have had a lot longer stopping on any way you went. And then within the last 5 years it's got shorter and shorter and I took notice this last couple of years it's getting shorter, it's getting worse now. It's not getting any better, it's getting worse."

"A very big change yeah I mean once, you know we used to get the council come down and help us with, like give us bin bags or whatever, you know, but now they don't do none of that, they just want you away."

4.7. While community members reflected that there is good and bad in every community, some felt that the hostility they received from the settled community had increased. A few members explained that because of this, they try to find land to camp on that is not close to any communities, which further reduces their options for places to camp by the roadside.

4.8. Increasing difficulty accessing drinking water was also highlighted by some community members, with reduced availability of public taps and a growing reluctance among local businesses and residents to provide water.

"There was a tap outside, and I said, I would really like to be able to get some water. The woman says, 'you can have water but you have to give a donation', which I didn't mind, it was for the coast guards. So that was fine so I gave it. But there was one day I went and it was switched off. I said, I wonder why this is switched off. The woman says to me, well for the main reason she says, it's faulty or something like that, but about an hour later I came back to get some juice for the kids and when I came back the woman had the tap switched on for her dog to get water."

"There should be more access to water, you know, for us. I feel like we're getting treated like animals, we need to access water."

"We go to graveyards or cemeteries for water to fill the cans up, we'd have five or six cans or churns and it'd be filled up in the graveyard. So that was the only place that would really give you water."

4.9. Overall, these factors combined were reported to be making it more difficult for Gypsy/Traveller communities to shift around Scotland. They need to plan on the basis of not being able to spend long in each area, and also need to consider that it will take longer in each area to even find a place where they can stop. Some community members explained that it had made them consider how much longer they will continue shifting around Scotland, while others expressed concern for future generations who may not be able to experience it.

> *"I don't think they will. Every year we go up, it's getting harder and harder and harder. I think it will come to a stop. It will be a shame because we've done it for generations, but I don't think it will be still going."*

> *"Yeah, I fear for my grandchildren when they grow up what it's going to be like for them."*

Relationships with local authority staff when shifting around Scotland

4.10. Community members described most of their interactions with local authority staff as feeling confrontational and primarily focussed on instructing the encampment to move on. They described a lack of compassion, sensitivity, and understanding among most local authority staff when camping by the roadside.

> *"Sometimes they won't even give you a chance. There could be some people who were older or like, some women be having babies or there'd be somebody in the group like who's got disabilities and they don't even have a thought or a care, they just want us gone."*

4.11. The hostile nature of these interactions, and the expectation that they are going to be quickly moved on leads to community members feeling apprehensive and anxious when they see local authority staff come on to their encampment.

> *"It is always anxiety because you know that you're going to be moved on. So you're almost living in this constant state of anxiety and just waiting on that."*

> *"It just makes you feel terrible you don't know where you're going to go next and you don't know if you're gonna even have one night somewhere."*

4.12. Most community members had also experienced positive engagement and interaction with local authority staff, though this was seen to be far less common, and specific to certain areas. However, there was some variation, with examples of positive interactions for one person in a particular area being countered by negative experiences in the same area by other community members.

> *"They [local authority staff] don't come like an aggressor because they've been used to that many gypsies that have pulled there that they've been used to it."*

> *"I think the ones in [local authority area] is more accommodating, more trying to bear with you a bit more than what the ones in [another local authority area] do."*

4.13. One community member did report that they felt the support from local authorities had improved over time, and that their experience was fairly consistent across the different areas that they stop in when they are shifting around Scotland.

"It's just more or less the fact that they always make sure you've got bin bags, and they'll reassure you that it is safe where you are, and different things like that. I think they are a wee bit more supportive now than what they were when I was a child. We find that most areas, like I've been in [different local authority areas], all them kind of areas, and I do find the support from the local authorities, they do try and help a lot more than before."

Discussing needs and receiving support

4.14.   Very few community members reported ever having a discussion with a local authority staff member about their needs or any help that they may need. Even those community members who described positive interactions reported that needs and support were rarely asked about or discussed. The positive of those interactions was that they were friendly and were not being asked to move on straight away.

"No definitely not, I've been on the roads all my life and no, we don't ever get no support, none whatsoever."

"No, nothing like that, either I've been given a couple of days to move, or move like there and then.,"

"Listen, there's some, not all, some is nice and some will ask us how long are we planning to stay, not be moving us on, but no, nothing else like that."

4.15.   While some community members cited that they had never experienced a discussion about needs or received any form of support, other community members had experienced this, though only on occasion, and not consistently. Most commonly this is related to the provision of basic facilities such as bins/bin bags and waste uplift, with a few also having experienced portaloos and/or skips being provided on a roadside encampment. Other examples given by individual members included receiving support accessing health professionals and housing support.

"Up at [two local authority areas], them councils, they would bring bin bags and one of them even brought us a toilet once."

"A few people, I was with, did take them up on the offer and they did get into housing, two families and they're still in that housing in Ayrshire now."

"My wife likes [local authority area], like it was good for their nurses and things was coming down you know. We stop there because you've got a better chance of getting nurses down and you know and the health because they'll come to a number of people."

"We have had previously in the past with care workers they come down see if we need any medical attention, is there anybody ill within the camp, and they do help out a lot."

4.16.   However, a few community members also shared experiences of local authority staff who offered support, but never followed through. This leaves a lasting impression and leads to community members feeling that there is little point in disclosing any support needs or asking for help.

"I have had people that comes down, but then they don't ever come back. Like I can remember I was with my sister-in-law who was having a baby and she said she needed to go to a GP, and the lady was telling us about doctors and she was meant to be coming down the next day to give us the letters and phone numbers and all that. But nobody never did come back. When the next day comes and they haven't come, because usually they tell you a date and a time when they come and say, "Oh, we'll be here tomorrow afternoon." And then when that doesn't show up, then I think, you know what, they're not even coming. Don't even waste your breath."

<u>COVID-19</u>

4.17.   Some community members shared experience of being camped by the roadside during the COVID-19 pandemic. During this time movement between areas was not allowed and community members reported that local authorities were very accommodating during this period. There was no pressure to move on, instead they were encouraged to remain where they were. They reported that engagement and support from the local authority was good with toilet and shower facilities being provided as well as water and food. Health visitors were also cited to have had a regular presence on encampments. A few community members questioned why if it could be done during those times, can it not be done all the time.

"Oh yeah, it was good, it was good, [local authority area] I think it was. It was one of them two places, we was on a big field there and the people come down, they put toilets on the ground, they put skips. Gave them shopping. And they were even fetching shopping because they said, they said don't worry about anything like that, because they said they were trying to keep the Covid thing away from us. So, they said, we could stop as long as we wanted to stop and it was quite good for them to do it. But why isn't that the way all the time?"

Experiences of accessing services and facilities

4.18.   When discussing experiences of accessing facilities and services, community members focussed on the challenges they encountered accessing the following:

- Healthcare services
- Recycling centres
- Showers and toilets
- Drinking water

<u>Healthcare services</u>

4.19.   Community members reported mixed experiences of trying to access GP services. The GPs where they were welcomed and cared for, were outnumbered by those where they faced access barriers. A few gave examples of community members travelling to another local authority to access a GP that they knew from previous experience would see them when faced with these barriers to access.

"I've had doctors where they've been absolutely brilliant you know, like in [local authority area] we used to stay a lot and they [GP practice] was good so you could just go in they'd help you fill the forms in and they'd get you in, they treat you with

respect, but with [another local authority area] my baby wasn't well and they wouldn't see me."

"I was expecting a baby in [local Authority area] and they were really, really being helpful but other places were not helpful. Like, if I were to go to the doctors, they're telling me to go to my own GP, when I would be in Scotland and my GP is down in England. I've been in [other local authority] and I had problems when I was expecting my daughter, it was a serious problem, they did think something was going wrong with the baby, they wouldn't see me, I had to travel back to [local authority] to be seen."

4.20.   Community members explained that when they try to access a GP that they are not registered with, the main barrier comes from the GP practice requiring an address or postcode to be registered. One community member reported that some GP practices will accept the postcode of the area they are camped in but many don't.

"And especially when they ask you for an address. And then you tell them that, I haven't got an address, I'm at the side of the road. And they just can't, you know, it doesn't sink in for them."

"You can't register at a GP, not even temporarily because you need a temporary address. If you're on the side of the road, now some doctor surgeries, or even hospitals will ask for the postcode of the area of the side of the road and they will accept it. A lot of places won't."

"Different areas are different, but I've had an experience in [local authority area].. they was absolutely brilliant, I couldn't fault them in any way. But in a lot of other places it's like, you haven't got an address, how can we write your prescription out, yeah it's been very difficult."

4.21.   Another barrier reported by a few community members was the need to fill in forms to register. Those that have difficulty doing this have found there is very little support offered or given when requested.

"I took the baby in and it was just like 'Fill this form' and I can't read and write very well. I did ask her for help to fill it in and she refused to do that. I just felt very, very low. I came home and just I didn't feel like going again because I was so embarrassed and also upset- a lot of mixed emotions because at the end of the day we're human beings you know."

4.22.   When community members are unable to access healthcare through GP services, they reported that it often meant they would have to go to A&E. It was reported that this usually involved several hours of waiting to be seen for something that should be dealt with by a GP.

"We would just go to the hospital. It's frustrating because in the hospitals, if you do that, you can wait up to 10 hours, even just to get seen, because all of the hospitals are a nightmare to be honest with you."

"I just end up going to 111 out of hours. And then I have to wait hours inside the hospital. And it can be the silliest things, it could be for eczema, I could have been seen by a GP for that."

4.23. Some community members also discussed the impact of being moved on by the local authority. They shared experiences of having been able to access care through a GP or a hospital and having follow-up appointments scheduled, but having to leave the roadside camp they were on. This meant they sometimes had to travel long distances back to the area without family members so that they could attend appointments.

> *"It's just not good for us you know, having to shift from one place to another, when we're attending hospitals and things so that's not very good is it?."*

4.24. One community member described a sense of thankfulness that their wife had access to a GP when they were shifting around Scotland, who identified that they needed an operation. They were told that had it been left untreated it could have become more serious. This example highlights the potential dangers of barriers to accessing healthcare.

> *"She had an operation that could have been dangerous...If she wouldn't have been treated he said it could have turned very, very bad you know."*

<u>Recycling centres</u>

4.25. Community members feel it is impossible to access local authority recycling centres. Whenever they have tried to access these, they are refused entry because they are not a permanent resident of the area they are staying. This has a significant impact on community members' ability to work, as they need to be able to unload their waste from one job to then start another.

> *"They won't let you, they say 'where's your postcode, what number's your house' and then they say 'you're throwing rubbish around', when you're not throwing nothing around. You're willing to bag it, take it and put it on the dump' and then they still won't let you do it."*

> *"They won't let you on the tips you see. Yeah on the recycling centres because they say you've got to be registered to go on the recycling centre. So we ain't allowed to, you need a recycling centre to get rid of the gardening waste."*

<u>Showers</u>

4.26. Community members did highlight a few areas where they are able to stop by a roadside and have easy access to facilities. This tended to be stopping places that were on, or close to, beaches that had public toilets and shower blocks.

> *"We were on the beach and the block of showers was open and the toilets were there. It was like a little luxury."*

4.27. Generally, though, when camping roadside community members do not have easy access to showers and toilets. Most community members reported that leisure centres tend to be the main place that they try to access showers, though in some cases they are refused entry or face barriers which make access difficult. When they are able to access these, the cost can become prohibitive.

> *"So it costs us a lot of money when we go to showers to them leisure centres, you know, to go for showers and things. Like I've got four children, and they make me pay*

for every child, and my husband when they're going for them showers. So, it's a lot of money just to have a shower."

"Some places won't let you in, you've got to be a member, you've got to have a month or two months membership, we're not going to be there for a month or two months."

"Most places we get refused, and if we go to a swimming bath as I call it, and we ask can we just use the shower we're not allowed to unless we take a swim. And in all fairness when you've got five or six children you can't take them for a swim, with one adult of five or six children, because it's very dangerous."

<u>Drinking water</u>

4.28.   Community members described water as a precious resource which is rationed and used carefully because access to fresh water was one of the most difficult things when shifting around Scotland with few public taps remaining. Often the only option is to buy bottled water that is then to be used for drinking, cleaning/bathing, and cooking which can become expensive.

>*"Oh, we ration, we ration. But I think there needs to be more access to water, you know, for us. I feel like we're getting treated like animals, like we need to access the water."*
>
>*"We don't have access to water, no, we've got to buy our water and we've got to make it last so whenever my children I've got to bath them all in that water. Yeah I got to salvage the water."*
>
>*"Yeah, that's 100% water is precious, you have to watch your water."*

4.29.   Community members reported that sometimes local residents or shopkeepers would let them fill their cans, but often they will be refused or only be given it if they say it is for their animals.

>*"We all have animals, but you know if we ask the people and say it's for our children, they won't give us the water. But when we say we've got animals, then they give us water. I've noticed the world likes animals more than children. If I mentioned that I had a dog or if I've got a cat, no they'd give me loads of water. But they wouldn't care if I needed a wash or whatever."*

4.30.   Often, when camped by the roadside, water from garages and service stations, which is not intended for drinking, is the only option and even then, they can sometimes be refused.

>*"To be truthful, the garage water, it's no drinkable but through the years I have drunk it. When you go in the garage even for some water they'll sometimes tell you no."*

Stigma and discrimination

4.31.   Experiences of stigma and discrimination were reported to be frequent among community members. They view the many barriers, which have been discussed

throughout this chapter, that make it difficult for them to live a lifestyle that is in keeping with their culture and traditions as a form of discrimination.

> *"Yeah as a Gypsy/Traveller, you face it every day in life."*

> *"I'm not very old myself but you talk to my granny and granddad and they'll tell you how good it used to be and how nice and kind the world used to be for travellers and, yes you used to have the odd you know abuse and discrimination but I find that it's gone a lot worse."*

4.32. Experiences of stigma and discrimination in almost all aspects of life were described. Community members shared examples: being refused entry or asked to leave pubs, hotels, shops and restaurants; being followed by security guards in shops; verbally abused; having stones, eggs or rocks thrown at their trailers; or cars coming onto the encampment driving irresponsibly.

> *"There's a dinner place in [local authority], it's called [restaurant name], they will not serve travellers, as soon as you go in the door, they will not serve you. There's other places that will but they make you pay first."*

> *"Some places is bad like, sometimes we get stoned as well, like, stones thrown at our caravans yeah, we get called dirty pikeys and things, sometimes we've been egged as well, but yes it's bad sometimes."*

4.33. While much of the stigma and discrimination impact on an emotional level, damage to community member's homes also has financial implications.

> *"We had motors coming in skidding like boy racers and things, close to the caravan, like that's a bit fearful because obviously we only have our homes and that's all we have. So if that gets broke up we don't have, we can't just replace that."*

> *"Well our home is our possession... You get people who would throw stones, throw bricks, like, my sister had human waste sprayed up her home. Your house is your everything, everything you own is your house, our caravan is everything we own."*

4.34. The level of stigma and discrimination faced by Gypsy/Traveller communities was reported to often leave them feeling unsafe and their children fearful. A few community members felt that stigma and discrimination against Gypsy/Traveller communities was largely viewed to be acceptable among the wider population.

> *"I've got kids now they're getting older and you know it's giving them anxiety, people screaming and shouting, calling them names."*

> *"We've had people come in with paintballs shooting at us, and things like that, it's not a very good experience. And like I say today it's not safe to be on the roadsides anymore."*

> *"I mean to be called pikey, gippo, things like that there, and then different things poured on top of you. That's racist. They can call you a pikey, they can call you this, they can call you whatever they want- and nobody does nothing about it."*

"When it comes to people's beliefs, and races, and things like that, everything's accepted, but not the Gypsy and travelling community. There's one rule, that's what we think anyway, it's like we're just pushed aside and we'll probably die out one day."

4.35. Community members explained that as much as it is their culture to travel together as a family group, it is also a safety measure.

"We keep it as a group of family, keeping close-knit, you know so we can try and keep each other safe, and look out for each other."

How could the experience of shifting around Scotland be improved?

4.36. A range of suggestions were shared by community members for how conditions could be improved for them when shifting around Scotland, which were aligned with overcoming the various challenges they experience:

- **Approach of local authority staff** – Community members wanted to see a change in how local authority staff engaged with them. They felt that interactions could be more respectful, supportive and friendly.

- **Longer and more certain stays** – Most community members reported that generally, a week or two would be an ideal amount of time to be able stay in any area when shifting around Scotland. Having a greater degree of certainty about how long they will be in any area would remove many of the challenges and barriers they experience.

- **Availability of land** – Easy access to safe and suitable land was the most cited area for improvement among community members. A safe space was their primary requirement, followed by suitability in terms of a green space, close enough to amenities and facilities but not encroaching on a residential area. Thereafter, access to toilets, bins/waste uplift, and water were also desirable. This could either take the form of a transit site or allocated land such as a field.

- **Skips or recycling centre access** – Challenges with discarding non-household waste have a significant impact on community members' ability to work and earn and income. Community members would like to see the introduction of a pass that will be purchased centrally and will give them access to recycling centres throughout the country. Alternatively, the provision of skips on the encampment would also be welcomed.

- **Someone to contact** – Several community members suggested having someone to contact, preferably a member of the community, before moving into an area who could direct them to safe and suitable land, where they would be accommodated by the local authority. This would remove the uncertainty and distress of never being sure where they will find a place to stop in areas they are shifting through.

- **GP services** – Community members felt there needed to be a greater level of understanding of Gypsy/Traveller communities and a more accommodating response from GP practices. While some practices are very receptive to providing care and supporting access, this is not consistent across the country.

- **Access to water** – As discussed earlier in this chapter, water is viewed as a precious resource among community members. They suggested that local authorities could

make public taps available on common ground that can be used by all members of the public while also easing access for Gypsy/Travellers shifting around Scotland

- **Access to showers** – Community members acknowledged the difficulties of providing showers for roadside encampments. As an alternative a few community members suggested that a pass could be introduce that can be purchased and used in local authority leisure centres around the country, giving them access to shower facilities.

- **A more tolerant and accepting society** – The level and types of stigma and discrimination that community members experience on a regular basis can have an emotional, practical and financial impact, while also leaving many community members feeling unsafe. Community members felt that people being more accepting and understanding of their ways of life, their cultures and traditions, could help to reduce stigma and discrimination and make shifting around Scotland a better experience. They also suggested that stigma and discrimination against Gypsy/Traveller communities needed to be seen as just as unacceptable as any other form of stigma and discrimination.

5. Conclusions and recommendations

5.1. The following sections set out our conclusions and recommendations.

The negotiated stopping approach

5.2. While none of the three pilot areas implemented the negotiated stopping model in full, the principles and certain elements of the approach have been applied and embedded. This includes:

- An approach to supporting roadside encampments which is engagement and support focussed and is considerate of Gypsy/Traveller communities culture and traditions.

- Accommodating preferred lengths of stay where the land being used is owned by the local authority and is assessed to be safe and suitable.

- Where possible, for encampments on private land, notifying the landowner and acting as liaison between the owner and the Gypsy/Traveller community to ease any potential friction or tensions.

- Exploring the needs of those on roadside encampments

- Working with stakeholder and partners to meet the identified needs of the families and communities that camp by the roadside

5.3. Identification of safe and suitable land has presented a major barrier to the full implementation of the negotiated stopping approach, though a reluctance among community members to enter into a formal negotiation and agreement was also a factor. For one local authority, a lack of opportunity to apply the approach in full was also due to having very few encampments on council owned land during the pilot period. Those they did have, stayed only for a very short time and had left before any negotiation could be discussed or take place.

What is different about the approaches used across different local authority areas

5.4. This evaluation engaged with six local authorities that were not piloting the negotiated stopping approach; a relatively small proportion of local authorities. It is likely that the approaches explored during this evaluation do not fully reflect the approaches applied across areas that did not engage with the evaluation.

5.5. However, of the approaches explored, the main components are underpinned by an engagement and support centred approach, with encampments accommodated when on local authority land, and working alongside community members, partners and stakeholder to identify and meet needs.

5.6. There are some differences underpinning approaches, including the extent of buy-in and responsiveness among stakeholders and partners, the facilities provided to roadside encampments, how expected standards and behaviour are communicated, and policies for commencing enforcement action.

Experiences of Gypsy/Traveller communities

5.7. Gypsy/Traveller communities are finding it harder to live in a way that reflects their traditions and cultural identities.

5.8. The lack of safe and suitable land, which has been observed to be reducing year on year restricts the options for Gypsy/Traveller communities to camp by the roadside. This is further compounded by a reduction in temporary and transit sites. More often than not, Gypsy/Traveller communities that do camp by the roadside are moved on quickly. While it is not clear if this action is taken because the local authority has assessed the land to be unsafe or suitable, community members engaged in the evaluation highlighted safety as one of their main considerations when choosing a place to stop.

5.9. Gypsy/Traveller communities experience a range of barriers that prevent them from easily accessing various facilities, amenities and services, and report very few instances where support and help are offered by local authority staff. This compounds the negative experiences encountered when shifting in Scotland and the frequent stigma and discrimination that they experience across all aspects of their lives can have a significant emotional, practical and financial impact.

5.10. Inevitably, the challenges and barriers contribute to a range of negative impacts including physical and mental health, poverty, employment and access to universal services. However, shifting is an important part of Gypsy/Traveller culture and tradition and losing this would also negatively impact on their quality of life. As much as it is increasingly difficult, Gypsy/Travellers expressed their love for travelling in Scotland, and will continue to do so for now. However, it is getting so difficult that some are concerned about their community's ability to continue to travel in the longer term.

Recommendations

5.11. Based on the findings presented in this report, the following seven recommendations are presented for consideration:

- **Providing access to recycling centres** – The barriers faced by Gypsy/Traveller communities when trying to access recycling centres to dispose of non-household waste were highlighted by local authority staff and community members. This can have a significant impact on the ability of Gypsy/Traveller community members to work and earn an income. One local authority reported supporting a Gypsy/Traveller community member to gain a transferable license which enabled them to access any local authority recycling centre. This transferable license should be explored further to better understand any eligibility requirements or restrictions and whether it would be appropriate and meet the needs of Gypsy/Traveller communities. If this is found not to be appropriate, then alternative options that enable Gypsy/Travellers to access recycling centres should be explored.

- **Access to facilities** – Gypsy/Traveller community members consistently reported the challenges they face in accessing shower, and sometimes toilet facilities. They are sometimes able to access local leisure centre facilities but often face barriers to this. Occasionally they will be camped on land that is close to public toilets and showers though this tends to be when they are close to beaches. Local authorities should assess the facilities that they have which are available to the public and investigate options that will ensure that any barriers to Gypsy/Traveller communities accessing them are removed or minimised.

- **Access to water** – Gaining access to clean drinking water was reported to be one of the most difficult things experienced by Gypsy/Traveller communities when travelling around Scotland. This results in water being rationed, and at times unsuitable water being used. A scoping exercise to understand the availability and suitability of existing public taps/fountains in each area should be undertaken, and any required plans put in place to address any lack of provision identified. Opportunities to influence any existing initiatives aiming to increase public water points so that they consider the needs of Gypsy/Traveller communities should also be explored. The scoping exercise could also lead to the development of a resource for Gypsy/Travellers that helps them to locate existing public water points.

- **Availability of land** – The availability of safe and suitable local authority land for stopping on is a significant challenge with no easy solution. One option is to explore the possibility of other public agencies and organisations supporting local authority policies on roadside encampments and making suitable and safe land available for roadside encampments and/or the development of transit sites.

- **Access to healthcare** – Gypsy/Traveller community members reported several negative experiences of trying to access healthcare through general practice/health centres, perceiving a lack of understanding about their communities and their needs. This can result in greater demand being placed on accident and emergency services. To help address the barriers currently faced by Gypsy/Traveller communities work should be undertaken with colleagues in health to increase understanding of Gypsy/Traveller communities' culture, tradition and needs. Furthermore, ways of encouraging and supporting the adoption and implementation of policies and practice that enable access to healthcare for Gypsy/Traveller communities, particularly in general practice should be investigated. This could align with current work being undertaken by Scottish Government to address health inequalities.

- **Consistency in approach to supporting roadside encampments** – The experience of Gypsy/Traveller communities, and their interactions with local authority staff can differ greatly from place to place. Some local authority staff also reflected on the variation that exists in different parts of the country. This can leave Gypsy/Traveller communities uncertain and anxious about what they can expect as they move from place to place. While the circumstances and contexts of local authorities will differ, work should be undertaken to identify areas of policy, process and practice where greater consistency can be achieved across all local authorities. This could reduce and minimise the variation that Gypsy/Traveller communities experience, and uncertainty they face, when travelling in Scotland.

- **Reducing stigma and discrimination** – Stigma and Discrimination were reported to be frequently experienced by Gypsy/Traveller communities and is perceived to contribute to the many barriers they face. Reducing stigma and discrimination against Gypsy/Traveller communities, while raising awareness and understanding of their cultural identity, history and traditions should form a key focus of the national strategy or Gypsy/Traveller action plan.

Appendix 1 – Evaluation tools

Non-pilot local authority staff information sheet

Negotiated Stopping Approach to Supporting roadside Camps in Scotland– Evaluation participant information sheet for non-pilot area local authority staff

Introduction

COSLA and Public Health Scotland have commissioned The Lines Between (TLB), an independent research organisation, to evaluate the pilot of the Negotiated Stopping Approach to Supporting roadside Camps in Scotland. The Negotiated Stopping approach has been piloted in Perth and Kinross, East Ayrshire and Moray, though the evaluation is also interested in understanding approaches to supporting roadside camps used in other local authority areas as well.

You are invited to take part in this study because we would like to understand more about the approach to supporting roadside encampments in your local authority area. Before you decide whether to take part, it is important for you to understand what participation will involve. Please take time to read the following information. You can contact TLB evaluation team using the details below if you have any questions or would like further information.

What is this study about?

The evaluation aims to understand the experiences of implementing and delivering the negotiated stopping approach. However, a further aim is to understand more about different approaches in other local authority areas to maximise the learning about how Gypsy and Traveller communities camping on the roadside can best be supported. This study was reviewed by Public Health Scotland's Research Ethics Committee.

Why am I being invited to take part?

You have been identified as someone who has a role in supporting the approach to roadside encampment in your local authority area, and whose views and experiences can help to inform the evaluation.

What will I have to do if I take part?

If you are interested in taking part, a member of the TLB evaluation team will arrange a time to have a discussion (interview) with you. The discussion will take place on a day and time that is convenient for you either over the phone or by video call. The discussion will take between 30 and 45 minutes, depending on the level of involvement that you have.

The themes that we cover during the discussion will be tailored to reflect your role in supporting the approach to roadside encampments. This could include exploring the following areas with you:

1. The current approach to supporting roadside encampments, how it has evolved over time and the policies, processes and practice that underpin the approach

2. Similarities and differences between the current approach and the negotiated stopping approach
3. What works well about the current approach, and what are the challenges and limitations
4. Ideas for developing the approach and any additional support or change that would be required to enable these developments
5. Perceived effectiveness of the current approach in meeting the needs of Gypsy/Traveller communities

What are the potential disadvantages and benefits of participation?

The only disadvantage you are likely to experience through your participation is in giving the time from your day to day role and responsibilities to take part in the discussion. While there may not be a direct benefit to you in taking part, your participation could help to inform effective approaches to supporting roadside encampments.

What else do I need to know?

- *Taking part is voluntary.* It is up to you whether you participate in the study.
- *Taking part is confidential,* *and responses are anonymised.* Your participation in the discussion will be confidential, and we won't share any information that could identify you with anyone else. During the discussion, you do not need to answer any questions that you do not wish to.
- *We might use some things you say in the report we write for Public Health Scotland.* The report will be published on Public Health Scotland's website in late spring 2024, and direct quotes from what you say may be used in the report to support findings that we present. However, we will ensure that these quotes are anonymised and will not attribute anything to you by name or organisation.
- *You can change your mind about taking part at any time.* Even if you are initially happy to have a discussion with us, you can change your mind at any time. You do not have to give us a reason for changing your mind. If you decide not to take part before the interview, please contact Derek at TLB using the contact details below. Should you decide you don't want to take part during the discussion, simply let the researcher know you'd like to stop.
- *We will ask to audio record the discussion with you.* We will ask if you are happy for the discussion to be recorded before starting. This is to ensure that we have an accurate account of our discussion and to draw on relevant quotes to include in the final report. If you agree to your discussion being recorded, we will produce a typed version (transcript), after which the recording will be deleted. If you do not want us to record the discussion, we will take handwritten notes, which will be typed up without your name after the discussion. The handwritten notes will be destroyed, and the typed version deleted at the end of the study or before if no longer needed.
- *Any personal information will be held securely.* Interview notes and transcripts will be stored securely, in line with UK data protection legislation. TLB's privacy notice can be found here https://www.thelinesbetween.co.uk/privacy. The notes and transcripts will not include your name, and they will not be shared with anyone else. They will be deleted at the end of the study. If you decide that you want to withdraw from the study after the discussion, please contact Derek at TLB using the contact details below. Please note that we will not be able to exclude the information you have provided

after it has been anonymised or used in analysis or the report. Your rights to access, change or move your information will be limited as we need to manage your information in specific ways for the research to be reliable and accurate. Please be assured, we will use the minimum amount of personally identifiable information possible.

What next?
A member of the TLB evaluation team will be in touch to check that you are happy to take part. If you are, they will make arrangements with you for the discussion to take place.

Providing consent
If you decide to take part in a discussion, the team member from TLB will email you and ask you to confirm by email that you have understood the information in this document, and that you consent:

- To take part in an interview.
- For the interview to be audio recorded.
- For anonymised quotes from you to be used in the report we write.

The e-mail that is sent confirming consent will be held securely until the end of the study.

Who can I contact if I have any questions, complaints or concerns?
If you have any questions, complaints, concerns or want to discuss this information, please don't hesitate to contact Derek Ewens at The Lines Between (derek@thelinesbetween.co.uk or 07947 550927).

Thank you for taking the time to read this information. Please retain a copy for your reference.

Pilot local authority staff information sheet

Negotiated Stopping Approach to Supporting roadside Camps in Scotland– Evaluation Participant information sheet for pilot area local authority staff

Introduction
COSLA and Public Health Scotland have commissioned The Lines Between (TLB), an independent research organisation, to evaluate the pilot of the Negotiated Stopping Approach to Supporting roadside Camps in Scotland. The Negotiated Stopping approach has been piloted in Perth and Kinross, East Ayrshire, and Moray, though the evaluation is also interested in understanding approaches to supporting roadside camps used in other local authority areas as well.

You are invited to take part in this study because we would like to ask about your views and experiences of the pilot in your local authority area. Before you decide whether to take part, it is important for you to understand what participation will involve. Please take time to read the following information. You can contact TLB evaluation team using the details below if you have any questions or would like further information.

What is this study about?
The evaluation aims to understand the experiences of implementing and delivering the negotiated stopping approach and capture the learning that has been generated in each of the local authority areas that have piloted it. Another important aspect of the evaluation is to understand the views of Gypsy and Traveller families that have experienced the Negotiated Stopping approach, and the extent to which it met their needs. This study was reviewed by Public Health Scotland's Research Ethics Committee.

Why am I being invited to take part?
You have been identified as someone who has had an interest in or been involved in implementing, managing, coordinating, or supporting the delivery of the negotiated stopping approach, and whose views and experiences can help to inform the evaluation.

What will I have to do if I take part?
If you are interested in taking part, a member of the TLB evaluation team will arrange a time to speak with you one-to-one or in a small group depending on your preferences and how you have been involved. The discussion will take place on a day and time that is convenient for you either over the phone or by video call. One-to-one discussions will take up to 60 minutes, depending on the level of involvement that you have had, with group discussions lasting around an hour.

The themes that we cover during the discussion will be tailored to reflect your area of interest, role and/or involvement in the pilot, but will be aligned to answering the following overarching research questions:

1. To what extent have the three local authorities implemented a Negotiated Stopping approach, and how does it differ from previous approaches to supporting roadside encampments in terms of policies, process and practice?

2. What do local authorities feel are the successes and weaknesses of the approach?
3. What are the opportunities and challenges for implementing the policy in each local authority area?
4. What alternative policies and approaches could be in place and what is needed to support delivery?
5. How effective was the process of negotiation between Local Authorities and Gypsy/Traveller communities?

What are the potential disadvantages and benefits of participation?
The only disadvantage you are likely to experience through your participation is in giving the time from your day to role and responsibilities to take part in the discussion. While there may not be a direct benefit to you in taking part, your participation could help to inform effective approaches to supporting roadside encampments.

What else do I need to know?
- ***Taking part is voluntary.*** It is up to you whether you participate in the study.
- *Taking part is confidential, and responses are anonymised.* Your participation in the discussion will be confidential, and we won't share any information that could identify you with anyone else. During the discussion, you do not need to answer any questions that you do not wish to.
- ***We might use some things you say in the report we write for Public Health Scotland.*** The report will be published on Public Health Scotland's website in late spring 2024, and direct quotes from what you say may be used in the report to support findings that we present. However, we will ensure that these quotes are anonymised and will not attribute anything to you by name or organisation.
- ***You can change your mind about taking part at any time.*** *Even if you are initially happy to have a discussion with us, you can change your mind at any time. You do not have to give us a reason for changing your mind. If you decide not to take part before the interview, please contact Derek at TLB using the contact details below. Should you decide you don't want to take part during the discussion, simply let the researcher know you'd like to stop.*
- ***We will ask to audio record the discussion with you.*** We will ask if you are happy for the discussion to be recorded before starting. This is to ensure that we have an accurate account of our discussion and to draw on relevant quotes to include in the final report. If you agree to your discussion being recorded, we will produce a typed version (transcript), after which the recording will be deleted. If you do not want us to record the discussion, we will take handwritten notes, which will be typed up without your name after the discussion. The handwritten notes will be destroyed, and the typed version deleted at the end of the study or before if no longer needed.
- ***Any personal information will be held securely.*** Interview notes and transcripts will be stored securely, in line with UK data protection legislation. TLB's privacy notice can be found here https://www.thelinesbetween.co.uk/privacy. The notes and transcripts will not include your name, and they will not be shared with anyone else. They will be deleted at the end of the study. If you decide that you want to withdraw from the study after the discussion, please contact Derek at TLB using the contact details below. Please note that we will not be able to exclude the information you have provided after it has been anonymised or used in analysis or the report. Your rights to access,

change or move your information will be limited as we need to manage your information in specific ways for the research to be reliable and accurate. Please be assured, we will use the minimum amount of personally identifiable information possible.

What next?
A member of the TLB evaluation team will be in touch to check that you are happy to take part. If you are, they will make arrangements with you for the discussion to take place.

Providing consent
If you decide to take part in an interview, the team member from TLB will email you and ask you to confirm by email that you have understood the information in this document, and consent:
- To take part in an interview.
- For the interview to be audio recorded.
- For anonymised quotes from you to be used in the report we write.

The e-mail that is sent confirming consent will be held securely until the end of the study.

Who can I contact if I have any questions, complaints or concerns?
If you have any questions, complaints, concerns or want to discuss this information, please don't hesitate to contact Derek Ewens at The Lines Between (derek@thelinesbetween.co.uk or 07947 550927).

Thank you for taking the time to read this information. Please retain a copy for your reference.

Gypsy/Traveller community member information sheet and consent form

EVALUATION OF THE NEGOTIATED STOPPING APPROACH TO SUPPORT GYPSY/TRAVELLERS CAMPED IN UNAUTHORISED PLACES IN SCOTLAND - PARTICIPANT INFORMATION SHEET

In 2019, the Convention of Scottish Local Authorities (COSLA) and Scottish Government jointly launched a national action plan to tackle the inequalities faced by Gypsy and Traveller communities in Scotland. This involved testing a new approach to supporting the rights of people who travel or live nomadically as part of their cultural lifestyle and to remove barriers to accessing services. This approach is called Negotiated Stopping, and it has been trialled in three areas since 2019 – Perth and Kinross, East Ayrshire and Moray.

What is the Negotiated Stopping approach? The Negotiated Stopping model is an approach which lets Gypsy/Travellers and local authorities negotiate together about stopping on a piece of land for an agreed period of time and ensure access to any services or wider support that may be needed.

The Lines Between are working with staff from the Minority Ethnic Carers of People Project (MECOPP). MECOPP is an organisation that works closely with Gypsy and Traveller communities.

What has this got to do with me? As this is the first time that the approach has been used in Scotland, COSLA and Public Health Scotland have asked The Lines Between (TLB), a research organisation that is independent, to assess how effective the approach has been. As part of this work we would like to hear about the recent experiences (in the past year) of Gypsy/Traveller families that have camped by the roadside when they are travelling around Scotland.

The Lines Between are working with staff from MECOPP. MECOPP is an organisation that works closely with Gypsy and Traveller communities, and they are helping make people aware of the opportunity to contribute to this research.

What would it involve? If you agree to take part in the study you will be asked to attend a focus group or take part in a one-to-one discussion, whichever you would prefer. Focus groups will take about 45 minutes and one-to-one discussions will take about 30 minutes, and will be with someone from the study team at The Lines Between. Focus groups will be face to face in a venue that you would be happy and comfortable meeting in, while one-to-one discussions can either be face-to-face or over the phone. During the discussion we would like to speak with you about your experiences of camping by the roadside, the extent you were able to access support and services, the types of stopping places that best meet your needs and how things can be improved in the future.

What else do I need to know?
- *Taking part is voluntary*. It is up to you whether you take part.

- *Taking part is confidential and responses are anonymised.* Taking part in a discussion will be confidential, and your name will not be used.
- *You can change your mind about taking part at any time.* Even if you consent to take part in the focus group, you're still free to withdraw at any time without giving a reason. If you withdraw consent to being involved on the study your responses and participant information will not be used in the reporting of responses.
- *You decide how much you share.* You don't have to answer any questions you don't want to.
- *Providing consent*. You will be asked to provide written or verbal consent before the focus groups or 1-to-1 interview begins.
- *We will ask to audio record the focus group or one-to-one interview.* We will ask participants if they are happy for the focus group or one-to-one interview to be recorded before starting. If participants agree to the conversation being recorded, we will produce an anonymous, typed version, after which the recording will be deleted. If any participant does not agree to being recorded, written notes of the discussion will be captured as an alternative. Written notes and transcripts will be stored securely, in line with UK data protection legislation.
- *Any personal information will be held securely.* We will minimise the personal information that we need. This would only include your name and any contact details we need to arrange or carry out the conversation. Any personal information will be stored securely and in line with UK data protection legislation. Any personal details collected, such as your name and contact details, will be removed from the data, and a number will be assigned to it. TLB's privacy notice can be found here https://www.thelinesbetween.co.uk/privacy.
- *A report will be published and publicly available.* We will produce a report at the end of this work that details what we have found, and which will help to inform future policy and service design. The feedback that you provide will be treated in the strictest confidence and will not be identifiable in the report. The report will be published by Public Health Scotland and will be publicly available.

What are the benefits of participation? You will receive a £15 gift voucher that can be used in a range of high street shops. You will also get the opportunity to share your experiences of camping by the roadside in Scotland, and in doing so, help to inform the development of effective approaches to supporting Gypsy and Traveller communities.

What next? - If you would like to take part in the study or have any questions please contact:

📞   **Derek Ewens at The Lines Between on 07947 550 927**

✉   **Derek@thelinesbetween.co.uk**

PARTICIPANT CONSENT FORM (CAPTURING VERBAL CONSENT FROM PARTICIPANT)

Thank you for volunteering to participate in a focus group or 1-to-1 discussion carried out by The Lines Between as part of the evaluation into the pilot of the Negotiated Stopping approach. The purpose of the evaluation is to assess how effective the approach has been, and what can be done to improve it in the future.

By providing verbal consent, you agree to take part in the focus group or 1-to-1 interview and to share your views and experiences about the Negotiated Stopping approach.

	Statement	Participant initials
1.	I confirm that I have read and understand the participant information sheet for the study. I have had the opportunity to consider the information, ask questions and have had these answered to my satisfaction.	
2.	I understand that my participation is voluntary and that I am free to withdraw from the study at any time.	
3.	I understand that direct quotations from my responses may be used for research purposes (e.g., research presentation, publications and reports) but my identity will not be revealed.	
5.	I give permission for members of the research team to have access to my anonymised responses.	
6.	I agree to the conversation being recorded.	
7.	I agree to take part in the above study.	

Researcher signature to confirm verbal consent provided: _____

Date: _____

Participant ID | e.g. TLBNS001 |

Negotiated Stopping Discussion Guide
Non-pilot area LA contacts and stakeholders

Introduction

Team member carrying out the discussion to talk through the information sheet, answer any questions and provide any clarification needed.

Can I confirm:

- Are you happy to participate in this research?
- Do we have your permission to record the interview?
- Are you happy for us to use anonymised quotes that support findings that we present in the report?

START RECORDING

NOTE: When recording starts, verbally confirm that the participant has provided consent to participate and for the use of anonymised quotes. This is to protect against any instances of disputed consent.

Role in the approach to supporting roadside encampments in their area and awareness/understanding of negotiated stopping and the pilot

1) Can you tell me about your role in delivering or supporting the approach to roadside encampments in [local authority area]?
   (a) What is your understanding of the negotiated stopping approach and the pilot that has been taking place?
   (b) Were you aware of the opportunity to be a pilot site for testing the negotiated stopping approach?
   (c) What were your initial thoughts about whether the pilot was or wasn't relevant for your area? (explore why/why not)
   (d) What were your initial thoughts about whether the pilot was or wasn't appropriate for you area? (explore why/why not)
   (e) Why did you decide not to pilot the negotiated stopping approach?
   (f) Did you maintain an interest in the pilot? (probing around how they remained abreast of progress, drawing on any learning)
   (g) Have you drawn on any of the learning from the pilot to inform your own approaches to supporting roadside encampments?
        i. If yes, can you tell me about how the learning you have drawn has influenced changes to the approach in your area

        ii.   If no, why not?

Approach to supporting roadside encampments

2) Can you describe your current approach to roadside encampments, and the underpinning policies, processes, and practice? (Explore from the point that they receive notification that there is a roadside encampment)

    (a) Are any other departments/local authority services are involved in the approach? (If so explore which other departments/LA services are involved)

    (b) Are any other wider statutory services are involved (e.g. health, social care, welfare and benefits) (If so, explore which other wider statutory services are involved)

    (c) Are any other partners help to support the approach (e.g. third sector organisations) (If so, explore which other partners are involved)

    (d) Are there any aspects of the approach that is similar to the negotiated stopping approach? If so, what aspects?

        i.   Were these influenced by the pilot or already in place?

    (e) Are there any aspects of the approach which are significantly different from the negotiated stopping approach?

        i.   Why is that? (probing around any specific local context that requires the differences in approach)

    (f) Do you identify the needs of Gypsy/Traveller families camping roadside? How so?

        i.   What are the most commonly identified needs?

        ii.   How do you meet those needs and support access to services that can meet those needs?

    (g) Do you set out any conditions that Gypsy/Traveller families are required to meet while camping roadside? (e.g. codes of conduct) What are they?

        i.   How is this communicated and agreed?

        ii.   What are the consequences of not meeting what is set out?

Perceived effective of current approach, learning and good practice

3) What, if any, are the biggest challenges faced with the current approach to roadside encampments?

    (a) What, if any, impact do those challenges have?

    (b) How do you manage and mitigate those challenges?

4) What, if any, are the aspects of the approach that work really well?

    (a) Why is that?

5) What, if any, aspects are critical to a positive and productive engagement with Gypsy and Traveller families camping roadside?

(a) What is it about those aspects that make them critical to a positive and productive engagement?

6) Overall, do you think the current approach is effective in meeting the needs of Gypsy/Traveller communities?
      (a) Why is that?
      (b) What aspects of your approach do you feel reflect good practice?

7) What, if anything, could be done differently to better meet the needs of Gypsy/Traveller communities camping roadside?
      (a) What prevents this from happening
      (b) What would be needed to enable that to happen?

8) What, if anything, has been the key learning for you in your role in terms of supporting roadside encampments?

Any other comments

9) Do you have any other comments you'd like to make about your experiences of supporting roadside encampments?

[STOP RECORDING]

Thanks and close

Negotiated Stopping Discussion Guide
Pilot area LA contacts and stakeholders

<div style="background:#FFC000">

Introduction

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Team member carrying out the discussion to talk through the information sheet, answer any questions and provide any clarification needed.

Can I confirm:

- Are you happy to participate in this research?
- Do we have your permission to record the interview?
- Are you happy for us to use anonymised quotes that support findings that we present in the report?

START RECORDING

NOTE: When recording starts, verbally confirm that the participant has provided consent to participate and for the use of anonymised quotes. This is to protect against any instances of disputed consent.

<div style="background:#FFC000">

Role in the Negotiated Stopping approach pilot, and aspirations and motivations for the pilot

</div>

1) Can you tell me about your role in [organisation] and how it fits with the Negotiated Stopping pilot?
      (a) What is your understanding of the negotiated stopping approach and the pilot that has been taking place?
      (b) Were you aware of the opportunity to be a pilot site for testing the negotiated stopping approach?

2) What were the motivations and reasons behind wanting to pilot the negotiated stopping approach in [local authority area]?
      (a) Did you feel that the approach was relevant and appropriate to [local authority area]? (explore why/why not)
      (b) Were there any specific challenges to supporting roadside encampments that you felt the negotiated stopping approach could help overcome?

3) What did you hope would be achieved through piloting the negotiated stopping approach?

(a) To what extent do you feel that has been achieved?

(b) Why do you say that?

Pilot governance

4) Can you describe the governance structures that were in place to support the implementation and delivery of the negotiated stopping approach?

    (a) Did this enable the implementation and delivery? In what way?

    (b) What, if any, challenges did it create?

        i.   Did those challenges have any impact?

        ii.   Were those challenges overcome? How so?

    (c) Overall, was this model of governance effective? How so?

    (d) What, if anything, could have been done differently to improve the governance structure?

        i.   What difference would that make, if any?

5) What, if any, role did the provision of support (explore any and all financial and non-financial support separately) from Scottish Government, COSLA, NHS and other organisations play in guiding or informing local decision-making

    (a) Was there any aspect that had the greatest influence in guiding or informing local decision making?

        i.   Why was that?

    (b) Is there anything more or different that would have had a greater impact or influence in terms of guidance, funding, and support?

        i.   What difference would that have made and why?

Implementation and delivery

6) Can you describe the negotiated stopping approach that has been implemented in your area, and the underpinning policies, processes, and practice? (Explore from the point that they receive notification that there is a roadside encampment)

    (a) Are other departments/local authority services are involved in the approach? (If yes, explore which other departments/services and their role)

    (b) Are other wider statutory services are involved (e.g. health, social care, welfare and benefits) (If yes, explore which other services and their role)

    (c) Are other partners help to support the approach (e.g. third sector organisations) (If yes, explore which partners and their role)

    (d) Has the approach led to new partnerships being formed?

    (e) To what extent does the approach reflect collaborative working among the different services, agencies and organisations involved in delivering the approach?

    (f) What, if any, have been the operational and resourcing implications of the approach (exploring):

        i.   Staffing the approach

        ii.   Funding the approach

iii. Identification of appropriate land
iv. Working with new partners/agencies
v. Providing support and access to services

(g) How do you identify the needs of Gypsy/Traveller families camping roadside?

i. What are the most commonly identified needs?
ii. How do you meet those needs and support access to services that can meet those needs?
iii. What, if any, have been the challenges in meeting identified needs and enabling access to support and services?
iv. What, if anything, do you see as key areas of current or emerging need/gaps in Scotland's response to people living on roadside encampments?

7) To what extent does the negotiated stopping approach that has been implemented differ from the previous approach to supporting roadside encampments? (Exploring changes to policy, process, practice and services/partners involved)

8) What, if anything, have been the critical enablers of delivery of the negotiated stopping approach in [local authority area]?

(a) Why have they been important to the delivery of the approach?

9) What, if anything, have been the most significant barriers to the implementation and delivery of the approach?

(a) What, if anything, have been the impacts of those barriers?
(b) Were you able to overcome those barriers?

i. If yes, how was that achieved?
ii. If no, what prevented those barriers from being overcome?

Perceived effectiveness of current approach, learning and good practice

10) What, if any, have been the biggest challenges faced in delivering the negotiated stopping approach?

(a) What, if any, impact do those challenges have?
(b) How do you manage and mitigate those challenges?
(c) Were these challenges similar challenges that you faced with your previous approach to supporting roadside encampments?

11) What, if any, are the aspects of the approach that have worked really well?

(a) Why is that?

12) What, if any, have been the key successes of the approach?

(a) Were any factors critical in achieving that success? What were they?

13) What, if any, have been the main achievements and impacts that the approach has delivered for:
    (a) Gypsy/Traveller communities
    (b) The local authority
    (c) Wider services
    (d) The wider community
        i.   What role, if any, could negotiated stopping play in helping improve relationships with Gypsy/Traveller and settled communities

14) Have there been any negative impacts as a result of implementing the approach?
    (a) What were those negative impacts?
    (b) In what way were these a result of the approach?

15) What, if any, have been the health outcomes that the approach has contributed towards for Gypsy/Traveller communities?
    (a) Were these aligned with the primary health outcomes envisaged at the start of the pilot?

16) Overall, do you think the current approach is effective in meeting the needs of Gypsy/Traveller communities?
    (a) Why is that?
    (b) What aspects of your approach do you feel reflect good practice?

17) What, if anything, could be done differently to better meet the needs of Gypsy/Traveller communities camping roadside and to improve support for roadside encampments?
    (a) What prevents this from happening
    (b) What would be needed to enable that to happen? (exploring what is needed to support local authority delivery)

18) What, if anything, has been the key learning for you in your role in terms of supporting roadside encampments?
    (a) What are your reflections and learnings from delivery that should be reflected in the next iteration of the Gypsy/Traveller action plan and any future policy, strategy or plan development to support Gypsy/Travellers' cultural tradition of travel?

The process of negotiation

19) How was the concept of negotiated stopping introduced to Gypsy/Traveller families camping roadside?
    (a) To what extent was there already an awareness and understanding of the negotiated stopping approach?
    (b) Did you explain the negotiated stopping approach to Gypsy/Traveller families? How so?
        i.   What was the response to this? How was it received?

        ii. Did this inform any changes over time in terms of how you introduced the concept of negotiated stopping?

    (c) How well do you feel Gypsy/Traveller families understood negotiated stopping when you entered into negotiations?

20) What, if anything, were the main factors that influenced the negotiation? (probing around factors that had a positive influence and those that had a negative influence)

    (a) What, if any, aspects of the approach are critical to a positive and productive engagement with Gypsy and Traveller families camping roadside?

        i. What is it about those aspects that make them critical to a positive and productive engagement?

21) How would you describe your experience of the negotiation dialogue?

    (a) Overall, would you describe the discussions as effective? How so?

    (b) What, if any, were the factors that influenced this? (Exploring factors that had a positive and negative influence)

    (c) Was a Human Rights approach reflected in the interactions with Gypsy/Traveller communities? In what way?

22) What, if any, impact has the negotiated stopping approach, and the process of negotiation, had on the level of engagement with Gypsy/Traveller families and communities?

    (a) Has this had any influence on creating a shift from enforcement to positive engagement? Can you tell me more about the influence?

Any other comments

23) Do you have any other comments you'd like to make about your experiences of supporting roadside encampments?

[STOP RECORDING]

Thanks and close

Negotiated Stopping discussions guide - Gypsy/Travellers with experience of roadside camping in Scotland
One-to-one and group discussion guide

Introduction

Team member carrying out the discussion to talk through the information sheet, answer any questions and provide any clarification needed.

Can I confirm:

- Are you happy to participate in this research?
- Do we have your permission to record the interview?
- Are you happy for us to use anonymised quotes that support findings that we present in the report?

NOTES FOR RESEARCHERS:

- We have used the terms roadside encampment/camping by the roadside to describe the use of unauthorised spaces by Gypsy/Traveller communities to camp on. Before starting the interview ask participants what terms/how they would like you to refer to the use of unauthorised spaces for camping. This should then be used in place of any references to roadside camping/roadside encampment.
- Feedback from Gypsy/Traveller community members highlighted that some questions in this discussion guide could be seen as intrusive or personal. Therefore we have agreed that at the start of each question category (indicated by being highlighted in yellow boxes) the research er will explain the nature of the next set of questions, why they are being asked, and check whether participants are comfortable exploring them. Re-emphasise the voluntary nature and that they are under no obligation to answer any questions they do not want to.

START RECORDING

NOTE: When recording starts, verbally confirm that the participant has provided consent to participate and for the use of anonymised quotes. This is to protect against any instances of disputed consent.

Cultural identity

Aiming to understand participants' needs, preferences, and aspirations for roadside camping/what part this plays in their cultural identity.

10) When did you start travelling (and as part of that, camping roadside)?
   a. Have you noticed any changes since then?
   b. (If yes) What have been the most significant changes (exploring positive and negative)
   c. What type of site/stopping place and facilities do you feel best meets your needs? (explore why and whether they are more readily available/accessible in different parts of the country)

Reasons for and experiences of camping by the roadside (including relationship/interaction with local authority)

11) Why do you prefer or choose to camp by the roadside when you are travelling through/around Scotland?
   (a) What are your experiences of camping by the roadside?
   (b) What can make it a positive experience?
   (c) What can make it a negative experience?
   (d) How does it differ in different parts of the country (exploring whether they have better or worse experiences in different areas and the things that contribute to this)?
   (e) What are the main things that would need to change to improve your overall experience of camping roadside in Scotland?

12) Overall, how would you describe the relationship you have with local authority staff that you interact with when camping roadside?
   (a) How would you describe your interactions with local authority staff?
   (b) What are the main things that can make this positive?
   (c) What are the main things that can make it negative?
   (d) To what extent did you feel able or supported to make decisions around where to camp?

Experience of Services – awareness and access

Aiming to establish what services people have accessed and their experiences of these

13) Were your and/or your family's needs discussed during your contact with local authority staff when you have been camping by the roadside?
   (a) Were you able to get support or were you helped to access services that could meet any needs that you had? (if required, prompt around health services, benefits and welfare, education, advice services)
   (b) Can you tell me a bit about the support or services that you were offered?

(c) Did these meet your needs?/Did you get the support you were hoping for?
- Why/why not?

(d) In general, do you find you are able to access the right services at the right time for you when you are camping roadside?

(e) Is there anything that could be improved about this?

Health and Wellbeing

Aiming to explore how far participants' rights and entitlements to basic services and health and wellbeing are being realised whilst camping roadside and whether negotiated stopping improves this? [Some of this may have been covered before, where the following themes/areas haven't emerged, explore here]

14) What impact does travelling have on your overall quality of life?
   a. What aspects have the biggest positive and negative impacts on quality of life?
   b. What has been your experience of accessing health and care services when camping roadside e.g. GP, pharmacy?
   c. Have you encountered any difficulties or challenges?
   d. Has anything helped or made it easier for you to access these?
   e. Is there anything that would make it better or easier to access health and care services when camping roadside?

Stigma and discrimination

15) Have you encountered stigma and discrimination when camping roadside?
   a. If yes, how has this impacted you? *(prompts has this impacted your ability to follow your culture, your mental health, your physical health, your ability to earn a living?)*
   b. Have you noticed any differences in this in different parts of the country or different types of stopping places?
   c. What have your interactions been like with the settled community when camping roadside?

[STOP RECORDING]
Ensure wellbeing of the participants

Thanks and close