



Research Report

Review of Funding for Traveller-Specific Accommodation and the Implementation of Traveller Accommodation Programmes

Final report prepared by RSM
June 2017

This report was commissioned by the Housing Agency and conducted by independent researchers.

The Housing Agency managed this research on behalf of the National Traveller Accommodation Consultative Committee (NTACC).

RSM PACEC Ltd. (formerly PACEC Ltd.), in association with Michelle Norris, University College Dublin, were appointed by the Housing Agency in September 2016 to carry out a review of funding for Traveller-specific accommodation since 2000 and the delivery and implementation of local authority Traveller Accommodation Programmes. The research was co-ordinated by Daragh McCarthy of the Housing Agency.

The Housing Agency would like to thank all the individuals who took part in this research.

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The views expressed in this research report are those of the authors and do not necessarily represent those of the Housing Agency or NTACC.



National Traveller Accommodation
Consultative Committee
An Coiste Comhairleach Náisiúnta
um Chóiríocht don Lucht Siúil



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- Annex A – Local Authority Questionnaire**
- Annex B – Local Authority Discussion Guide**
- Annex C – Stakeholder Discussion Guide**
- Annex D – Detailed Survey Results**
- Annex E – Stakeholder Consultation List**

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1 EXECUTIVE SUMMARY

1.1 Introduction

RSM PACEC Limited (formerly PACEC Ltd.), in association with Michelle Norris, University College Dublin, were appointed by the Housing Agency in September 2016 to carry out a review of funding for Traveller-specific accommodation since 2000, in the context of the delivery and implementation of local authority Traveller Accommodation Programmes (hereinafter referred to as 'TAPs').

In accordance with the Housing (Traveller Accommodation) Act 1998¹, housing authorities have a statutory responsibility for the assessment of the accommodation needs of Travellers and the preparation, adoption and implementation of multi-annual TAPs in their areas.

It is the role of the Department of Housing, Planning, Community and Local Government (DHPCLG) to ensure that there are adequate structures and supports in place to assist the authorities in providing such accommodation, including a national framework of policy, legislation and funding.

Part II of the 1998 Act sets out the provisions in relation to the TAPs. Under Section 10 of the Act, all relevant housing authorities are required to prepare and adopt a TAP for their respective areas for a five-year period. These programmes provide a strategy for local authority investment priorities in relation to Traveller-specific accommodation (group housing and halting sites, for example) over the period. They also form the basis for the allocation of funding from DHPCLG for Traveller-specific accommodation.

Since the 1998 Act, three TAPs have been completed by each of the 31 local authorities in the state, covering the periods 2000-2004, 2005-2008 and 2009-2013. Local authorities adopted the fourth and current round of TAPs in April 2014, with the five-year rolling programmes running from 2014 to 2018.

1.2 Terms of Reference

The Terms of Reference highlight the need for an independent review that will:

- Set out details of inputs and outputs for each relevant housing authority from 2000 to date, on an annual basis and also covering the period for each of the three completed TAPs and to date in respect of the current (fourth) TAP:
 - The inputs should include a breakdown of capital and current allocations and amounts recouped; and
 - The outputs should include the number of units delivered in respect of capital funding and provide an overview of the type of works / services that associated current funding has supported;
- Compare the TAPs targets with the number of units delivered in each local authority and at a national level for each TAP period;
- Report on the current status of the units funded and set out if the stock is occupied / still in use, vacant and if available for Traveller use, fit for purpose, the condition of stock / in need of refurbishment; and indicate if any significant refurbishment / upgrading costs were funded subsequent to initial provision of the units;
- Provide an analysis of the underlying reasons for gaps between TAPs targets and outturn, where gaps have occurred, to help identify particular challenges that need to be addressed for future progress; and
- Include, insofar as is possible within the timeframe available, the following issues:
 - Over the period since 2000, identify on a local authority basis, the number of times a TAP has been amended during its lifetime and if this occurred as a result of the local authority itself initiating the review, or from the mid-term review directed by the Minister; and

¹ Source: <http://www.irishstatutebook.ie/eli/1998/act/33/enacted/en/html>

- Where a TAP has been amended, outline the effect and if it had a positive impact on meeting the housing needs of Travellers.

1.3 Methodology

Our work programme involved the following stages:

- Stage 1: Project Initiation and Planning;
- Stage 2: Desk Research Activities
 - Stage 2a: Review of Strategic & Operating Context – this includes a review of Traveller housing policy since 1963 and a detailed overview of the Traveller Accommodation Programme; and
 - Stage 2b: Review of DHPCLG Funding and Monitoring Information – detailed expenditure and output tables can be found in Annex D;
- Stage 3: Primary Research
 - Stage 3a: Development and issue of online questionnaire to local authorities – a copy of the questionnaire issued to local authorities can be located in Annex A. The survey was issued to supplement the data provided by DHPCLG and identify any inconsistencies (responses were obtained from 26 of 31 local authorities, 84%); and
 - Stage 3b: Consultations with key stakeholders (a copy of discussion guides used to facilitate these consultations can be found in Annex B and Annex C), including:
 - National Traveller representative groups:
 - Irish Traveller Movement (ITM);
 - National Traveller MABS (Money Advice & Budgeting Service);
 - National Traveller Accommodation Consultative Committee (NTACC);
 - National Traveller Women’s Forum; and
 - Pavee Point.
 - Local Traveller representative groups:
 - Ballyfermot Travellers Action Project;
 - Clondalkin Traveller Development Group;
 - Donegal Traveller Development Project;
 - Laois Traveller Action Group;
 - Limerick local traveller representatives (two individual representatives); and
 - Bray Travellers Community Development Group.
 - Local authority representatives:
 - Galway City Council;
 - Wicklow County Council;
 - Tipperary County Council;
 - South Dublin County Council;
 - Offaly County Council;
 - Donegal County Council; and
 - Fingal County Council;
- Stage 4: Analysis and reporting of the quantitative and qualitative research conducted in the previous stages of the Review. Conclusions are derived from this analysis and form the basis of key findings of the research.

1.4 Key Findings

1.4.1 Inputs and Outputs

In total, TAPs expenditure across the four programmes to date is €355.7 million. Expenditure in early TAPs was considerably higher than in later programmes, both in terms of budget allocation and funding drawn down. The only period where expenditure under the TAPs exceeded budget allocation was in 2000 – 2004 (by €7.9 million). The available data indicates the 2005 – 2008 TAP had the highest budget allocation and levels of spending by local authorities compared to the other Traveller Accommodation Programmes. The money made available for the 2009 – 2013 TAP was less than half of the expenditure allocation received in the previous programme.

Limited data is available on current expenditure under the TAPs. This issue was noticeable across all programme periods (reported 24 times across the four programmes, 19%). Available data on current spending under the TAPs indicates the money was spent on activities such as estate management, care-taking and maintenance, and service provision. Current expenditure as a percentage of total spending under the present TAP ranges from 4% to 100% (data provided by nine local authorities) and, on average, accounts for 47% of total disbursed funding (data provided by 24 local authorities across the four programme periods).

Table 1.1 provides a summary of the inputs and outputs per programme. The figures suggest the indicative cost per unit provided has decreased from the earlier programmes. Section 2.5 outlines the limitations associated with the available output data.

Table 1.1: Summary of Inputs and Outputs

| | 2000 - 2004 | 2005 – 2008 | 2009 - 2013 | 2014 - 2018 | Total |
|--------------------------------------|-------------|-------------|-------------|---------------------|--------|
| Expenditure (€ million) | 135.2 | 143.9 | 55.8 | 20.8 | 355.7 |
| Capital Provision (units / families) | 1,505 | 1,674 | 2,015 | 1,200 | 6,394 |
| Expenditure per unit (€) | 89,865 | 85,965 | 46,466 | 17,342 ² | 55,634 |

1.4.2 Performance against Output Targets

As detailed in Section 1.4.1, data suggests that 6,394 units / families have been accommodated through TAPs (68% of the targeted provision). On a programme-by-programme basis, the salient points to note are as follows:

- During the 2000 – 2004 period, the local authorities achieved 90% of their targeted provision;
- During the 2005 – 2008 period, the local authorities achieved 78% of their targeted provision;
- During the 2009 – 2013 period, the local authorities achieved 80% of their targeted provision; and
- As of the end of 2016, local authorities had achieved 39% of their targeted provision for 2014 – 2018, with two years remaining in the programme.

The results suggest that in the early years of the TAP there was a slow start, with lower output in terms of accommodation provision, despite the higher budget allocations; however, it is possible that there is a delay between expenditure and outputs. In some cases, funding disbursed in one programme may have resulted in homes being provided in the ensuing TAP. Capital output targets have increased steadily throughout the

² The 2014 – 2018 TAP is still ongoing and, as such, this figure is subject to change.

programmes. Over 350 extra units were targeted in the 2009 – 2013 period compared to 2005 – 2008, despite targets not being met in the 2000 – 2004 programmes or the 2005 – 2008 programmes at a national level.

Table 1.2 details the targeted and actual provision for each programme.

Table 1.2: Summary of Performance against Targets (Units / Families)

| | 2000 – 2004 | 2005 - 2008 | 2009 - 2013 | 2014 - 2018 | Total |
|--------------------|-------------|-------------|-------------|-------------|--------|
| Targeted Provision | 1,674 | 2,150 | 2,510 | 3,056 | 9,390 |
| Actual Provision | 1,505 | 1,674 | 2,015 | 1,200 | 6,394 |
| Percentage | 90% | 78% | 80% | 39% | 68% |
| Variance | -169 | -476 | -495 | -1,856 | -2,996 |

1.4.3 Current Status of TAPs Accommodation

Local authorities provided details in relation to the current status of housing units delivered under TAPs and refurbishments through the online survey. The key results are presented in Table 1.3 (overleaf).

Table 1.3: Current Status of Accommodation

| TAP | Respondents | Occupied | | Vacant, available | | Vacant, being refurbished | | Vacant, unavailable / disrepair | | Demolished | | Total |
|-------------|----------------------|----------|----|-------------------|---|---------------------------|---|---------------------------------|---|------------|----|-------|
| | | n | % | n | % | n | % | n | % | n | % | n |
| 2014 – 2018 | 17 local authorities | 548 | 98 | 0 | 0 | 9 | 2 | 1 | 0 | 3 | 1 | 561 |
| 2009 – 2013 | 11 local authorities | 447 | 95 | 0 | 0 | 3 | 1 | 6 | 1 | 15 | 3 | 471 |
| 2005 – 2008 | 8 local authorities | 224 | 93 | 2 | 1 | 8 | 3 | 5 | 2 | 3 | 1 | 242 |
| 2000 – 2004 | 7 local authorities | 144 | 83 | 0 | 0 | 2 | 1 | 7 | 4 | 21 | 12 | 174 |

In relation to refurbishments:

- To date in the 2014 – 2018 programme, 72 occupied properties have undergone refurbishments during the programme at a cost of €4.3 million. An additional 38 vacant properties have been refurbished (costing €0.5 million). 9 properties were reported as being below the acceptable occupancy standards;
- In relation to the 2009 – 2013 programme, 35 occupied properties underwent refurbishment (costing €1.5 million) and an additional 4 vacant properties were refurbished (costing €0.07 million);
- In relation to the 2005 – 2008 programme, 38 occupied properties underwent refurbishment during the programme (costing €1.9 million) and 1 additional vacant property was refurbished; and
- In relation to the 2000 – 2004 programme, 23 occupied properties were refurbished during the programme.

The available data indicates local authorities have been regularly refurbishing properties under the TAPs; however, the reported level of demolition of properties that are in the region of 12 – 16 years old suggests a significant rate of deterioration. Further to this, the number of refurbishments carried out in the current programme is more than double the number of refurbishments carried out in the previous programme.

1.4.4 Challenges to be Addressed

Through the findings of the consultation conducted in this research, it was identified that the key challenges facing local authorities in implementing their TAPs are:

- Planning issues, specifically in relation to opposition to planning applications by settled residents and Elected Representatives, as identified by Traveller and local authority representatives;
- Providing an effective assessment of need process, as the consultation highlighted the current process underestimates need; and
- Delivery of effective monitoring and reporting processes.

Consultees highlighted that the planning process is the most significant issue limiting the delivery of capital output under TAPs. It was reported by Traveller representatives and local authority representatives that objections from local “settled” residents and political pressure exerted by Elected Representatives tend to delay the planning process. It was suggested that this can have a direct impact on the achievement of targets, as developments may face extensive delays, hence, the opportunity to utilise funding is lost.

The assessment of need was identified through the stakeholder consultations as an area in need of improvement. The two key issues in relation to the assessment are:

- Lack of consultation with Travellers; and
- Lack of forward planning for family growth.

It was acknowledged by all stakeholder groups that the assessment of future accommodation needs in relation to the creation of new family units was not fit for purpose. This leads to greater pressure on the demand for housing, as examples cited by a number of stakeholders demonstrate.

1.4.5 Programme Review and Amendments

Programme amendments have been relatively uncommon during the previous three TAPs and no amendments have been reported with current programmes (though two are pending). Of those amendments that have been made, the majority were submitted as a result of the findings of the mid-term review. Table 4.3 outlines the number of amendments reported by survey participants for each programme period and reasons for these amendments. In total, TAPs prepared by local authorities have been amended on eight occasions. The changes to the programmes tended to reflect either an updated assessment of need or a change to the type of provision required - planning to provide more group housing schemes and less halting sites, for example.

2 BACKGROUND TO THE RESEARCH

2.1 Introduction

RSM PACEC Limited (formerly PACEC Ltd.) was appointed by the Housing Agency in September 2016 to carry out a review of funding for Traveller-specific accommodation since 2000, in the context of the delivery and implementation of local authority Traveller Accommodation Programmes (hereinafter referred to as 'TAPs').

The following section provides an overview of TAPs, the review's Terms of Reference, our approach to the review and the limitations associated with our approach.

2.2 Overview of Funding for Traveller-Specific Accommodation / Local Authority Traveller Accommodation Programmes

The need for an independent review of TAPs arises from commitments outlined in the strategies below:

Programme for a Partnership Government (2016)³

We will establish a special working group to audit the current delivery and implementation of local authorities' Traveller Accommodation Plans and consult with stakeholders on key areas of concern. The group should report a plan for the delivery of safe, culturally appropriate accommodation.

Action Plan for Housing and Homelessness (2016)⁴

To underpin the independence and quality of the programme, the Housing Agency will commission an expert, independent review of capital and current funding for Traveller-specific accommodation for the period 2000 to date, having regard to the targets contained in the local authority TAPs and actual units delivered, the current status of the accommodation funded and the funding provided for accommodation maintenance and other supports. Where targets have not been met, the review will include an analysis of the underlying reasons, in order to identify the particular challenges that need to be addressed to underpin future progress.

In accordance with the Housing (Traveller Accommodation) Act 1998⁵, housing authorities have a statutory responsibility for the assessment of the accommodation needs of Travellers and the preparation, adoption and implementation of multi-annual TAPs in their areas.

It is the role of the Department of Housing, Planning, Community and Local Government (DHPCLG) to ensure that there are adequate structures and supports in place to assist the authorities in providing such accommodation, including a national framework of policy, legislation and funding.

Part II of the 1998 Act sets out the provisions in relation to the TAPs. Under Section 10 of the Act, all relevant housing authorities are required to prepare and adopt a TAP for their respective areas for a five-year period. These programmes provide a strategy for local authority investment priorities in relation to Traveller-specific accommodation (i.e. group housing and halting sites) over the period. They also form the basis for the allocation of funding from DHPCLG for Traveller-specific accommodation.

³ Source: http://www.taoiseach.gov.ie/eng/Work_Of_The_Department/Programme_for_Government/A_Programme_for_a_Partnership_Government.pdf

⁴ Source: http://rebuildingireland.ie/Rebuilding%20Ireland_Action%20Plan.pdf

⁵ Source: <http://www.irishstatutebook.ie/eli/1998/act/33/enacted/en/html>

Since the 1998 Act, three TAPs have been completed by each of the 31 local authorities in the state, covering the periods 2000-2004, 2005-2008 and 2009-2013. Local authorities adopted the fourth and current round of TAPs in April 2014, with the five-year rolling programmes running from 2014 to 2018.

2.3 Terms of Reference

The Terms of Reference for the review highlights the need for an independent review that will:

- Set out details of inputs and outputs for each relevant housing authority from 2000 to date, on an annual basis and also covering the period for each of the three completed TAPs and to date in respect of the current (fourth) TAP:
 - The inputs should include a breakdown of capital and current allocations and amounts recouped; and
 - The outputs should include the number of units delivered in respect of capital funding and provide an overview of the type of works and services that associated current funding has supported;
- Compare the TAPs targets with the number of units delivered in each local authority and at a national level for each TAP period;
- Report on the current status of the units funded and set out if the stock is occupied / still in use, vacant and if available for Traveller use, fit for purpose, the condition of stock / in need of refurbishment; and indicate if any significant refurbishment / upgrading costs were funded subsequent to initial provision of the units;
- Provide an analysis of the underlying reasons for gaps between TAPs targets and outturn, where gaps have occurred, to help identify particular challenges that need to be addressed for future progress; and
- Include, insofar as is possible within the timeframe available, the following issues:
 - Over the period since 2000, identify on a local authority basis, the number of times a TAP has been amended during its lifetime and if this occurred as a result of the local authority itself initiating the review, or from the mid-term review directed by the Minister; and

2.4 Methodology

Our work programme involved the following stages:

- Stage 1: Project Initiation and Planning;
- Stage 2: Desk Research Activities:
 - Stage 2a: Review of Strategic & Operating Context – this includes a review of Traveller housing policy since 1963 and a detailed overview of the Traveller Accommodation Programme; and
 - Stage 2b: Review of DHPCLG Funding and Monitoring Information – detailed expenditure and output tables can be found in Annex D.
- Stage 3: Primary Research:
 - Stage 3a: Development and issue of online questionnaire to local authorities – a copy of the questionnaire issued to local authorities can be located in Annex A. The survey was issued to supplement the data provided by DHPCLG and identify any inconsistencies (responses were obtained from 26 of 31 local authorities, 84%);
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 - Wicklow County Council;
 - Tipperary County Council;
 - South Dublin County Council;
 - Offaly County Council;
 - Donegal County Council; and
 - Fingal County Council.
- Stage 4: Analysis and reporting of the quantitative and qualitative research conducted in the previous stages of the Review. Conclusions are derived from this analysis and form the basis of key findings of the research.

2.5 Research Constraints

2.5.1 Data Constraints

The review of monitoring data in Stage 2b has been constrained by a number of issues, including:

- The absence of a standardised unit for reporting output under the TAPs. The data returned on outputs under the TAPs regularly refers to different units of measurement. Different local authorities favour reporting outputs in terms of either families accommodated, units provided, or houses delivered. In a number of cases different units of output are cited within the same return made by local authorities. Further to this, the level of detail provided within TAPs varies significantly—for example some local authorities record spending and output by the type of accommodation provided (standard housing, group housing etc.), whereas others provide an overall figure. This lack of consistency in reporting creates difficulties in carrying out comparisons between local authorities or comparing plans of the same local authority;
- Limited information is available from most local authorities in relation to the current condition / status of Traveller accommodation across all TAP periods;
- Less data available in relation to housing output in earlier TAPs (2000-2004 and 2005-2008) than the more recent programmes;
- A lack of distinction between the Assessment of Need and Targeted Provision in early reports. It appears they have been treated as being the same for some local authorities; and
- An absence of clear targets in some of the early reports. Instead of providing targets some local authorities stated they would “further assess and identify needs”.

2.5.2 Engagement from Local Authorities

As of June 2017, 26 of the 31 local authorities submitted a survey response (84% of the total). A number of local authorities were unable to provide a complete account of spending and output under each of the TAPs.

Obtaining data on the earlier TAPs was particularly challenging for many local authorities. Some of the reasons provided by local authority representatives for the incomplete response were:

- Limited access to relevant data;
- Staff turnover within local authorities; and
- A small number of local authorities had merged (City and County Councils merging into one Council) which resulted in data being lost.

2.6 Report Structure

Table 2.1 details the structure of the report and where each of the points outlined in the Terms of Reference have been addressed.

Table 2.1: Report Structure

| Terms of Reference | Where Addressed |
|--|---------------------|
| <ul style="list-style-type: none"> • Set out details of inputs and outputs for each relevant housing authority from 2000 to date, on an annual basis and also covering the period for each of the three completed TAPs and to date in respect of the current (fourth) TAP: <ul style="list-style-type: none"> - The inputs should include a breakdown of capital and current allocations and amounts recouped; and - The outputs should include the number of units delivered in respect of capital funding and provide an overview of the type of works and services that associated current funding has supported. | Section 4 & Annex D |
| <ul style="list-style-type: none"> • Compare the TAPs targets with the number of units actually delivered in each local authority and at a national level for each TAP period. | Section 4 & Annex D |
| <ul style="list-style-type: none"> • Report on the current status of the units funded and set out if the stock is occupied / still in use, vacant and if available for Traveller use, fit for purpose, the condition of stock / in need of refurbishment; and indicate if any significant refurbishment / upgrading costs were funded subsequent to initial provision of the units. | Section 4 |
| <ul style="list-style-type: none"> • Where TAPs targets have not been met, provide an analysis of the underlying reasons, to help identify particular challenges that need to be addressed for future progress. | Section 5 |
| <ul style="list-style-type: none"> • The following should be included insofar as is possible within the timeframe available: <ul style="list-style-type: none"> - Over the period since 2000, identify on a local authority basis, the number of times a TAP has been amended during its lifetime and if this occurred as a result of the local authority itself initiating the review, or from the mid-term review directed by the Minister; and - Where a TAP has been amended, outline the effect and if it had a positive impact on meeting the housing needs of Travellers. | Section 4 |

3 STRATEGIC & POLICY CONTEXT

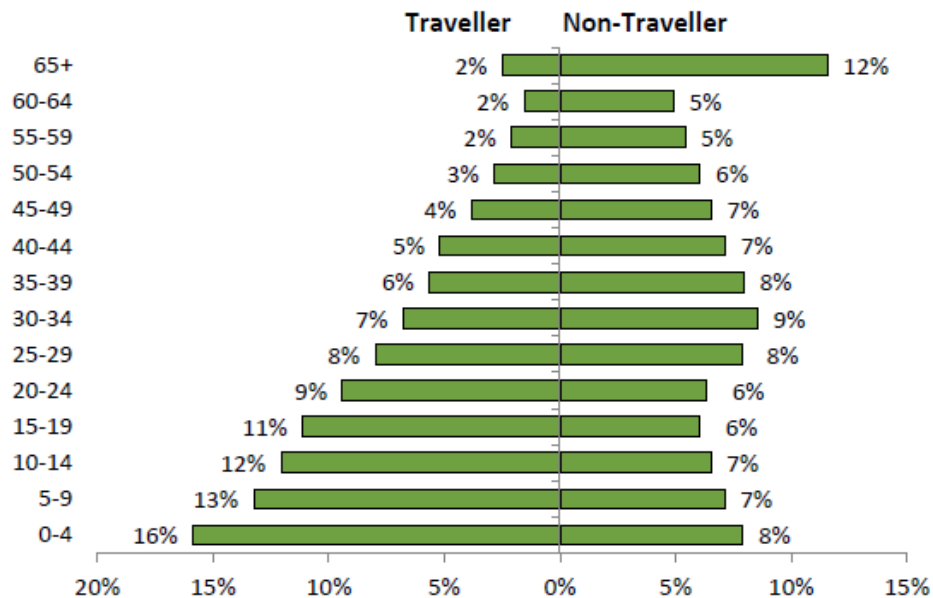
3.1 Introduction

The following section provides an overview of key trends in the accommodation choices of Travellers within Ireland, and some policies developments relevant to the sector.

3.2 Irish Travellers

In March 2017, Travellers were formally recognised as an indigenous ethnic minority by the Government. Travellers accounted for less than 1% of the population of Ireland in 2011 (0.6%). However, the number of Travellers increased from 22,435 in 2006 to 29,573 in 2011⁶ (an increase of 32%). In general, Travellers are younger than the general population, with an average age of 22.4 compared with 36.1 for the general population. Over half of the Traveller population (52.2%) is under 20 years of age. Figure 3.1 presents a comparison of the age profile of Travellers and the general population.

Figure 3.1: Age Profile



Source: ESRI, 2017. *A Social Portrait of Travellers in Ireland*

Travellers tend to have larger families compared to the general population of Ireland. In 2011, the average Traveller household size was 4.2 family members compared to 2.7 in the general population. Travellers tend to have more children compared to the rest of the population (Traveller women have an average of 4.7 babies each, compared to an average of 2.9 for all women in Ireland).

Relative to the general population, Travellers tend to marry at a younger age, with approximately one third of Travellers (33.4%) aged 15 - 29 married compared to just 8.2% of the general population of Ireland, and single-person households are significantly less common amongst Travellers than the general population (1 in 10 in single-person households compared to 1 in 4 (23.8%) of general households). This tendency to marry at a younger age, coupled with a young population, results in a high growth rate in the number of families and, as such, the

⁶ Census 2011

demand for housing. The number of Traveller families has increased from 7,765 in 2011⁷ to 9,997 in 2015⁸, suggesting the demand for housing is also increasing at a high rate.

Travellers tend to have lower levels of educational attainment compared to the general population. In 2011, seven out of ten Travellers (69%) were educated to primary level or lower, including 507 persons aged between 15 and 19. The number of Irish Travellers who completed third level education in 2011 was 115 (1%). This compares with 31% of the general population excluding Travellers. The percentage of Travellers with no formal education in 2011 was 18% compared with 1% in the general population.

The high number of Travellers with lower educational attainment than the general population is likely to be a contributory factor to a high unemployment rate. Unemployment in the Traveller community was 84 % in 2011, an increase of 9% from 2006. The labour force participation rate among Travellers was 57% in 2011, compared with 62% for the general population. In the 2011 Census, one in three Traveller women stated that they were looking after the home and family, nearly twice the rate of the general population (17.5%), while 10% of all Travellers aged 15 and over stated that they were unable to work due to permanent sickness or disability - more than double that of the general population (4%). This also explains Travellers' higher rates of reliance on the social housing sector and other income supports related to housing (rent supplement for private rented accommodation, for instance) to help households meet their accommodation costs.

Irish Travellers tend to live in urban areas, with only 18.3% of Travellers living in rural areas in 2011 compared to 38% of the general population⁹. Galway County had the highest number of Irish Travellers of all local authorities in 2011, with 2,476 persons, followed by South Dublin with 2,216. In contrast, there were only 152 Travellers in Waterford.

Table 3.1 identifies the number of Traveller families by local authority area in 2015. As identified above, the City Councils tend to have higher numbers of Traveller families.

Table 3.1: Traveller Families by Local Authority area (2015)

| Local Authority | No. of Traveller Families | Local Authority | No. of Traveller Families |
|----------------------------------|---------------------------|---|---------------------------|
| Carlow County Council | 238 | Cavan County Council | 152 |
| Clare County Council | 246 | Cork County Council | 381 |
| Cork City Council | 472 | Donegal County Council | 257 |
| Dublin City Council | 737 | Dun Laoghaire – Rathdown County Council | 123 |
| Fingal County Council | 469 | Galway City Council | 507 |
| Galway County Council | 535 | Kerry County Council | 254 |
| Kildare County Council | 211 | Kilkenny County Council | 157 |
| Laois County Council | 199 | Leitrim County Council | 66 |
| Limerick City and County Council | 699 | Longford County Council | 29 |

⁷ Census 2011

⁸ DHPCLG Annual Count 2015

⁹ Census 2011

| | | | |
|--------------------------|-----|-----------------------------------|--------------|
| Louth County Council | 445 | Mayo County Council | 395 |
| Meath County Council | 432 | Monaghan County Council | 170 |
| Offaly County Council | 273 | Roscommon County Council | 85 |
| Sligo County Council | 118 | South Dublin County Council | 438 |
| Tipperary County Council | 393 | Waterford City and County Council | 199 |
| Westmeath County Council | 382 | Wexford County Council | 693 |
| Wicklow County Council | 242 | Total | 9,997 |

Source: DHPCLG Annual Counts 2015

Travellers have numerous accommodation options including standard local authority housing, Traveller-specific accommodation (including halting sites / group housing), private rented accommodation and home ownership¹⁰. Although there has been an increase in Travellers moving into private rented accommodation in recent years, there is little evidence on why this is occurring. A study commissioned by the National Traveller Accommodation Consultative Committee attempted to explore this issue. The research found that some Travellers believed younger Travellers preferred to live in either social housing or private rented accommodation, in comparison with older members of the community who they believed preferred to live in Traveller-specific accommodation. On the other hand, others suggested that Travellers would prefer to live in Traveller-specific accommodation, but limited options resulted in them choosing to live in private rented accommodation.

Attitudes of landlords may also act as a barrier to Travellers who wish to live in private rented accommodation. Indeed, landlords are not always prepared to have Travellers as tenants and, where they are, often require payment of up to three months' rent in advance¹¹. A survey¹² conducted to establish attitudes to the private and rented sector specifically found that, when asked about tenants that they would not rent to, "82% of those that answered this question indicated that they would not rent to members of the travelling community, 68% would not rent to students, 42% indicated that they would not rent to social housing tenants and 31% were of the same view with regard to Rent Supplement recipients. Only 8% responded that they would not rent to non-Irish nationals." Reasons given for not wanting to rent to Travellers include a perception that Travellers can't be trusted; fear they will not pay their rent; worry over damage to property; a fear of Travellers causing disruption and previous bad experience. Estate agents' surveyed indicated that only 24% believed that landlords are willing to rent to members of the Travelling community.

¹⁰ KW Research & Associates (2014) *Why Travellers leave Traveller-specific accommodation?*

¹¹ Ibid.

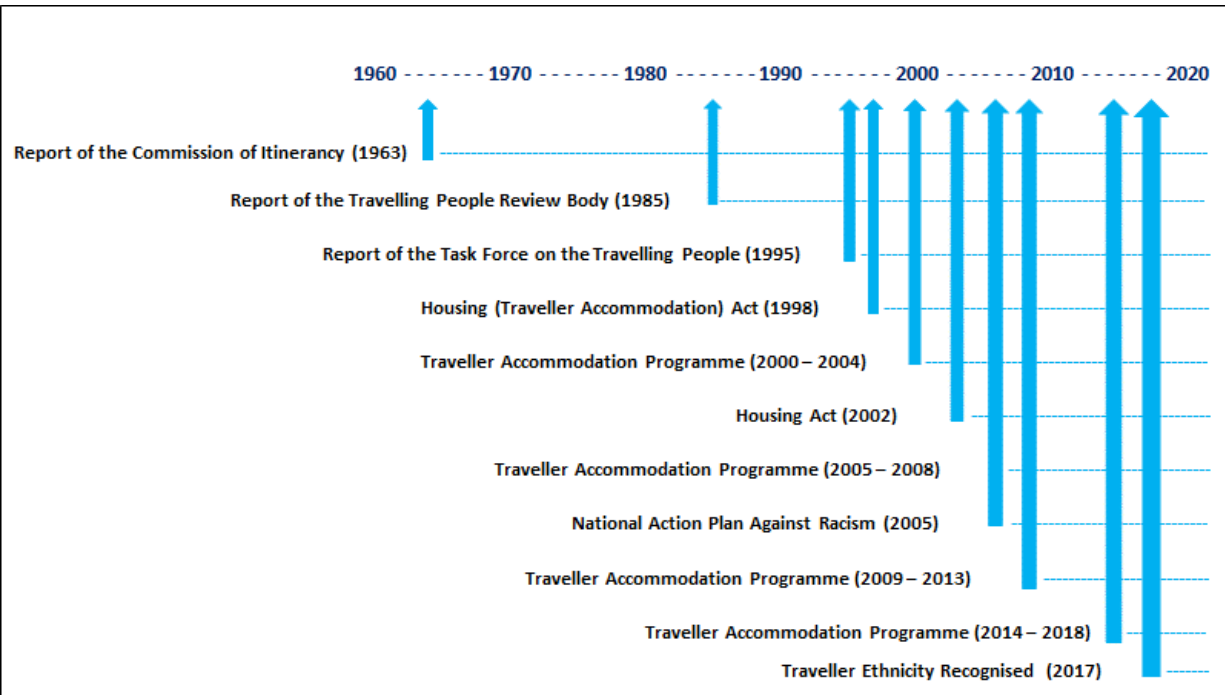
¹² DKM Consultants (2014) *Private Rented Sector Survey Findings: Tenants, Landlords & Estate Agents*

3.3 Policy Context

Travellers have specific accommodation needs that make this group distinct to the settled population¹³ and there is also a general agreement that Traveller accommodation is a particularly difficult area to address¹⁴. The Report of the Commission on Itinerancy, published in 1963, recommended that there should be a drive to move Travellers into standard houses, reduce nomadism and encourage Travellers to adopt the lifestyles of the settled community. Whilst there was an increase in the number of Travellers in standard local authority housing (increasing from 56 families in 1960 to 957 families in 1980¹⁵), there was almost no substantive change in the number of families living on the roadside because the Traveller population increased significantly during the 1960s and 1970s¹⁶.

Figure 3.2 shows the timeline of key Traveller related policies implemented since 1963.

Figure 3.2: Policy Timeline



Source: RSM PACEC Ltd.

The Report of the Task Force on the Travelling People marked an agreement between governmental departments, Traveller organisations and local authorities to begin to look at all aspects of Travellers’ lives, whilst acknowledging that Travellers have a distinct identity which should be supported by public policy¹⁷. In terms of accommodation, the Task Force recommended that both standard housing and Traveller-specific accommodation (such as group housing, single housing, permanent sites and transient sites) should be provided for Travellers to accommodate their own accommodation preferences, and that a specific capital allocation for Travellers should be kept separate from the general housing construction allocation.

¹³ Helleiner, J. (2003) *Irish Travellers: Racism and the Politics of Culture*. Toronto: University of Toronto Press
¹⁴ Centre for Housing Research (2008) *Housing Policy Discussion Series Traveller Accommodation in Ireland: Review of Policy and Practice*
¹⁵ Ibid.
¹⁶ Ibid.
¹⁷ Dept. of Justice and Equality (2005) *Second Progress Report Of the Committee to Monitor and Co-Ordinate the Implementation of the Recommendations of the Task Force on the Travelling Community*

In response to these recommendations, the Housing (Traveller Accommodation) Act 1998 established the National Traveller Accommodation Consultative Committee (NTACC), which advises the Minister regarding Traveller accommodation, and the Local Traveller Accommodation Consultative Committees (LTACC), which advise local authorities on the provision and management of accommodation for Travellers.

The Housing Act 1998 introduced a legal obligation for local authorities to establish five-year TAPs to accelerate the provision of accommodation for Travellers in their local areas. Under the guidance of the Department of Housing, Planning, Community and Local Government, local authorities are required to¹⁸:

- Produce a statement of the authority’s policy outlining how the accommodation needs are to be met, and a strategy to secure implementation of the programme;
- Detail specific measures across a range of options, which may include the direct provision and management of accommodation by housing authorities, or assistance from such authorities to Travellers or voluntary bodies for the provision or management of accommodation; and
- Undertake a needs assessment of Travellers living within their area to identify existing needs and future needs.

To date, four TAPs have been implemented, starting from 2000. The current TAPs are due to end in 2018. This review is the first attempt to establish a more comprehensive, national assessment of spending and output under the TAPs. Though other elements of the TAPs are addressed in this report, the primary focus of the review is on spending and output under the various programmes. This is consistent with the terms of reference (detailed in section 2.3). A full assessment of the programmes’ effectiveness in addressing Traveller accommodation issues is beyond the scope of this report. This is an important area for future work.

From 2005 to 2013, local authorities reported outputs to the National Oversight & Audit Committee (NOAC), which produced statistics measuring progress against targets outlined in the TAPs. There are some issues with this data, specifically as it is reported on an annual basis whereas targets outlined within TAPs are profiled across the whole programme period (4 – 5 years) and not on an annual basis. Table 3.2 contains the median percentage of target achieved under each year provided by NOAC.

Table 3.2: NOAC Median Target Achieved (%)

| Year | Median Target Achieved (%) |
|------|----------------------------|
| 2004 | 77.0 |
| 2005 | 80.5 |
| 2006 | 91.0 |
| 2007 | 68.5 |
| 2008 | 86.2 |
| 2009 | 96.2 |
| 2010 | 68.3 |
| 2011 | 69.6 |
| 2012 | 60.0 |
| 2013 | 57.1 |

Source: National Oversight and Audit Committee 2013

¹⁸ Traveller Accommodation Programmes (2000-2004; 2005-2008; 2009-2013; and 2014-2018)

Housing authorities have a statutory responsibility for the assessment of the accommodation needs of Travellers and the preparation, adoption and implementation of multi-annual TAPs in their areas¹⁹. The DHPCLG’s role is to ensure that there are adequate structures and supports in place to assist the authorities in providing such accommodation, including a national framework of policy, legislation and funding.

It is clear that the nomadic traditions of Travellers present a unique set of challenges for the State when it comes to providing accommodation and the Traveller Accommodation Programme is a mechanism introduced to resolve those challenges.

3.4 Housing Tenure in Ireland

Since the mid-twentieth century, there has been a change in housing tenure in Ireland, with owner-occupation being the most predominant tenure²⁰. However as shown in Table 3.3, there has been a significant decline (10%) in owner-occupied housing since 2002, coupled with an increase in households in private rented accommodation. A particularly sharp growth in private renting occurred between 2006 and 2016 (7.8%).

Table 3.3: Percentage Breakdown of Permanent Private Households Tenure, 1946 – 2016

| | 1946 | 1961 | 1971 | 1981 | 2002 | 2006 | 2011 | 2016 |
|---------------------|------------|------------|------------|------------|------------|------------|------------|------------|
| Owner-occupied (%) | 52.6 | 59.8 | 70.8 | 70.8 | 79.8 | 77.2 | 70.8 | 69.8 |
| Private Renting (%) | 26.1 | 17.2 | 10.9 | 10.9 | 11.4 | 11.0 | 18.8 | 18.8 |
| Social Renting (%) | 16.5 | 18.4 | 15.9 | 15.9 | 7.1 | 10.3 | 8.9 | 8.7 |
| Other (%) | 4.7 | 4.6 | 2.4 | 2.4 | 1.7 | 1.5 | 1.6 | 2.7 |
| Total (%) | 100 | 100 | 100 | 100 | 100 | 100 | 100 | 100 |

Source: Norris, M. (2013) *Varieties of Home Ownership: Ireland’s Transition from a Socialised to a Marketised Policy Regime*, Geary WP2013/06, April, Dublin: University College Dublin; Census 2016

Changes in housing tenure can be related to important changes in the Irish economy and society²¹. During the 1990s and early 2000, the Irish economy grew significantly. Alongside this were increases in employment, population and household income. Increased credit availability and a high rate of inflation also contributed to the increase of home ownership at this time²². However, changes in household tenure occurred with the economic crisis. Contraction of the Irish economy and a sharp increase in unemployment was accompanied by a decrease in house prices²³.

3.5 Travellers’ Housing Tenure

Whilst there have been changes in household tenure across the Irish population as a whole, changes have also occurred in Travellers choice of accommodation. Travellers have numerous accommodation options including standard local authority housing, Traveller-specific accommodation, private rented accommodation and home ownership.

¹⁹ Source: <http://www.irishstatutebook.ie/eli/1998/act/33/enacted/en/html>

²⁰ National Economic and Social Council (2014) *Homeownership and Rented: What Road is Ireland On?*

²¹ Ibid.

²² National Economic and Social Council (2015) *Ireland’s Rented Sector: Pathways to Secure Occupancy and Affordable Supply*

²³ Daft.ie (2011a) *House Price Report an Analysis of Recent Trends in the Irish Residential Sales Market*

Like the general population, there have been changes in Travellers' accommodation trends. From 2010 to 2015 there was a small decrease in the number of Traveller families living in accommodation provided by local authorities. Over the same period there was a temporary increase of 10% in the number of Traveller families living in private rented accommodation before returning to a similar level as experienced in 2010. However, local authority accommodation has remained the main provider of accommodation since 2010. There has been a significant increase in the number of families living in unauthorised sites (20%) and shared housing (91%). 9% of Traveller families are currently sharing a home with another household / family, which may be an indication of limited supply of other accommodation choices.

Table 3.4: Traveller Accommodation by Household, 2010 - 2015²⁴

| Accommodation Type | 2010 | | 2011 | | 2012 | | 2013 | | 2014 | | 2015 | | 2010-2015 |
|-------------------------------|-------|----|-------|----|-------|----|-------|----|--------|----|-------|----|-----------|
| | No. | % | No. | % | No. | % | No. | % | No. | % | No. | % | % Change |
| Local Authority Accommodation | 5,634 | 59 | 5,595 | 59 | 5,568 | 56 | 5,574 | 56 | 5,782 | 57 | 5,575 | 56 | -1% |
| Unauthorised Sites | 444 | 5 | 327 | 3 | 330 | 3 | 361 | 4 | 445 | 4 | 534 | 5 | 20% |
| Own Resources (estimate) | 561 | 6 | 563 | 6 | 580 | 6 | 584 | 6 | 600 | 6 | 546 | 5 | -3% |
| Private Rented (estimate) | 2,468 | 26 | 2,558 | 27 | 2,829 | 29 | 2,717 | 27 | 2,672 | 26 | 2,480 | 25 | 1% |
| Shared Housing | 451 | 5 | 492 | 5 | 604 | 6 | 663 | 7 | 727 | 7 | 862 | 9 | 91% |
| Total | 9,558 | | 9,535 | | 9,911 | | 9,899 | | 10,226 | | 9,997 | | |

Source: DHPCLG Annual Counts 2010 – 2015

It has been identified that, despite the range of potential accommodation options available, Travellers can struggle to find suitable accommodation. Lower levels of educational attainment compared to the general population, coupled with high levels of unemployment, social welfare reliance, high levels of poverty, high levels of disability and other health issues, means that Travellers are less able than the wider population to source accommodation from their own resources²⁵. This leaves them heavily reliant on the local authority as a provider of accommodation.

Evidence from research conducted in England finds that fear of, or experience of discrimination may act as a barrier for Travellers who wish to live in standard housing²⁶. Indeed, evidence²⁷ has indicated that Travellers who live in houses have experienced discrimination and abuse from their neighbours. This has created a negative perception of living in standard houses and, at times, contributed to Travellers feeling socially isolated.

²⁴ 2015 data is the most up to date data currently available.

²⁵ Murphy, N. (2016) *Travelling Through Homelessness: A Study of Traveller Homelessness in County Offaly*

²⁶ Shelter (2007) *Good Practice Briefing: Working with Housed Gypsies and Travellers*

²⁷ London Gypsy and Traveller Unit (LGTU) (2001) *Housed Irish Travellers in North London*

Studies have also indicated that some Travellers fear how they will be perceived if they live in houses, and this may also act as a barrier to entering this type of accommodation. A Shelter report²⁸ indicated that family dynamics are altered when Travellers move into standard houses, with some people indicating that they believed that those who live in houses are not 'proper Travellers'. The perception associated with living in standard housing may act as a barrier and influence Travellers choices, inhibiting some from choosing to live in standard housing.

3.6 Summary

In summary, the following salient points should be noted:

- Travellers are a distinct ethnic group within the Irish population which face unique challenges. Statistics show that Travellers tend to have a lower employment rate, lower educational attainment and larger families compared to the settled population. A combination of these issues has resulted in a reliance on social housing and welfare.
- The Housing Act 1998 introduced the Traveller Accommodation Programme and states that local authorities must assess the housing needs of Travellers specifically and attempt to address these needs. This was designed to be informed through consultation with Elected Members and local Traveller representatives through LTACCs.
- The accommodation needs of Travellers are complex. In the past, there was a general consensus that Travellers prefer to live in Traveller-specific accommodation, however, there is research suggesting that it is becoming more commonplace for younger Travellers to seek standard housing.

²⁸ Shelter (2007) *Good Practice Briefing: Working with Housed Gypsies and Travellers*

4 SURVEY FINDINGS

4.1 Introduction

The online survey was designed to obtain information on inputs, outputs, targets, and challenges faced by local authorities in implementing their TAPs. A copy of the questionnaire can be found in Annex A.

Data provided by the DHPCLG was used to pre-populate each local authority's questionnaire. Each respondent was asked to review and augment this data with their own locally held data. The research team issued the survey to all local authorities in mid-November 2016 with a deadline of 2nd December 2016. Due to a delay in responses, the deadline was extended on two occasions and local authorities were issued with reminders via telephone calls and emails on a regular basis.

Responses were received from 26 of the 31 local authorities (84%). Of the 26 survey responses received, 22 (85%) were submitted with sufficient detail and questions answered for analysis to be conducted across all questions. The remaining 4 respondents did not provide responses to qualitative questions, but did provide additional / updated expenditure and output data. In cases where the local authority has not responded to the survey (i.e. 5 out of 31, 16%), the analysis in Sections 4.2 and 4.4 (i.e. expenditure and output) has utilised DHPCLG data, where available.

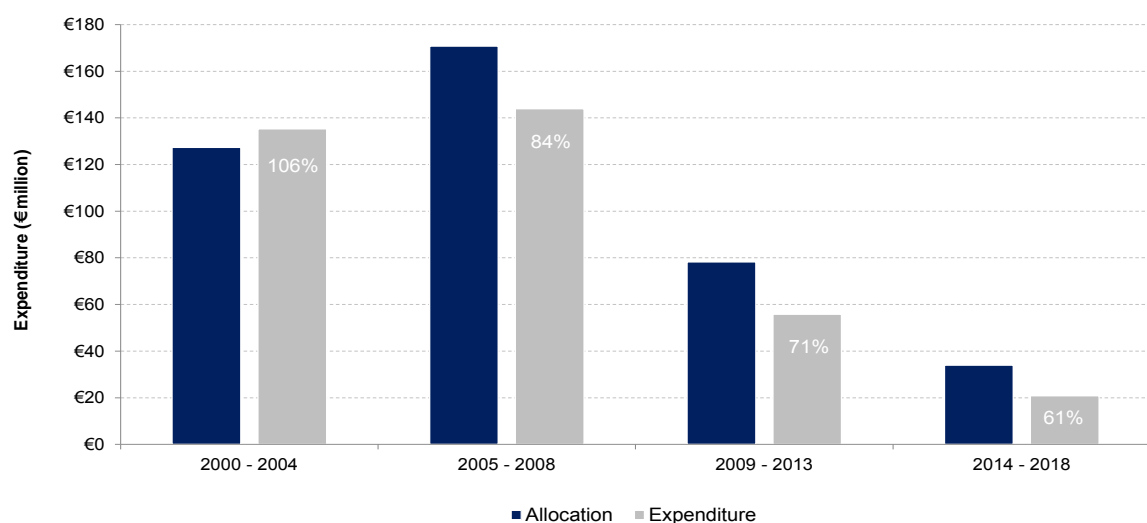
The following sections provide a summary of findings relating to each question posed in the survey. Response rates to each of the questions are highlighted underneath each Figure and Table.

4.2 Targeted and Actual Expenditure

Analysis presented in this section reflects data provided by the local authorities responding to the questionnaire and, where available, DHPCLG data for the local authorities that did not respond.

N.B. The majority of data provided in the online survey was in relation to the current programme and the 2009 – 2013 TAP, as expenditure in the previous programmes was well documented within the DHPCLG data. A copy of the complete data set (DHPCLG and LA data) can be found in Annex D.

Figure 4.1: Expenditure of all Local Authorities



Source: DHPCLG Data and RSM PACEC survey. Base: 31 local authorities. Note: 2014 – 2018 data only available for 25 local authorities (81%).

In total, TAPs expenditure across the four programmes to date is €355.7 million (87% of total allocation). As demonstrated in Figure 4.1, the data available from both the DHPCLG and the online survey indicates that spending in early TAPs was considerably higher than in later programmes, both in terms of budget allocation and expenditure. This reduction in budget allocation is reflective of a fiscal crisis beginning in 2008 that led to a dramatic reduction of investment in social housing. The only period in which expenditure exceeded allocation was in 2000 – 2004 (by €7.9 million, 6%). The 2005 – 2008 TAP has the highest allocation and expenditure values from the available data. However, the 2009 – 2013 TAP received less than half of the expenditure allocation received in the previous programme.

4.2.1 Key Findings of Expenditure by TAP

The following provides a summary of key findings relating to expenditure within each TAP period.

Table 4.1: Key Findings within each TAP period

| TAP | Allocation | Expenditure | Difference | Comment |
|---------------------------|--------------|--------------|------------------------|--|
| 2000 – 2004 | €127,358,853 | €135,247,344 | €7,888,491 (6%) | <ul style="list-style-type: none"> • 58% ($n=18$) of local authorities did not spend / recoup their allocated budget; and • 42% ($n=13$) of local authorities exceeded their allocated budget. |
| 2005 – 2008 | €170,729,717 | €143,905,203 | -€26,824,514 (-16%) | <ul style="list-style-type: none"> • 74% ($n=23$) of local authorities did not recoup their allocated budget; and • 26% ($n=8$) of local authorities exceeded their allocated budget. |
| 2009 – 2013 | €78,229,527 | €55,759,522 | -€22,470,005 (-29%) | <ul style="list-style-type: none"> • 77% ($n=24$) of local authorities did not recoup their allocated budget; and • 23% ($n=7$) of local authorities exceeded their allocated budget. |
| 2014 – 2018 ²⁹ | €33,968,211 | €20,810,746 | -€13,157,466 (-39%) | <ul style="list-style-type: none"> • 64% ($n=16$) of local authorities have not utilised their allocated budget to date; and • 36% ($n=9$) of local authorities exceeded their allocated budget to date. |

Source: DHPCLG Data and RSM PACEC survey. Base: 31 local authorities

²⁹ Complete data available for 25 local authorities (81%)

4.2.2 Current Expenditure

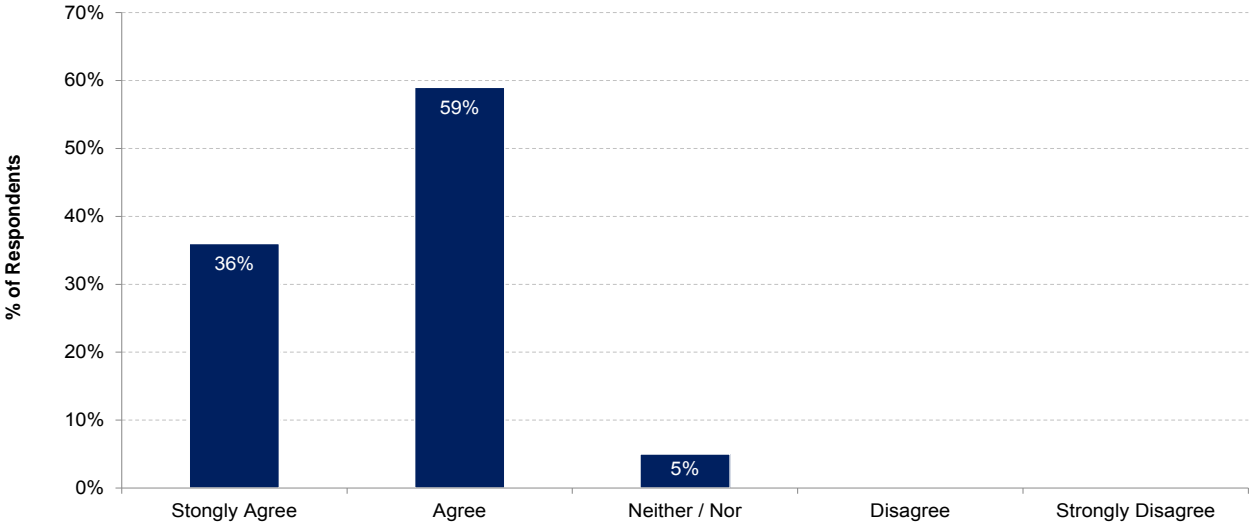
Current expenditure data is limited across all programme periods. Data generally relates to housing-related activities such as estate management, care-taking and maintenance and service provision, and to the provision of social workers. In the current TAP, current expenditure as a percentage of total spending ranges from 4% to 100% (data provided by nine local authorities) and on average accounts for 47% of total disbursed funding (data provided by 24 local authorities across the 4 programme periods).

4.3 Programme Implementation

4.3.1 Condition of Housing Stock

Figure 4.2 indicates that the significant majority of local authorities responding to the survey believe that the standard of accommodation provided under the TAP is good.

Figure 4.2: Quality of housing stock provided is of a good standard



Base: 22 local authorities

4.3.2 Assessment of Housing Stock Condition

Participants from local authorities were asked to answer questions regarding the regularity of assessments on the condition of housing stock provided under the TAPs. Twenty three respondents answered this question in total. 74% of respondents ($n=17$ out of 23) indicated the condition of the housing stock provided under the programmes is surveyed at regular intervals. Of those local authorities, 94% ($n=16$ out of 17) stated that the condition of stock was surveyed on a rolling basis. 6% ($n=1$) reported that a comprehensive review of stock was conducted at a specific point in time. Table 4.2 identifies how often the condition of housing stock provided under the programmes is surveyed. Note: 18% of respondents ($n=3$) did not provide further information.

Table 4.2: Housing Stock Condition Surveyed

| Frequency | No. of Respondents | % |
|--|--------------------|-----|
| Every six months or less | 3 | 21% |
| Annually | 3 | 21% |
| Monitored by site caretakers / support staff with a view to reporting any issues that may be present for repairs / maintenance | 5 | 36% |
| Inspected on a regular ongoing basis as needs and circumstances dictate | 3 | 21% |

Base: 14 local authorities

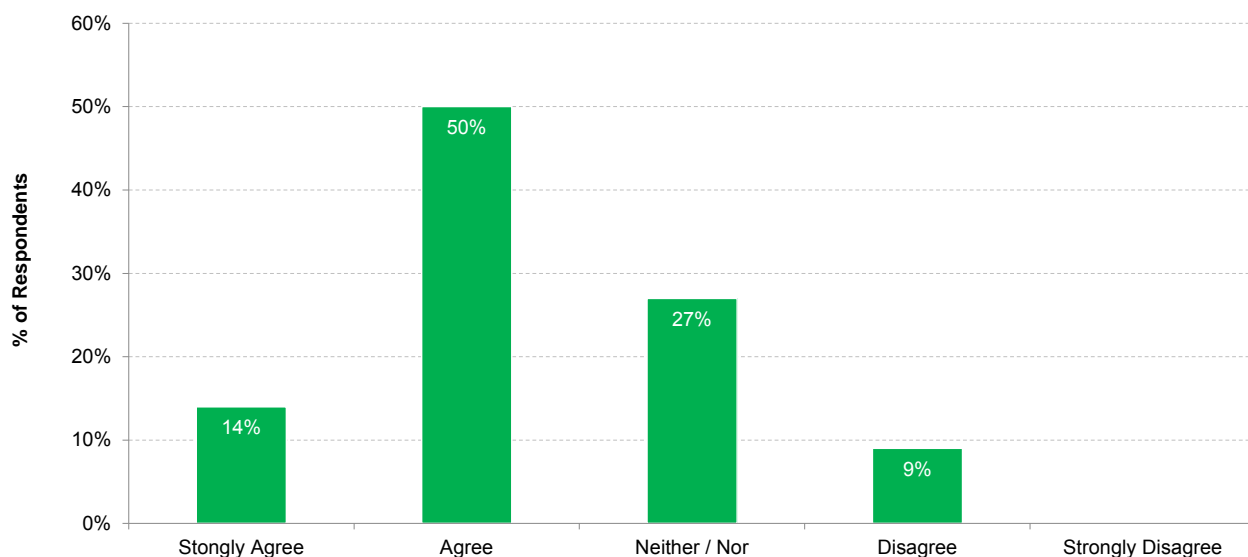
26% of responses to this question ($n=6$ out of 23) stated that the condition of housing stock provided under the programmes was not surveyed at regular points. When prompted to detail when the condition of housing stock was assessed, the following responses were recorded:

- 'Every three years';
- 'There is no inspection cycles and most inspections are response based'; and
- 'Recently introduced summary of all Council stock, fortnightly safety checks on all six Traveller sites'.

These respondents indicated that the last condition survey undertaken was in early 2016 or in one case, in January 2017 as part of the quarterly fire checks.

All local authorities responding to the survey were asked to state the extent to which they agree that the condition of stock provided under the programme should be surveyed on a more regular basis. Figure 4.3 highlights the responses received.

Figure 4.3: Condition of housing stock should be surveyed on a more regular basis



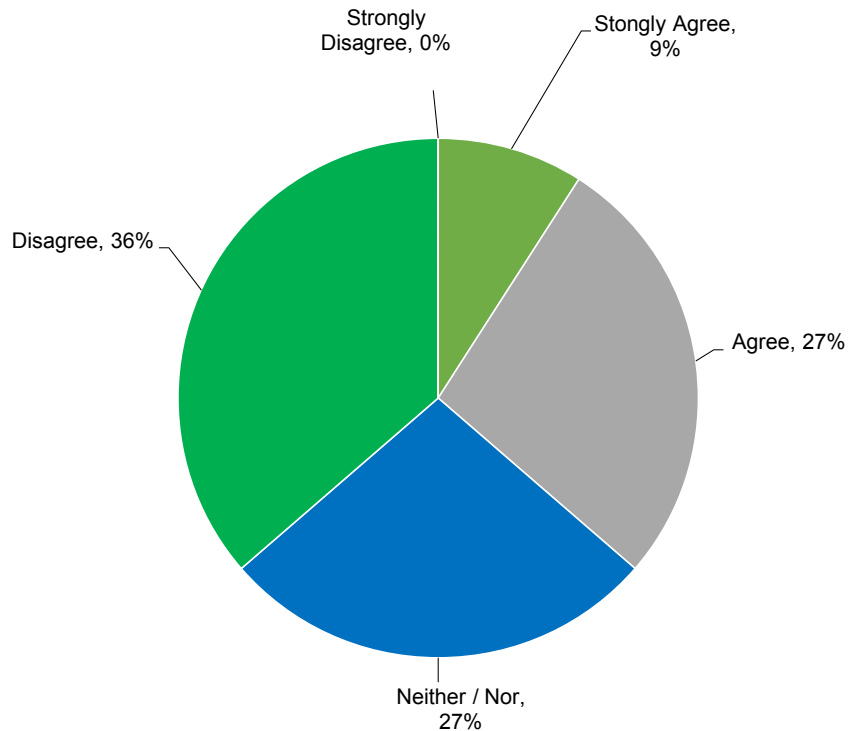
Base: 22 local authorities

The salient point to note is that 64% of respondents ($n=14$ out of 22) indicated that they agreed or strongly agreed that the condition of TAP accommodation should be assessed on a more regular basis.

4.3.3 Maintenance and Repairs

Respondents were asked to comment on maintenance and repairs conducted on housing stock provided (or maintained) under the TAPs. As highlighted in Figure 4.4, there were varying opinions on the current maintenance processes and whether these could be improved.

Figure 4.4: More could be done to improve maintenance and repairs

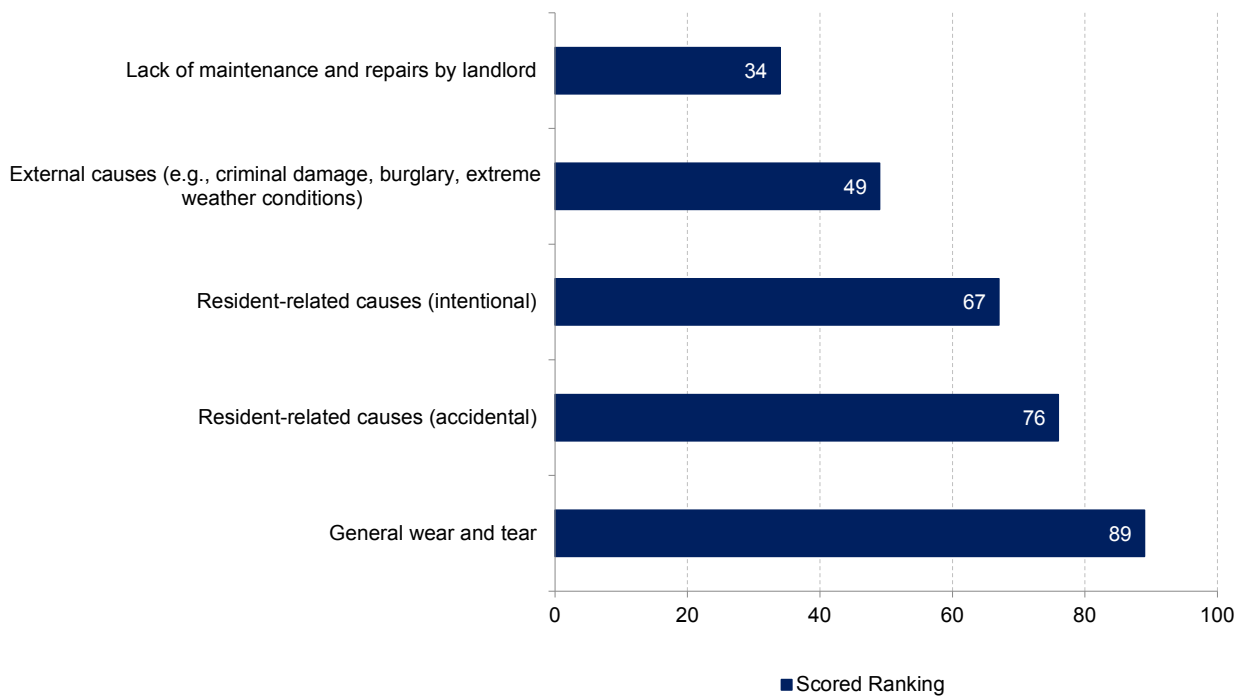


Base: 22 local authorities

36% of respondents ($n=8$ out of 22) indicated that they either agreed or strongly agreed that more could be done to improve maintenance and repairs. However, 36% of respondents ($n=8$) indicated that they do not believe more could be done to improve maintenance and repairs. Thirteen local authorities provided details of the maintenance activities conducted in relation to housing provided under the TAPs.

Local authorities were asked to identify the most common causes for properties falling into disrepair. Presented with a series of potential contributing factors, respondents were asked to rank these from most to least common. The results of this ranking have been illustrated in Figure 4.5.

Figure 4.5: Causes of properties falling into disrepair



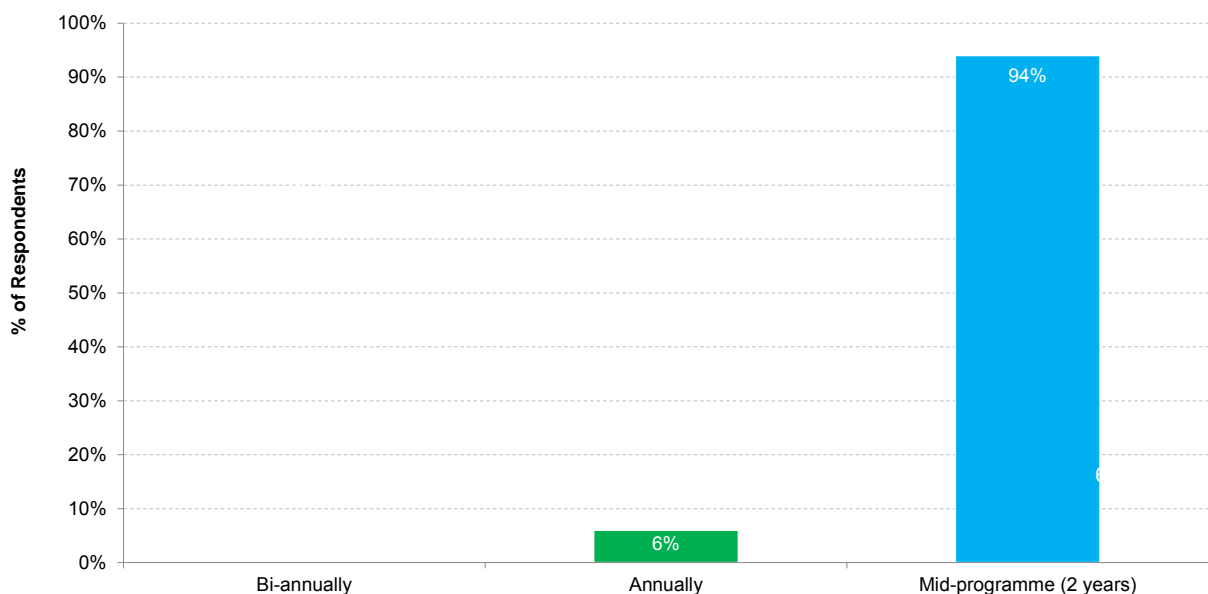
Base: 21 local authorities

Figure 4.5 identified that the most common cause of properties falling into disrepair was due to general wear and tear, followed by accidental damages to the property caused by residents. The least common cause was identified as a lack of maintenance and repairs by the landlord.

4.3.4 Programme Evaluation and Amendments

As demonstrated in Figure 4.6, the significant majority of respondents reported that TAPs are evaluated once per programme period - the statutory mid-term review.

Figure 4.6: Programme Evaluation



Base: 18 local authorities

- 94% of responses ($n=17$ out of 18) indicated that they evaluate the TAP during the mid-term review (two years); and
- One response (6%) indicated that they evaluate the TAP annually.

Programme amendments have been relatively uncommon during the previous three TAPs and no amendments have been confirmed with present programmes (note: two amendments are pending). The majority of amendments were submitted as a result of the findings of the mid-term review. Table 4.3 outlines the number of amendments reported by survey participants for each programme period and reasons for these amendments.

Table 4.3: Programme Amendments

| Programme Period | Programmes Amended | Reason for Amendment |
|------------------|---|--|
| 2014-18 | 2 programmes: <ul style="list-style-type: none"> • Galway County Council • Galway City Council | <ul style="list-style-type: none"> • Both Councils have indicated their intention to amend their TAPs, however, at the time of writing, both amended programmes are awaiting formal adoption by members. |
| 2009-13 | 4 programmes: <ul style="list-style-type: none"> • Clare County Council • Donegal County Council • Leitrim County Council • Offaly County Council | <ul style="list-style-type: none"> • As a result of the findings of the mid-term review; • To curtail further development of group housing schemes in the light of arson damage and anti-social activities. The amendment reflected a fall in demand for group housing (at the time there was an adequate supply of private rented and standard social housing); • The TAP was amended as a result of the statutory mid-term review following consultation with the Local Traveller Accommodation Consultative Committee (LTACC) and Elected Representatives. Two amendments were made as a result of the review: the target date for completion of a group housing scheme was extended from 2011 to 2013, due to an increase in the number of units (from four to nine). Secondly, there was a reduction in the target of 20 units to 15 units and a decision to defer eight units until 2013 (overall target remained the same); and • Following the completion of the mid-term review, it was necessary to amend and adopt a new TAP, as targets set out in the original programme were exceeded. |
| 2005-08 | 1 programme: <ul style="list-style-type: none"> • Offaly County Council | <ul style="list-style-type: none"> • Amended in 2007 as a result of the statutory mid-term review. The review was conducted in consultation with LTACC, Traveller representative organisations and Elected Members. The amendment included the replacement of a target of 1 x 16-bay halting site with 2 x 8-bay halting sites / group housing schemes and a 4-unit group housing scheme. |
| 2000-04 | 3 programmes: <ul style="list-style-type: none"> • Donegal County Council | <ul style="list-style-type: none"> • Amended in 2003 following statutory mid-term review and consultation with Traveller organisations, LTACC and Elected Members. The amendment proposed to provide a |

| Programme Period | Programmes Amended | Reason for Amendment |
|------------------|---|---|
| | <ul style="list-style-type: none"> • Laois County Council • Offaly County Council | <p>halting site, possibly combined with a GHS*, improvement works at a halting site, a small halting site and the removal of a proposed halting site in the original programme; and</p> <ul style="list-style-type: none"> • Amended in 2002 as a result of the assessment by the Council and submission by a local Traveller group during the mid-term review of TAP. The review indicated a notable change in preference from standard local authority housing to group housing. However, the amendment was submitted too late to have an impact, hence, the target was included in 2005-08 TAP. |

*Group housing scheme

4.3.5 Lessons Learnt and Trends

Local authorities were asked to identify if there has been a change in the trends of accommodation needs of Travellers (e.g., number of houses, tenure of houses, and needs of young Travellers) since the introduction of TAPs in 2000. Twenty one respondents answered this question. The majority of respondents stated that there has been a change in trends (90% of respondents, *n=19 out of 21*). When prompted to detail how the accommodation needs of Travellers have changed, the most common responses were identified as:

- The majority of Traveller families are now interested in / seeking standard social housing;
- It is difficult for young Traveller families to access private rented accommodation; and
- There has been a reduction of roadside families, due to the Trespass Act, and an increase in demand for housing, especially in private rented accommodation.

Local authorities were also asked what lessons have been learnt through the previous three TAPs which have helped to inform and guide the 2014 - 2018 Traveller Accommodation Programme. Responses included the following:

Assessment of Need

- *“Difficulties in planning for anticipated housing needs of young families;”*
- *“Recommendations of national Traveller representative agencies on the provision of Traveller-specific accommodation and provision of transient sites do not reflect the stated needs and wishes of local Travellers;”*

Consultation

- *“The importance of consultation and engagement at [an] early stage with all relevant stakeholders as one size does not fit all, each case is unique and it can take a significant amount of time to provide an accommodation solution that is acceptable to all Traveller applicants;”*
- *“There can be a lack of compatibility in relation to residents living in larger group housing schemes resulting in tension and feuds, indicating a need for smaller developments (e.g., 2 - 4 units);”*
- *“Expectations of Travellers need to be managed as they are currently increased beyond what can reasonably be provided by the local authority.”*

Delivery of Housing Units

- *“Private rented accommodation provision[s] are extremely difficult for Traveller families to access and this needs to be promoted and negotiated more;”*

- “There is a need for a targeted internal works programme married to Departmental funding with clear goals and outcomes for local authorities. Responsibility should rest with a Senior Administrator and a Senior Housing Engineer together for delivery of outputs;” and
- “Traveller accommodation is complex when it comes to actual delivery of any type of units. It takes a multifaceted approach to completely implement any proposed development. Hence there is [a] need to set targets that can easily be achieved and these targets need not to raise expectations. Hence in future TAP programmes, extensive consultations with Councillors, local authority staff and Traveller representatives should be carried out to identify a clear way forward.”

4.4 Targeted and Actual Outputs

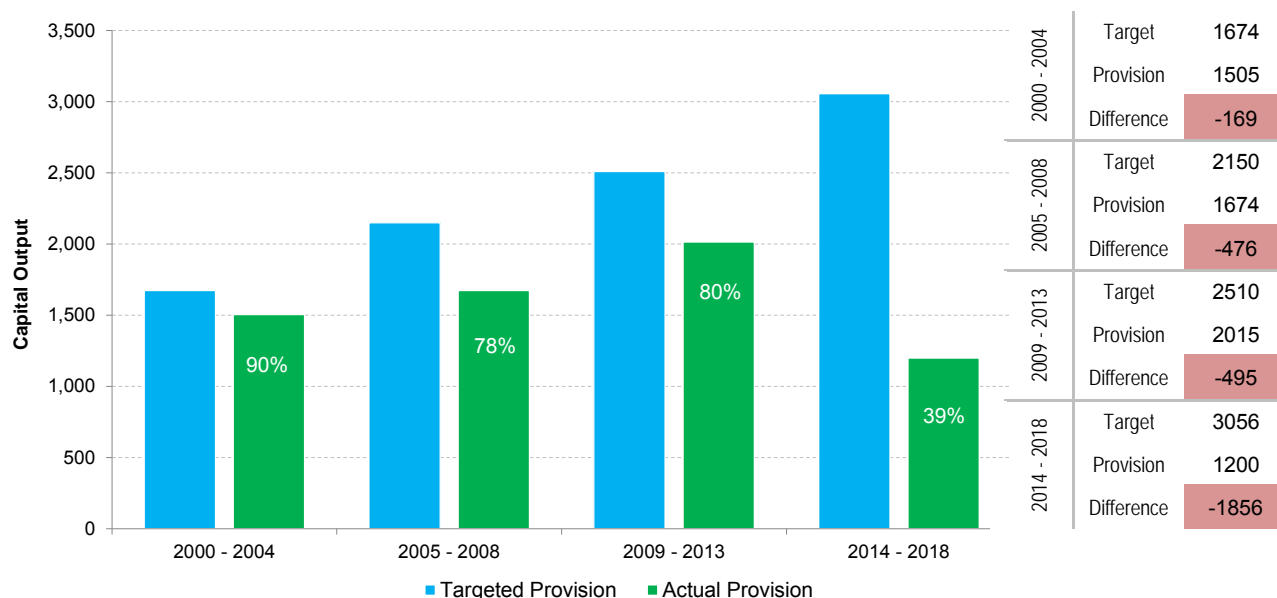
Analysis presented in this section reflects data provided by the local authorities responding to the questionnaire and, where available, DHPCLG data for the local authorities that did not respond.

N.B. The majority of data provided in the online survey was in relation to the current programme and the 2009 – 2013 TAP, as expenditure in the previous programmes was well documented within the DHPCLG data. A copy of the complete data set (DHPCLG and local authority data) can be found in Annex D.

There are issues with reporting units and caution should be applied in analysis of this data, as it reports in terms of both families and housing units. 26% ($n=8$ out of 31) of local authority figures are presented in terms of units, 35% ($n=11$) are presented in terms of families and 39% ($n=12$) are presented in terms of both units and families.

Figure 4.7 provides a high-level overview of targeted and actual provision, for the four TAPs to date³⁰.

Figure 4.7: Capital Output (reflecting reporting of both families and housing units)



Source: DHPCLG Data and RSM PACEC survey

³⁰ In the 2000-2004 TAP, data from either DHPCLG or the survey was only available for 22 local authorities (71%). In the 2005 – 2008 TAP, data from either DHPCLG or the survey was only available for 29 local authorities (94%)

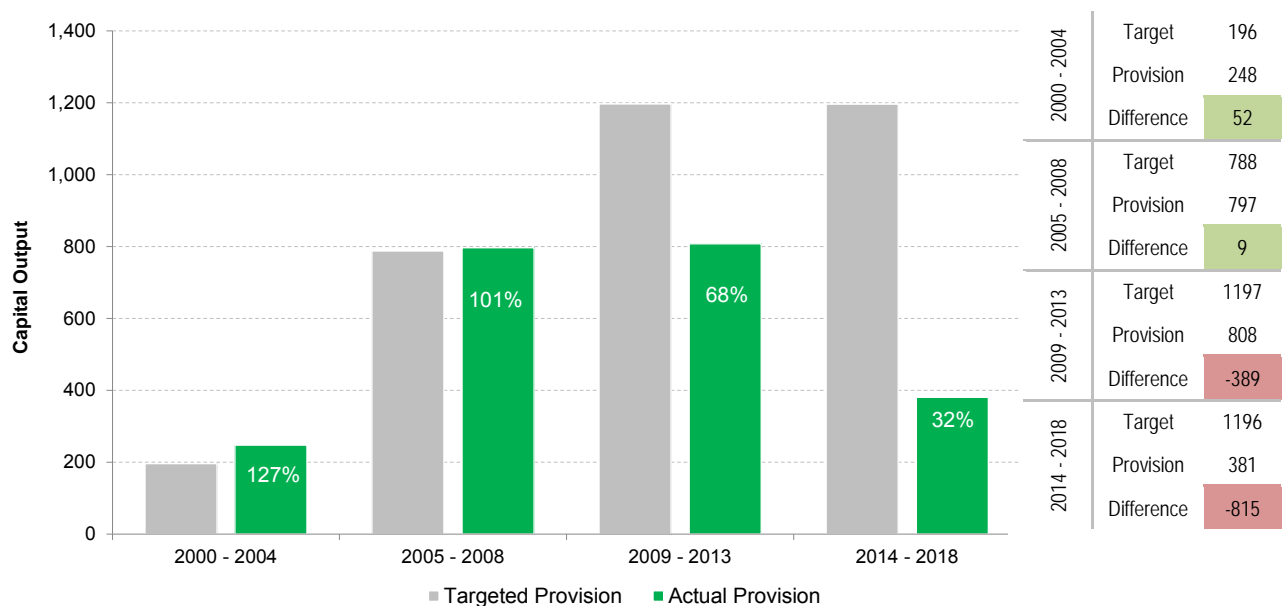
In total, 6,394 units / families have been accommodated through TAPs, against a target of 9,390 (68%). The salient points to note from the above are as follows:

- During the 2000 – 2004 period, the local authorities achieved 90% of their targeted provision;
- During the 2005 – 2008 period, the local authorities achieved 78% of their targeted provision;
- During the 2009 – 2013 period, the local authorities achieved 80% of their targeted provision; and
- As of the end of 2016, local authorities had achieved 39% of their targeted provision for 2014 – 2018, with two years remaining in the programme.

In the early years of the TAPs there was a slow start, with lower output in terms of accommodation provision, despite the higher budget allocations; however, it is possible that there is a delay between expenditure and outputs. In some cases, funding disbursed in one programme may have resulted in homes being provided in the ensuing TAP. Capital output targets have increased steadily throughout the programmes. At a national level, over 350 extra units were targeted in the 2009 – 2013 period compared to 2005 – 2008, despite targets not being met in the 2000 – 2004 programmes or the 2005 – 2008 programmes.

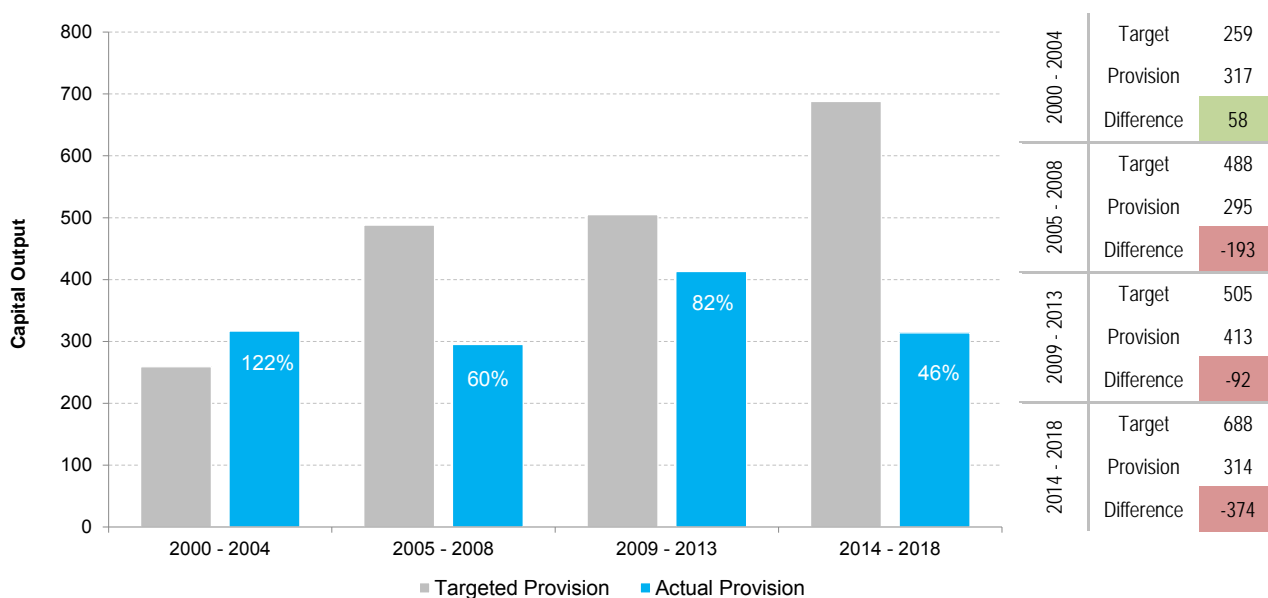
Figure 4.8 displays the capital output of local authorities which report solely in terms of families. As detailed, 35% ($n=11$ out of 31) of local authority figures are presented in terms of families. Figure 4.9 highlights the capital output of local authorities which report solely in terms of units, 26% ($n=8$ out of 31) of local authority figures are presented in terms of units.

Figure 4.8: Capital Output (measured in families)



Source: DHPCLG Data and RSM PACEC survey. Base: 11 local authorities

Figure 4.9: Capital Output (measured in units)



Source: DHPCLG Data and RSM PACEC survey. Base: 8 local authorities

4.4.1 Key Findings on Outputs per TAP

The following provides a summary of key findings relating to output within each TAP period. Overall, it appears that targets for outputs continued to rise throughout the four programmes, despite local authorities consistently struggling to meet targets since the start of the 2005 – 2008 programme.

During the 2000 – 2004 TAP:

- Data was only available for 15 of 31 local authorities (48%)
- 60% (*n=9 out of 15*) of local authorities did not meet their targeted provision.
- 40% (*n=6*) of local authorities met their targeted provision, four of which exceeded their target and two met their target.
- Of the 15 local authorities for which data was available, the provision of accommodation fell short of the overall target (-169).

During the 2005 – 2008 TAP:

- Data was available for 21 of 31 local authorities (68%)
- 71% (*n=15 out of 21*) of local authorities did not meet their targeted provision.
- 29% (*n=6*) of local authorities met and exceeded their targeted provision.
- Of the 21 local authorities for which data was available, the provision of accommodation fell short of the overall target (-476).

The key findings of the 2009 – 2013 TAP were:

- Data was available for all of the 31 local authorities (100%)
- 65% (*n=20 out of 31*) of local authorities did not meet their targeted provision.
- 35% (*n=11*) of local authorities met and exceeded their targeted provision.
- At a national level, the provision of accommodation fell short of the overall target (-495).

The key findings for the current 2014 – 2018 TAP are:

- 52% (*n=16*) of local authorities did not meet their targeted provision for 2014 - 2015.

- 48% (n=15) of local authorities met and exceeded their targeted provision for 2014 - 2015.
- In terms of the full programme targets (up to 2018), two local authorities (6%) have already met their targets.
- At a national level, local authorities need to provide a further 1,856 housing units in order to meet their targets for 2018, however, it should be noted that 58% of the national budget has been recouped.

4.5 Refurbishments

Through the TAPs, all local authorities had indicated “Housing Improvements” as a means of accommodation provision through the refurbishment of existing units. Difficulty arose in identifying whether targeted improvements had been completed, due to inconsistent reporting structures. In some instances, TAPs indicate carry-over of improvement works to the next TAP, if the improvement works were incomplete by period end.

The NTACC provides data on refurbishments in its Annual Reports, however, these reports reflect a lower level of output than the data which has been provided by local authorities. Table 4.4 provides an indication of the proportion of refurbishments to new-builds recorded in the Annual Reports.

Table 4.4: Refurbishments

| | 2000 - 2004 | 2005 - 2008 | 2009 - 2013 |
|----------------|-------------|-------------|-------------|
| Refurbishments | 52% | 57% | 31% |
| New-builds | 48% | 43% | 69% |

Source: NTACC Annual Reports, 2000 - 2013

4.6 Current Status of TAP Accommodation

The survey asked local authorities to provide further details in relation to the status of housing units provided under TAPs and refurbishments. The salient points to note were:

- In the 2014 – 2018 programme, 17 local authorities (71% of 24 respondents) reported that 98% of housing units (n=548) are currently in use, 1.6% (n=9) are vacant while refurbishments are ongoing and 0.5% (n=3) have been demolished. 72 occupied properties have undergone refurbishments during the programme thus far (costing €4.3 million) and an additional 38 vacant properties have been refurbished (costing €0.5 million). Nine properties were reported as being below the acceptable occupancy standards;
- In relation to the 2009 – 2013 programme, 11 local authorities (46%) reported that 95% of housing units (n=447) were in use, 1% (n=6) were vacant due to disrepair and 3% (n=15) were demolished. 35 occupied properties underwent refurbishment (costing €1.5 million) and an additional four vacant properties were refurbished (costing €0.07 million);
- In relation to the 2005 – 2008 programme, 8 local authorities (33%) reported that 93% of housing units (n=224) were in use, 3% (n=8) were vacant while refurbishments were ongoing, 2% (n=5) were vacant due to disrepair and 1% were demolished (n=3). 38 occupied properties had undergone refurbishment during the programme (costing €1.9 million) and one additional vacant property was refurbished (costs not provided); and
- In relation to the 2000 – 2004 programme, 7 local authorities (29%) reported 83% of housing units (n=144) were in use, 1% (n=2) were vacant while refurbishments were ongoing, 4% (n=7) were vacant due to disrepair and 12% (n=21) were demolished. 23 occupied properties had undergone refurbishment during the programme.

This data suggests that local authorities have been regularly refurbishing properties under the TAPs, however the figure of 11% of properties demolished that were built 12 – 16 years ago suggests a significant rate of deterioration. Further to this, the number of refurbishments carried out in the current programme is more than

double the number of refurbishments carried out in the previous programme. This suggests that local authorities are having to work hard to maintain acceptable living conditions in the properties provided under TAPs.

4.7 Summary

In total, TAPs expenditure across the four programmes to date is €355.7 million (87% of total allocation). Expenditure in early TAPs was considerably higher than in later programmes, both in terms of budget allocation and expenditure. The only period in which expenditure values exceeded allocation was in 2000 – 2004 (by €7.9 million). The 2005 – 2008 TAP has the highest allocation and expenditure values from the available data. However, the 2009 – 2013 TAP received less than half of the expenditure allocation received in the previous programme.

In total, 6,394 units / families have been accommodated through TAPs, against a target of 9,390 (68%). This data has been sourced from DHPCLG data and survey data, where available.

Table 4.5 provides a summary of the inputs and outputs per programme. These figures are broken down by local authority in Annex D. Table 4.5 also highlights that the indicative cost per unit provided has decreased from the earlier programmes.

Table 4.5: Summary of Inputs and Outputs

| | 2000 - 2004 | 2005 - 2008 | 2009 - 2013 | 2014 - 2018 | Total |
|--|-------------|-------------|-------------|----------------------|--------|
| Expenditure (€ million) | 135.2 | 143.9 | 55.8 | 20.8 | 355.7 |
| Capital Output (measured in terms of housing units and families) | 1,505 | 1,674 | 2,015 | 1,200 | 6,394 |
| Expenditure per unit (€) | 89,865 | 85,965 | 46,466 | 17,342 ³¹ | 55,634 |

6,394 units / families have been accommodated through TAPs (68% of the targeted provision). On a programme-by-programme basis, the key points are:

- During the 2000 – 2004 period, the local authorities achieved 90% of their targeted provision;
- During the 2005 – 2008 period, the local authorities achieved 78% of their targeted provision;
- During the 2009 – 2013 period, the local authorities achieved 80% of their targeted provision; and
- As of the end of 2016, local authorities had achieved 39% of their targeted provision for 2014 – 2018 with two years remaining in the programme.

In the early years of the TAPs there was a slow start, with lower output in terms of accommodation provision, despite the higher budget allocations; however, it is possible that there is a delay between expenditure and outputs, i.e., the output corresponding to expenditure drawn down for housing in one period may be counted within a later programme, depending on the time taken to deliver the units.

Table 4.6 details the targeted and actual provision for each programme, highlighting that the targeted level of output was not achieved in any of the TAP periods.

³¹ The 2014 – 2018 TAP is still ongoing and as such, this figure is subject to change.

Table 4.6: Summary of Performance against Targets

| | 2000 - 2004 | 2005 - 2008 | 2009 - 2013 | 2014 - 2018 | Total |
|--------------------|-------------|-------------|-------------|-------------|--------|
| Targeted Provision | 1,674 | 2,150 | 2,510 | 3,056 | 9,390 |
| Actual Provision | 1,505 | 1,674 | 2,015 | 1,200 | 6,394 |
| Variance | -169 | -476 | -495 | -1,856 | -2,996 |

As previously highlighted, constraints were identified with the programme data, particularly in relation to the earlier programmes and refurbishments / housing improvements. Table 4.7 summarises the key limitations of this data.

Table 4.7: Data Limitations

| Issue | Comment |
|--|---|
| Lack of standardisation in definition | <ul style="list-style-type: none"> Different capital output measurements between local authorities and within individual local authorities e.g., families, units or a mixture of both³². Definitions of “Current Provision” under capital output are not consistent. Some local authorities include all Travellers in the local authority area in this figure, including those that are in need of permanent accommodation (homeless, roadside, unauthorised land etc.), other local authorities only include those who already have permanent accommodation. Some local authorities list accommodation types e.g., standard housing / halting sites / group housing etc., whereas some do not. Lack of distinction between assessment of need and targeted provision, in early reports it appears they are one and the same for some local authorities. |
| Lack of information on status of accommodation | <ul style="list-style-type: none"> Limited information is available from the majority of local authorities in relation to the current condition / status of Traveller accommodation. |
| Double Counting | <ul style="list-style-type: none"> Traveller halting sites are regularly replaced with group housing schemes, therefore this accommodation may not be wholly additional. This is not made clear in the reports provided. |
| Absence of Annual Data | <ul style="list-style-type: none"> Monitoring and reporting is not conducted on an annual basis and, as such, an analysis of annual expenditure and output data is not available. |

³² Of the 31 local authorities, 26% (n=8) provide figures in terms of units, 35% (n=11) provide figures in terms of families and 39% (n=12) provide figures in terms of both units and families. Following the collection of all surveys, RSM PACEC and the Housing Agency investigated the potential for improving standardisation through consulting with Councils, however, the response from Councils was limited.

5 STAKEHOLDER CONSULTATION

5.1 Introduction

Consultations were conducted with representatives of key stakeholder organisations in order to augment the findings of our desk review and survey activities (see Annex E for a full list of organisations consulted). These consultations aimed to obtain stakeholder views and / or additional information on:

- The wider strategic / policy context and how this influences Travellers' accommodation choices;
- The requirement of statutory agencies for provision of Traveller-specific accommodation;
- Impact of housing access / choices on wider social and cultural issues, such as health, education, employment, Traveller identity;
- Other relevant provision for Travellers in relation to housing advice and support;
- Key issues which have arisen through the Traveller Accommodation Programmes; and
- Lessons learnt

5.2 National Traveller Representative Groups

RSM PACEC carried out consultations with representatives from the five national Traveller representative groups listed below (a copy of the discussion guide used for the interviews can be found in Annex C):

- Irish Traveller Movement;
- National Traveller Accommodation Consultative Committee (NTACC, Chairperson);
- National Traveller Women's Forum;
- Pavee Point; and
- National Traveller MABS (Money Advice & Budgeting Service).

The key issues and themes emerging from the consultations are highlighted below.

Funding

The national Traveller representative groups reported that, in their view, there is sufficient funding made available to deliver Traveller accommodation. Representatives stated that they believe the issue is that local authorities are not willing to meet their responsibilities to deliver Traveller-specific accommodation such as group housing, halting sites or transitory sites for Travellers who are nomadic.

If there are obstacles preventing funding from being drawn down, representatives believe the following issues could be impeding progress at a local level:

- Local planning issues; and
- Objections by "settled" residents.

Planning Process

Representatives believe that the requirement for public consultation can result in racially discriminatory comments and feedback from the public, which can block proposals going forward. Furthermore, representatives stated that they believe Elected Members are campaigning against Traveller accommodation in order to win elections. Some of these politicians are involved in LTACCs for the purposes of opposing Traveller accommodation.

Representatives stated that county development plans and other policies are not connected with the TAPs, which causes issues when trying to secure land for Traveller accommodation. Representatives suggested that

specific sites for Traveller accommodation should be specified in wider County Development Plans to help secure planning for Traveller-specific accommodation.

Implementation and Monitoring Process

Representatives believe there is a lack of motivation for the implementation of TAPs. They believe the Traveller Accommodation Act 1998 should be reviewed because it does not provide for sanctions, penalties or other measures of enforcement for local authorities who do not implement their own targets. Linked to this point, representatives stated that there is a lack of accountability in the implementation process.

Representatives stated that data is not easily accessible and, as a result, there is a lack of clarity around performance of local authorities. It was suggested that although there are reviews carried out mid-term by local authorities, the plans are still not being delivered.

Assessment of Housing Need

Representative organisations stated the demand for Traveller-specific accommodation is significantly higher than the TAPs and patterns of applications for social rented accommodation from Travellers indicate. They believe that local authorities' assessments of housing need understate the demand for Traveller-specific accommodation because applicants assume that it is unlikely Traveller-specific accommodation will be provided and that the waiting list is already long, so they apply for standard housing instead.

Representatives stated that where local Traveller representatives carry out a needs assessment of Travellers in their area, this indicates a higher level of demand for Traveller-specific accommodation than indicated by the TAPs and assessment of housing need.

Representatives highlighted that, in some instances, Travellers have no say whatsoever in relation to where halting sites are built. Some have been located away from shops, schools and transport, and Travellers are isolated.

It was suggested that the design of Traveller-specific accommodation does not take into account the true needs of Travellers e.g., the need to extend a site for the purposes of accommodating Traveller children when they marry.

Engagement / Consultation with Travellers and Representatives

Representatives stated that some local authorities will actively consult with local Traveller representative groups, however there are also local authorities that do not consult with Travellers. On balance, representatives believe that there has been insufficient engagement and consultation with Travellers and representatives and, where consultation takes place, local authorities try to convince Travellers to choose standard housing.

In order to improve provision, consultees reported that there needs to be more input from local Travellers and local representative groups in the design stage of accommodation. Furthermore, it was identified by representatives that there is no consultation with Travellers regarding conflicts between families. Families are simply allocated housing depending on where they are on a list. This practice has contributed to conflict between different extended family groups and does not take into account Travellers' cultural needs.

Quality of Traveller Housing

Representatives believe that TAPs have not had a significant positive impact on Traveller' lives, as they state that many still are living in poor conditions. Representatives believe the majority of Traveller-specific accommodation sites are over-crowded, often dangerously so. Although some sites are currently vacant, representatives suggested that these sites are not fit for purpose e.g., have been burnt out. It was reported that some Travellers are having to modify their sites to find space, some illegally taking over land.

Consultees indicated that existing Traveller-specific housing is not properly maintained and falls below the standards of social housing. It was claimed by stakeholders that there have been instances of Traveller-specific accommodation being provided on a supposedly temporary basis—units intended to be in use for 6 months, for instance—but it are still in use 20 - 25 years later. The consultees further stated this is often the only Traveller-specific accommodation option and local authorities' take the view that they will not easily be able to secure planning permission to put the halting site on a permanent footing. Some of the individuals consulted also noted the response rates to maintenance complaints are very slow, and this impacts negatively the quality of accommodation.

Improvements post 2018

Representatives suggested:

- The Traveller Accommodation Act 1998 should be amended to include implementation measures. Currently, there is little motivation for local authorities to implement their TAP having completed their assessment of need, and no penalties are issued for under-performing;
- TAP implementation needs to be challenged and monitored by an overarching independent body which supersedes local planning; and
- There is a need to ensure proper monitoring and enforcement of mechanisms are in place.

5.3 Local Traveller Representative Groups

RSM PACEC carried out consultations with seven local Traveller representative groups / individuals. A list of the stakeholders consulted can be found in Annex E. The key issues and themes emerging out of the consultations are highlighted below.

Impact of TAPs towards meeting the Needs of Travellers

Representatives stated that TAPs raised expectations for Travellers, however it put delivery in the hands of local authorities and, according to the representative groups, there is no political will to push forward the programme. The majority of Traveller representatives stated Traveller accommodation is generally of poor quality, due to insufficient provision of Traveller-specific accommodation provided and overcrowding.

Many Traveller representatives believe the TAPs are designed to fail. They argue the programmes are not an effective mechanism to provide Traveller accommodation. Although funding is available for Traveller accommodation, representatives suggested that land is not available for development. Representatives stated that local authorities often suggest there is not enough public land available for Traveller-specific accommodation, or that land is too expensive.

Although local authorities have undertaken a 'mid-way review', representatives reported that it is not apparent that any corrective action has been taken to address a lack of delivery. Representatives stated that there is no transparency or accountability associated with the delivery of TAPs and, furthermore, it was stated that there is a lack of clarity on why certain aspects of TAPs are not being delivered.

Information Availability

Consultees reported that there is insufficient information available for Travellers in relation to advice and support for accommodation choices and their rights as tenants in local authority and private housing. Representatives suggested that Travellers are not aware of relevant legislation and their legal rights or entitlements, as information is not accessible to them. Although Travellers are issued a Traveller handbook, representatives highlighted that in many cases, it is of little use due to illiteracy levels amongst Travellers. Representative groups have had to step in to assist Travellers in understanding their rights e.g., through educational programmes, as they believe Travellers are susceptible to discrimination.

Housing applications are available to Travellers to help them decide which form of accommodation to choose. However, application documents tend to be lengthy, with complex language, which consultees state deters many families from choosing Traveller-specific accommodation as it is easier to tick 'standard housing'.

Assessment of Housing Need by Local Authorities

Representatives reported that local authorities do not consult adequately with Travellers during the assessment of need process. As a result, they develop accommodation that is not consistent with Traveller preferences. Representatives suggested that many local authorities develop standard housing, when Travellers would prefer Traveller-specific accommodation. Furthermore, Travellers in private rented accommodation and homeless Travellers who want Traveller-specific accommodation are not included within some TAPs according to representatives and, therefore, this does not reflect the true need for Traveller-specific housing.

There is a belief among Traveller representatives that local authorities are pushing Travellers towards choosing standard accommodation as Traveller-specific housing is often seen as an 'eye-sore' by the local authority and local community. The assessment of need process is not deemed to be fit for purpose by representatives consulted. It was suggested that the process needs to be independent and one which takes on board the view of local representative groups.

Representatives suggested that there are complications around the housing waiting list process which exclude Travellers from being viewed as "in need of accommodation", and therefore the count does not reflect the true need for accommodation. For example, if a Traveller wishes to have Traveller-specific accommodation and surrenders their council house, they are taken off the housing list for a year and are not included in the "Traveller in need figure". Similarly, if a Traveller has moved into a caravan, they may not have an address and cannot apply to be on the housing waiting list. If they use a friend's or parent's address they may be vulnerable to losing their social benefits income, and if they are squatting on illegal land they may not apply due to fear of legal implications.

Effect on Travellers

Although standard accommodation may be available, it was reported that Travellers often feel isolated by the wider community when living in this type of accommodation, and this can have a detrimental effect on Travellers' mental health. Where Traveller-specific accommodation is in poor condition, representatives state that it has a negative effect on Traveller health. Representatives suggested that some sites have limited access to water, which impacts negatively on sanitation. Other sites have been situated in isolated areas, next to dumps, where Travellers cannot access services easily. Furthermore, it can have an impact on children's education where Traveller families have to continually move due to lack of Traveller housing available. Representatives have highlighted that some Travellers find it difficult to access and reside in private rented accommodation due to discrimination from landlords.

Improvements post 2018

Representatives suggested that:

- There needs to be clear guidance / criteria established in relation to assessing need and developing output targets;
- There needs to be greater engagement with / participation from Travellers in developing TAP plans;
- Greater accountability and transparency is required from local authorities e.g., information on TAP targets versus actual delivery. Funding applications should be made available to the public to prove applications were made and reasons for funding not becoming available;
- More face to face guidance (due to illiteracy levels) and consultation for Travellers in choosing housing they require and on how to access the housing list is needed; and

- Traveller Accommodation Plans need to be delivered by an independent body, as representatives highlighted there is a lack of political will in local authorities to implement TAPs. If the responsibility to implement TAP is left with local authorities, there needs to be penalties put in place for failure to comply with the Traveller Accommodation Act 1998.

5.4 Selected Local Authorities

RSM PACEC carried out consultations with representatives of the following local authorities:

- Galway City Council;
- Wicklow County Council;
- Tipperary County Council;
- South Dublin County Council;
- Offaly County Council;
- Donegal County Council; and
- Fingal County Council.

The key issues and themes emerging out of the consultations are highlighted below³³.

Confirmation of TAP Data

The majority of local authority representatives consulted stated that, in cases where there has been less expenditure / money recouped than allocated, it is often because some Traveller housing developments could not be completed. Respondents also indicated that some expenditure was not drawn down due to applications being rejected by the Department and at the local planning stage.

Assessment of Housing Need

Representatives suggested that the assessment of need (i.e. targeted provision) is not correct in the majority of assessments, as there is little or no provision for growth in the number of families i.e. plans include the current number of Travellers, but this is insufficient due to backlogs from previous plans and the natural growth in family numbers. Representatives stated that a shortfall in resources means that recent plans are conservative and make little provision for Traveller-specific accommodation.

Some representatives suggested that in order to get an accurate view of demand for housing, the definition of homelessness may need to be reconsidered to include more Travellers that are living away from their parents on the roadside.

Amendments to TAPs

One local authority representative reported an amendment to be implemented during the 2016 mid-review to build two halting sites and three group housing units. However, there is a delay due to an extended consultation period. Previous amendments have also been delayed, which has resulted in amendments no longer being implemented as the opportunity for funding closed.

Housing Quality

Local authority representatives reported a mixed quality in Traveller-specific accommodation. Some units are of a good standard; however, there are some units which are of a poor standard. The consultees highlighted that within their local authority areas, all Traveller-specific housing units are in use, despite some being in poor

³³ The views expressed in this section are the opinions of the local authority representatives consulted.

condition. Representatives suggested that over-crowding is an issue within Traveller-specific accommodation, which leads to health and safety concerns.

Representatives stated that it is hard to provide high quality Traveller-specific housing at times, due to developments being blocked via planning applications and local political pressure.

Representatives claimed that Traveller trailers or mobile housing (not provided under TAPs) are often built for warmer climates and do not have sufficient insulation for Irish weather, which can lead to health issues. It was suggested that more of the TAPs budget is needed for refurbishments due to the poor conditions of homes and sites as a result of overcrowding and a lack of maintenance by residents.

Key Lessons Learnt by Local Authorities

Representatives claimed that effective implementation of TAPs depends on the person with direct oversight within the local authority and whether they are resistant to providing Traveller accommodation. Representatives suggested that perhaps the control should lie within a committee to reduce the impact of prejudice towards Travellers.

Improvements post 2018

- One representative stated that improving the design of Traveller-specific accommodation to blend into the community instead of standing out as an “eye-sore” may result in less resistance to developments. Innovation in design is needed.
- The design stage must take into account the size of mobile trailers for halting sites. Trailers require more space between them (20 feet) than what is currently designed.
- A formal process is needed for obtaining feedback from Travellers regarding the quality of Traveller accommodation provided under TAPs, as this is currently facilitated indirectly through site caretakers.
- Better engagement with Travellers is needed, especially regarding planning issues which arise.
- Engagement with the Housing Associations and other relevant bodies when TAPs are being designed.
- The current financial application process is inefficient. Local authorities have to procure architects for designing developments and facilitate consultation to finalise a Traveller-specific accommodation site before an application is submitted to the Department, which can result in false hope for Travellers, when the Department may not provide funding for the developments. The Department should provide an indication as to whether funding will be made available before such in-depth plans are drawn up and consultations take place.

5.5 Summary

It is acknowledged by all stakeholder groups that there are issues in meeting targeted provision and fully utilising the funding available to local authorities. Traveller representatives believe that local authorities lack the motivation to implement TAPs and that a lack of transparency and accountability contributes to high degree of underachievement. Local authority representatives highlight a number of other factors that they cite as impacting on the delivery of programme outputs, namely:

- **The planning process** - Objections from local “settled” residents and political pressure exerted by elected representatives often delay the planning process, sometimes for years at a time. This can have a direct impact on the achievement of targets, as a development planned and designed in one programme may face extensive delays and may lose the opportunity to utilise funding; and
- **Increasing maintenance and refurbishment requirements** - local authority representatives state that increasing amounts of the TAP budget is needed for the refurbishment and maintenance of Traveller homes,

which is limiting the development of new-build homes³⁴. High level of expenditure in these areas may be due to deterioration of properties caused by overcrowding, which was identified by all stakeholders as a key issue within Traveller-specific accommodation.

The assessment of need process was identified by all stakeholders as an area in need of improvement. The two key issues in relation to the assessment are:

- Lack of consultation with Travellers; and
- Lack of future proofing planned provision for family growth.

Some of the local authorities report that there is extensive consultation conducted with local Traveller representatives, however, Travellers and the national representative bodies do not believe that this is the case across the country.

It was acknowledged by all stakeholder groups that the assessment of future accommodation needs in relation to the creation of new family units was not fit for purpose. A number of stakeholders have cited developments that catered for previously observed need, but not for growth in local families / Traveller populations.

A range of improvements were suggested by the stakeholders, including:

- The provision of clear guidance / criteria to local authorities in relation to assessing need and developing output targets;
- Establishment of a formal process for obtaining feedback from Travellers on the quality of Traveller accommodation provided under TAPs. This is currently facilitated indirectly through site caretakers;
- Better engagement with Travellers, particularly in relation to planning issues when they arise; and
- Development of greater transparency and accountability on TAP delivery e.g., making information on TAP targets and delivery publicly available.

³⁴ Section 4 presented findings of a decreased cost per output which could be indicative of a greater focus on refurbishment and less on new build units.

6 SUMMARY OF KEY FINDINGS

6.1 Introduction

This section presents a summary of our key findings in relation to each of the points within the Terms of Reference.

6.2 Inputs and Outputs

In total, TAPs expenditure across the four programmes to date is €355.7 million. Expenditure in early TAPs was considerably higher than in later programmes, both in terms of budget allocation and expenditure. The only period in which expenditure values exceeded allocation was in 2000 – 2004 (by €7.9 million). The 2005 – 2008 TAP has the highest allocation and expenditure values from the available data. The 2009 – 2013 TAP received less than half of the expenditure allocation received in the previous programme.

Current expenditure data is limited across all programme periods (reported 24 times across the four programmes, 19%). Data which is available generally relates to activities such as estate management, care-taking and maintenance, and service provision. In the current TAP, current expenditure as a percentage of total expenditures ranges from 4% to 100% (data provided by nine local authorities) and accounts for 47% of total expenditure on average (data provided by 24 local authorities across the four programme periods).

Whilst being mindful of the limitations associated with the available output data (refer to Section 2.5), Table 6.1 provides a summary of the inputs and outputs per programme.

Table 6.1: Summary of Inputs and Outputs

| | 2000 - 2004 | 2005 – 2008 | 2009 - 2013 | 2014 - 2018 | Total |
|--------------------------------------|-------------|-------------|-------------|----------------------|--------|
| Expenditure (€ million) | 135.2 | 143.9 | 55.8 | 20.8 | 355.7 |
| Capital Provision (units / families) | 1,505 | 1,674 | 2,015 | 1,200 | 6,394 |
| Expenditure per unit (€) | 89,865 | 85,965 | 46,466 | 17,342 ³⁵ | 55,634 |

6.3 Performance against Output Targets

As detailed in Section 6.2, data suggests that 6,394 units / families have been accommodated through TAPs (68% of the targeted provision). On a programme-by-programme basis, the key points are:

- During the 2000 – 2004 period, the local authorities achieved 90% of their targeted provision;
- During the 2005 – 2008 period, the local authorities achieved 78% of their targeted provision;
- During the 2009 – 2013 period, the local authorities achieved 80% of their targeted provision; and
- As of the end of 2016, local authorities had achieved 39% of their targeted provision for 2014 – 2018, with two years remaining in the programme.

³⁵ The 2014 – 2018 TAP is still ongoing and, as such, this figure is subject to change.

The results suggest that in the early years of the TAP there was a slow start, with lower output in terms of accommodation provision, despite the higher budget allocations; however, it may be possible that there is a delay between expenditure and outputs i.e. some of the output from the earlier programmes may be counted within a later programme. Capital output targets have increased steadily over time (e.g., over 1,000 extra units targeted in the 2009 – 2013 period compared to 2005 – 2008).

Table 6.2 details the targeted and actual provision for each programme.

Table 6.2: Summary of Performance against Targets (Units / Families)

| | 2000 – 2004 | 2005 - 2008 | 2009 - 2013 | 2014 - 2018 | Total |
|--------------------|-------------|-------------|-------------|-------------|--------|
| Targeted Provision | 1,674 | 2,150 | 2,510 | 3,056 | 9,390 |
| Actual Provision | 1,505 | 1,674 | 2,015 | 1,200 | 6,394 |
| Percentage | 90% | 78% | 80% | 39% | 68% |
| Variance | -169 | -476 | -495 | -1,856 | -2,996 |

6.4 Current Status of TAPs Accommodation

Local authorities provided details in relation to the current status of housing units provided under TAPs and refurbishments through the online survey. The salient points to note are presented in Table 6.3.

Table 6.3: Current Status of Accommodation

| TAP | Respondents | Occupied | | Vacant, available | | Vacant, being refurbished | | Vacant, unavailable / disrepair | | Demolished | | Total |
|-------------|----------------------|----------|----|-------------------|---|---------------------------|---|---------------------------------|---|------------|----|-------|
| | | n | % | n | % | n | % | n | % | n | % | n |
| 2014 – 2018 | 17 local authorities | 548 | 98 | 0 | 0 | 9 | 2 | 1 | 0 | 3 | 1 | 561 |
| 2009 – 2013 | 11 local authorities | 447 | 95 | 0 | 0 | 3 | 1 | 6 | 1 | 15 | 3 | 471 |
| 2005 – 2008 | 8 local authorities | 224 | 93 | 2 | 1 | 8 | 3 | 5 | 2 | 3 | 1 | 242 |
| 2000 – 2004 | 7 local authorities | 144 | 83 | 0 | 0 | 2 | 1 | 7 | 4 | 21 | 12 | 174 |

In relation to refurbishments:

- In the 2014 – 2018 programme, 72 occupied properties have undergone refurbishments during the programme thus far (costing €4.3 million) and an additional 38 vacant properties have been refurbished (costing €0.5 million). 9 properties were reported as being below the acceptable occupancy standards;
- In relation to the 2009 – 2013 programme, 35 occupied properties underwent refurbishment (costing €1.5 million) and an additional 4 vacant properties were refurbished (costing €0.07 million);
- In relation to the 2005 – 2008 programme, 38 occupied properties underwent refurbishment during the programme (costing €1.9 million) and 1 additional vacant property was refurbished; and
- In relation to the 2000 – 2004 programme, 23 occupied properties underwent refurbishment during the programme.

This suggests that local authorities have been regularly refurbishing properties under the TAPs; however, the reported level of demolition of properties that are in the region of 12 – 16 years old suggests a significant rate of deterioration. Further to this, the number of refurbishments carried out in the current programme is more than double the number of refurbishments carried out in the previous programme.

6.5 Challenges to be Addressed

Through the findings of the consultation conducted in this research, it was identified that the key challenges facing local authorities in implementing their TAPs are:

- Planning issues, specifically in relation to opposition to planning applications by settled residents and Elected Representatives, as identified by Traveller and local authority representatives;
- Providing an effective assessment of need process, as the consultation highlighted that the current process underestimates need; and
- Delivery of effective monitoring and reporting processes.

Consultees highlighted that the planning process is the most significant issue limiting the delivery of capital output under TAPs. It was reported by Traveller representatives and local authority representatives that objections from local “settled” residents and political pressure exerted by Elected Representatives tend to delay the planning process. It was suggested that this can have a direct impact on the achievement of targets, as developments may face extensive delays, hence, the opportunity to utilise funding is lost.

The assessment of need was identified through the stakeholder consultations as an area in need of improvement. The two key issues in relation to the assessment are:

- Lack of consultation with Travellers; and
- Lack of forward planning for family growth.

It was acknowledged by all stakeholder groups that the assessment of future accommodation needs in relation to the creation of new family units was not fit for purpose. This leads to greater pressure on the demand for housing, as examples cited by a number of stakeholders demonstrate.

6.6 Programme Review and Amendments

Programme amendments have been relatively uncommon during the previous three TAPs. No amendments have been reported with current programmes (though two are pending). Of those amendments that have been made, the majority were submitted as a result of the findings of the mid-term review. In total, eight programmes were amended, either to reflect an updated assessment of need, or to change to the type of provision required (e.g., changed from a halting site to a group housing scheme).

ANNEX A – LOCAL AUTHORITY QUESTIONNAIRE

Thank you for participating in this survey on the respective Traveller Accommodation Programmes (TAPs) from 2000 to 2016. Your feedback is a vital element of establishing key information about the operation of the Programmes and identifying any challenges regarding the TAPs that need to be addressed.

This survey is central to an independent review of the Traveller Accommodation Programmes that is being carried out under “Rebuilding Ireland”. Specifically, Action 2.23 of Rebuilding Ireland: An Action Plan of Housing sets out that:

“The HA will commission an expert, independent review of capital/current funding for Traveller-specific accommodation to date, having regard to targets contained in the LA Traveller Accommodation Programmes (TAPs) and actual units delivered, the current status of accommodation funded and funding provided for accommodation maintenance and other supports. The Programme for Partnership Government commits to establishing a special working group to audit the current delivery and implementation of local authorities’ Traveller Accommodation Plans and consult with stakeholders on key areas of concern. The review will provide a basis for the special working group to progress its work effectively. The review is due to be completed in quarter two of 2017 and the working group will be established as soon as possible after completion of the independent review.”

PACEC has been appointed by the Housing Agency to conduct this independent review and we are seeking to obtain information from each of the 31 Local Authorities to inform the Review.

The Department of Housing, Planning, Communities and Local Government (DHPCLG) has provided data in relation to each of the 31 Local Authorities’ four Traveller Accommodation Programmes. Where possible, this data has been pre-entered in this survey, however, there are a number of gaps in the data. We are asking each of the Local Authorities to review the data which is currently entered to ensure it is accurate and, where possible, to provide all data which is not currently in the survey.

The survey begins with questions which relate to all four programmes. Following this, the survey is broken down by each of the four Traveller Accommodation Programmes, starting with the current 2014-18 programme and continuing in reverse chronological order:

- 2014 – 2018;
- 2009 – 2013;
- 2005 – 2008; and
- 2000 – 2004.

The survey should take approximately 25-30 minutes to complete if the data is easily accessible. All surveys need to be completed within one week.

If you would like further information on the Review, please do not hesitate to contact Glenn Donnelly (PACEC):

E: glenn.donnelly@pacec.co.uk

T: (028) 90 725555

1. Name

2. Role

3. Local Authority

4. Email address

5. Contact telephone number

2. General Information

6. Is the condition of the stock provided under the various Traveller Accommodation Programmes surveyed at regular intervals?

Yes

No

7. If yes, how is this undertaken?

Is there a comprehensive survey of all stock at a specific point in time?

Are the units surveyed on a rolling basis?

8. In instances where a comprehensive survey of the stock is undertaken, how frequently does this occur?

Every 3 months or less

Every 3 - 6 months

Every 6-12 months

Every 12 months

Every 24 months

Other (please specify):

9. When was the last survey conducted?

10. In instances where the stock is inspected on a rolling basis, what is the length of the cycle (in months)?

11. How much would you agree with each of the following statements?

| | Strongly Agree | Agree | Neither/ Nor | Disagree | Strongly Disagree |
|---|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
| The condition of accommodation provided under the TAPs should be assessed on a more regular basis | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| The standard of accommodation provided by TAP is good | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| More could be done to improve maintenance and repairs | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

Comments:

12. Where it has been found that properties have fallen into disrepair, please identify the relative importance of the most commonly identified cause from the list below (where 1 is the most common reason and 5 is the least common)

| | |
|---|--------------------------|
| General wear and tear | <input type="checkbox"/> |
| Resident-related causes (accidental) | <input type="checkbox"/> |
| Resident-related causes (intentional) | <input type="checkbox"/> |
| Lack of maintenance and repairs by landlord | <input type="checkbox"/> |
| External causes (e.g., criminal damage, burglary, extreme weather conditions) | <input type="checkbox"/> |

13. What lessons have been learned through the previous three TAPs which have helped to inform and guide the 2014 - 2018 Traveller Accommodation Programme?

14. Since the introduction of TAPs in 2000, has there been changes in the trends of accommodation needs of Travellers (e.g., number of houses, tenure of houses, and needs of young Travellers)?

Yes No

Could you please provide details of the changing trends?

7. 2014 - 2018 Traveller Accommodation Programme

15. Can you please provide the following information for the 2014 - 2018 Programme?

* Please note that Capital Expenditure relates to construction and renovation of Traveller-specific accommodation and Current Expenditure relates to non-capital expenditure such as estate management, care-taking and maintenance, and service provision.

| | Capital Expenditure | Current Expenditure | Total Expenditure |
|--|----------------------|----------------------|----------------------|
| Allocation | <input type="text"/> | <input type="text"/> | <input type="text"/> |
| Expenditure Drawn-down / Recouped to Date | <input type="text"/> | <input type="text"/> | <input type="text"/> |

Is it expected that the full allocation will be drawn down in the lifetime of the programme? If not, please provide a reason(s).

16. Can you please provide the following information in relation to the assessment of need for housing and Capital output for the 2014 - 2018 programme (please specify if the figures relate to housing units or families):

Baseline Provision is the Traveller-specific accommodation which was available at the beginning of the Programme.

Targeted Provision is the Traveller-specific accommodation which the Local Authority aims to build as a result of the assessment of need.

Provision to Date is the actual number of Traveller-specific accommodation built in the Programme period thus far (i.e. does not include the Baseline Provision)

* Please note that in this instance, accommodation provided in the private rented sector is classified as Current Expenditure.

| | Baseline Provision (Units / Families) | Targeted Provision (Units / Families) | Provision to Date (Units / Families) | Capital Expenditure |
|-------------------------------|--|--|---|----------------------|
| Standard LA Housing | <input type="text"/> | <input type="text"/> | <input type="text"/> | <input type="text"/> |
| Group Housing Scheme | <input type="text"/> | <input type="text"/> | <input type="text"/> | <input type="text"/> |
| Private Rented Accommodation* | <input type="text"/> | <input type="text"/> | <input type="text"/> | <input type="text"/> |
| Permanent Halting Site | <input type="text"/> | <input type="text"/> | <input type="text"/> | <input type="text"/> |
| Transient Halting Site | <input type="text"/> | <input type="text"/> | <input type="text"/> | <input type="text"/> |
| Other (please specify below) | <input type="text"/> | <input type="text"/> | <input type="text"/> | <input type="text"/> |
| Total Provision | <input type="text"/> | <input type="text"/> | <input type="text"/> | <input type="text"/> |

Is it expected that the target output will be achieved in the lifetime of the programme? If not, please provide a reason(s).

17. Please outline the current status of the units provided under the 2014 - 2018 programme.

| | |
|---|----------------------|
| Occupied | <input type="text"/> |
| Vacant, available for use by Travellers | <input type="text"/> |
| Vacant, being refurbished | <input type="text"/> |
| Vacant, unavailable/disrepair | <input type="text"/> |
| Demolished | <input type="text"/> |
| Other (please specify below) | <input type="text"/> |

Comments:

18. Please provide the following information in relation to refurbishment of Traveller-specific accommodation during the 2014 - 2018 programme:

| | Number | Expenditure |
|--|----------------------|----------------------|
| Refurbishments to Traveller-specific accommodation | <input type="text"/> | <input type="text"/> |
| Vacant Traveller-specific accommodation refurbished to an acceptable standard | <input type="text"/> | <input type="text"/> |
| Traveller-specific accommodation reported to be below acceptable occupancy standards | <input type="text"/> | <input type="text"/> |

19. In addition to the capital expenditure identified above (housing output and refurbishments), has there been any current expenditure in the 2014 - 2018 period (e.g., estate management, care-taking and maintenance, and service provision)?

Yes

No

If yes, can you please provide details of this expenditure? Note: Current Expenditure relates to items such as estate management, care-taking and maintenance, and service provision.

20. Please provide details of maintenance activities and associated expenditure (including services procured) on Traveller-specific accommodation in 2014 - 2018 programme.

21. Has the 2014 - 2018 Traveller Accommodation Programme been amended thus far during the programme lifetime?

Yes

No

If yes, can you please provide details of the number of times the TAP was amended, who initiated the amendments and the reasons behind it?

22. If the TAP was amended, please describe the impact this amendment had on efforts to meet the housing needs of Travellers (e.g., impact on the quantity and type of units delivered compared to the original plan)

23. How often is it planned for the 2014-2018 Traveller Accommodation Programme evaluated?

- Bi-annually
- Annually
- Mid-Programme (2 years)
- Post-Programme
- Other (please specify):

Do you feel this is often enough?

8. 2009 - 2013 Traveller Accommodation Programme

24. Can you please provide the following information for the 2009 - 2013 Programme? * Please note that Capital Expenditure relates to construction and renovation of Traveller-specific accommodation and Current Expenditure relates to non-capital expenditure such as estate management, care-taking and maintenance, and service provision.

| | Capital Expenditure | Current Expenditure | Total Expenditure |
|-----------------------------------|----------------------|----------------------|----------------------|
| Allocation | <input type="text"/> | <input type="text"/> | <input type="text"/> |
| Expenditure Drawn-down / Recouped | <input type="text"/> | <input type="text"/> | <input type="text"/> |

If there is a deviation between the allocations and drawdowns, can you please provide a reason(s) for this?

25. Can you please provide the following information in relation to the assessment of need for housing and Capital output for the 2009 - 2013 programme (please specify if the figures relate to housing units or families):

Baseline Provision is the Traveller-specific accommodation which was available at the beginning of the Programme,

Targeted Provision is the Traveller-specific accommodation which the Local Authority aims to build as a result of the assessment of need.

Actual Provision is the actual number of Traveller-specific accommodation built in the Programme period (i.e. does not include the Baseline Provision)

* Please note that in this instance, accommodation provided in Private Rented Sector is classified as current expenditure.

| | Baseline Provision (Units / Families) | Targeted Provision (Units / Families) | Actual Provision (Units / Families) | Provision (Units / Families) | Capital Expenditure |
|-------------------------------|--|--|--|---------------------------------|----------------------|
| Standard LA Housing | <input type="text"/> | <input type="text"/> | <input type="text"/> | <input type="text"/> | <input type="text"/> |
| Group Housing Scheme | <input type="text"/> | <input type="text"/> | <input type="text"/> | <input type="text"/> | <input type="text"/> |
| Private Rented Accommodation* | <input type="text"/> | <input type="text"/> | <input type="text"/> | <input type="text"/> | <input type="text"/> |
| Permanent Halting Site | <input type="text"/> | <input type="text"/> | <input type="text"/> | <input type="text"/> | <input type="text"/> |
| Transient Halting Site | <input type="text"/> | <input type="text"/> | <input type="text"/> | <input type="text"/> | <input type="text"/> |
| Other (please specify below) | <input type="text"/> | <input type="text"/> | <input type="text"/> | <input type="text"/> | <input type="text"/> |
| Total Provision | <input type="text"/> | <input type="text"/> | <input type="text"/> | <input type="text"/> | <input type="text"/> |

If there is a deviation between targeted and actual output, can you please provide a reason(s) for this.

26. Please outline the current status to the units provided under the 2009 - 2013 programme.

| | |
|---|----------------------|
| Occupied | <input type="text"/> |
| Vacant, available for use by Travellers | <input type="text"/> |
| Vacant, being refurbished | <input type="text"/> |
| Vacant, unavailable/disrepair | <input type="text"/> |
| Demolished | <input type="text"/> |
| Other (please specify below) | <input type="text"/> |

Comments:

27. Please provide the following information in relation to refurbishment of Traveller-specific accommodation during the 2009 - 2013 programme:

| | Number | Expenditure |
|--|----------------------|----------------------|
| Refurbishments to Traveller-specific accommodation | <input type="text"/> | <input type="text"/> |
| Vacant Traveller-specific accommodation refurbished to an acceptable standard | <input type="text"/> | <input type="text"/> |
| Traveller-specific accommodation reported to be below acceptable occupancy standards | <input type="text"/> | <input type="text"/> |

28. In addition to the capital expenditure identified above (housing output and refurbishments), was there any current expenditure in the 2009 - 2013 period (e.g., estate management, care-taking and maintenance, and service provision)?

Yes

No

If yes, can you please provide details of this expenditure? Note: Current Expenditure relates to items such as estate management, care-taking and maintenance, and service provision.

29. Please provide details of maintenance activities and associated expenditure (including services procured) on Traveller-specific accommodation in 2009 - 2013 programme.

30. Was the 2009 - 2013 Traveller Accommodation Programme amended during the programme lifetime?

Yes

No

If yes, can you please provide details of the number of times the TAP was amended, who initiated the amendments and the reasons behind it?

31. If the TAP was amended, please describe the impact this amendment had on efforts to meet the housing needs of Travellers (e.g., impact on the quantity and type of units delivered compared to the original plan)

32. How often was the 2009-2013 Traveller Accommodation Programme evaluated:

- Bi-annually
- Annually
- Mid-Programme (2 years)
- Post-Programme
- Other (please specify):

Do you feel this is often enough?

9. 2005 - 2008 Traveller Accommodation Programme

33. Can you please provide the following information for the 2005 - 2008 Programme? * Please note that Capital Expenditure relates to construction and renovation of Traveller-specific accommodation and Current Expenditure relates to non-capital expenditure such as estate management, care-taking and maintenance, and service provision.

| | Capital Expenditure | Current Expenditure | Total Expenditure |
|-----------------------------------|----------------------|----------------------|----------------------|
| Allocation | <input type="text"/> | <input type="text"/> | <input type="text"/> |
| Expenditure Drawn-down / Recouped | <input type="text"/> | <input type="text"/> | <input type="text"/> |

If there is a deviation between the allocations and drawdowns, can you please provide a reason(s) for this?

34. Can you please provide the following information in relation to the assessment of need for housing and Capital output for the 2005 - 2008 programme (please specify if the figures relate to housing units or families):

Baseline Provision is the Traveller-specific accommodation which was available at the beginning of the Programme.

Targeted Provision is the Traveller-specific accommodation which the Local Authority aims to build as a result of the assessment of need.

Actual Provision is the actual number of Traveller-specific accommodation built in the Programme period (i.e. does not include the Baseline Provision)

* Please note that in this instance, accommodation in the Private Rented Sector is classified as Current Expenditure

| | Baseline (Units / Families) | Provision Targeted (Units / Families) | Provision Actual (Units / Families) | Provision (Units / Families) | Capital Expenditure |
|-------------------------------|--------------------------------|--|--|---------------------------------|----------------------|
| Standard LA Housing | <input type="text"/> | <input type="text"/> | <input type="text"/> | <input type="text"/> | <input type="text"/> |
| Group Housing Scheme | <input type="text"/> | <input type="text"/> | <input type="text"/> | <input type="text"/> | <input type="text"/> |
| Private Rented Accommodation* | <input type="text"/> | <input type="text"/> | <input type="text"/> | <input type="text"/> | <input type="text"/> |
| Permanent Halting Site | <input type="text"/> | <input type="text"/> | <input type="text"/> | <input type="text"/> | <input type="text"/> |
| Transient Halting Site | <input type="text"/> | <input type="text"/> | <input type="text"/> | <input type="text"/> | <input type="text"/> |
| Other (please specify below) | <input type="text"/> | <input type="text"/> | <input type="text"/> | <input type="text"/> | <input type="text"/> |
| Total Provision | <input type="text"/> | <input type="text"/> | <input type="text"/> | <input type="text"/> | <input type="text"/> |

If there is a deviation between targeted and actual output, can you please provide a reason(s) for this.

35. Please outline the current status to the units provided under the 2005 - 2008 programme.

| | |
|---|----------------------|
| Occupied | <input type="text"/> |
| Vacant, available for use by Travellers | <input type="text"/> |
| Vacant, being refurbished | <input type="text"/> |
| Vacant, unavailable/disrepair | <input type="text"/> |
| Demolished | <input type="text"/> |
| Other (please specify below) | <input type="text"/> |

Comments:

36. Please provide the following information in relation to refurbishment of Traveller-specific accommodation during the 2005 - 2008 programme:

| | Number | Expenditure |
|--|----------------------|----------------------|
| Refurbishments to Traveller-specific accommodation | <input type="text"/> | <input type="text"/> |
| Vacant Traveller-specific accommodation refurbished to an acceptable standard | <input type="text"/> | <input type="text"/> |
| Traveller-specific accommodation reported to be below acceptable occupancy standards | <input type="text"/> | <input type="text"/> |

37. In addition to the capital expenditure identified above (housing output and refurbishments), was there any current expenditure in the 2005 - 2008 period (e.g., estate management, care-taking and maintenance, and service provision)?

Yes

No

If yes, can you please provide details of this expenditure? Note: Current Expenditure relates to items such as estate management, care-taking and maintenance, and service provision.

38. Please provide details of maintenance activities and associated expenditure (including services procured) on Traveller-specific accommodation in 2005 - 2008 programme.

39. Was the 2005 - 2008 Traveller Accommodation Programme amended during the programme lifetime?

Yes

No

If yes, can you please provide details of the number of times the TAP was amended, who initiated the amendments and the reasons behind it?

40. If the TAP was amended, please describe the impact this amendment had on efforts to meet the housing needs of Travellers (e.g., impact on the quantity and type of units delivered compared to the original plan)

41. How often was the 2005-2008 Traveller Accommodation Programme evaluated:

- Bi-annually
- Annually
- Mid-Programme (2 years)
- Post-Programme
- Other (please specify):

Do you feel this is often enough?

10. 2000 - 2004 Traveller Accommodation Programme

42. Can you please provide the following information for the 2000 - 2004 Programme? * Please note that Capital Expenditure relates to construction and renovation of Traveller-specific accommodation and Current Expenditure relates to non-capital expenditure such as estate management, care-taking and maintenance, and service provision.

| | Capital Expenditure | Current Expenditure | Total Expenditure |
|-----------------------------------|----------------------|----------------------|----------------------|
| Allocation | <input type="text"/> | <input type="text"/> | <input type="text"/> |
| Expenditure Drawn-down / Recouped | <input type="text"/> | <input type="text"/> | <input type="text"/> |

If there is a deviation between the allocations and drawdowns, can you please provide a reason(s) for this?

43. Can you please provide the following information in relation to the assessment of need for housing and Capital output for the 2000 - 2004 programme (please specify if the figures relate to housing units or families):

Baseline Provision is the Traveller-specific accommodation which was available at the beginning of the Programme,

Targeted Provision is the Traveller-specific accommodation which the Local Authority aims to build as a result of the assessment of need.

Actual Provision is the actual number of Traveller-specific accommodation built in the Programme period (i.e. does not include the Baseline Provision)

* Please note that in this instance, accommodation provided in the private rented sector is classified as Current Expenditure

| | Baseline (Units / Families) | Provision Targeted (Units / Families) | Provision Actual (Units / Families) | Provision (Units / Families) | Capital Expenditure |
|-------------------------------|--------------------------------|--|--|---------------------------------|----------------------|
| Standard LA Housing | <input type="text"/> | <input type="text"/> | <input type="text"/> | <input type="text"/> | <input type="text"/> |
| Group Housing Scheme | <input type="text"/> | <input type="text"/> | <input type="text"/> | <input type="text"/> | <input type="text"/> |
| Private Rented Accommodation* | <input type="text"/> | <input type="text"/> | <input type="text"/> | <input type="text"/> | <input type="text"/> |
| Permanent Halting Site | <input type="text"/> | <input type="text"/> | <input type="text"/> | <input type="text"/> | <input type="text"/> |
| Transient Halting Site | <input type="text"/> | <input type="text"/> | <input type="text"/> | <input type="text"/> | <input type="text"/> |
| Other (please specify below) | <input type="text"/> | <input type="text"/> | <input type="text"/> | <input type="text"/> | <input type="text"/> |
| Total Provision | <input type="text"/> | <input type="text"/> | <input type="text"/> | <input type="text"/> | <input type="text"/> |

If there is a deviation between targeted and actual output, can you please provide a reason(s) for this.

44. Please outline the current status to the units provided under the 2000 - 2004 programme.

| | |
|---|----------------------|
| Occupied | <input type="text"/> |
| Vacant, available for use by Travellers | <input type="text"/> |
| Vacant, being refurbished | <input type="text"/> |
| Vacant, unavailable/disrepair | <input type="text"/> |
| Demolished | <input type="text"/> |
| Other (please specify below) | <input type="text"/> |

Comments:

45. Please provide the following information in relation to refurbishment of Traveller-specific accommodation during the 2000 - 2004 programme:

| | Number | Expenditure |
|--|----------------------|----------------------|
| Refurbishments to Traveller-specific accommodation | <input type="text"/> | <input type="text"/> |
| Vacant Traveller-specific accommodation refurbished to an acceptable standard | <input type="text"/> | <input type="text"/> |
| Traveller-specific accommodation reported to be below acceptable occupancy standards | <input type="text"/> | <input type="text"/> |

46. In addition to the capital expenditure identified above (housing output and refurbishments), was there any current expenditure in the 2000 - 2004 period (e.g., estate management, care-taking and maintenance, and service provision)?

Yes

No

If yes, can you please provide details of this expenditure? Note: Current Expenditure relates to items such as estate management, care-taking and maintenance, and service provision.

47. Please provide details of maintenance activities and associated expenditure (including services procured) on Traveller-specific accommodation in 2000 - 2004 programme.

48. Was the 2000 - 2004 Traveller Accommodation Programme amended during the programme lifetime?

Yes

No

If yes, can you please provide details of the number of times the TAP was amended, who initiated the amendments and the reasons behind it?

49. If the TAP was amended, please describe the impact this amendment had on efforts to meet the housing needs of Travellers (e.g., impact on the quantity and type of units delivered compared to the original plan)

50. How often was the 2000-2004 Traveller Accommodation Programme evaluated:

- Bi-annually
- Annually
- Mid-Programme (2 years)
- Post-Programme
- Other (please specify):

Do you feel this is often enough?

ANNEX B – LOCAL AUTHORITY DISCUSSION GUIDE

Background to the Review

The Housing Agency has been requested by the Department of Housing, Planning, Community and Local Government (DHPCLG) to commission an independent, expert review to examine capital and current funding for Traveller specific accommodation since 2000 in the context of the delivery and implementation of Local Authority TAPs.

The independent review arises from commitments in the outlined in the Strategies below:

Programme for a Partnership Government (2016)

“We will establish a special working group to audit the current delivery and implementation of local authorities’ Traveller Accommodation Plans and consult with stakeholders on key areas of concern. The group should report a plan for the delivery of safe, culturally appropriate accommodation.”

Action Plan for Housing and Homelessness (2016)

“To underpin the independence and quality of the programme, the Housing Agency will commission an expert, independent review of capital and current funding for Traveller specific accommodation for the period 2000 to date, having regard to the targets contained in the local authority TAPs and actual units delivered, the current status of the accommodation funded and the funding provided for accommodation maintenance and other supports. Where targets have not been met, the review will include an analysis of the underlying reasons, in order to identify the particular challenges that need to be addressed to underpin future progress.”

In accordance with the Housing (Traveller Accommodation) Act 1998, housing authorities have a statutory responsibility for the assessment of the accommodation needs of Travellers and the preparation, adoption and implementation of multi-annual TAPs in their areas. DHPCLG’s role is to ensure that there are adequate structures and supports in place to assist the authorities in providing such accommodation, including a national framework of policy, legislation and funding.

Part II of the 1998 Act sets out the provisions in relation to the TAPs. Under section 10 of the Act, all relevant housing authorities are required to prepare and adopt a TAP for their respective areas for a 5-year period. These programmes provide a strategy for local authority investment priorities in relation to Traveller-specific accommodation (i.e. group housing and halting sites) over the period. They also form the basis for the allocation of funding from DHPCLG for Traveller-specific accommodation.

Since the 1998 Act, three TAPs have been completed by each of the 31 Local Authorities in the state, covering the periods 2000-2004, 2005-2008 and 2009-2013. Local Authorities adopted the fourth and current round of TAPs in April 2014, with the five-year rolling programmes running from 2014 to 2018.

Discussion Topics

Confirmation of TAP Data

Accompanying this discussion guide is a summary of the data we have obtained in relation to the Traveller Accommodation Programmes for your Local Authority area. This summary has been populated using data received from the Department and the data provided by you or your colleagues in the online survey of Local Authorities.

To begin the consultation we will review the data we currently hold to check if this is accurate will ask you to confirm:

- That the identified capital allocations, current allocations and total allocations are correct?
- The identified recouped capital, current and total expenditure figures are correct?
- The type of works / services which have been funded under current expenditure?
- The targeted and actual capital output figures are correct?

If there has been significant variations between the estimated needs/ targets and actual outputs, what were the reasons for these variations? Was the assessment of need incorrect or did migration of Travellers into or out of the area impact on the accommodation needs? Please discuss all relevant contributory factors.

Assessment of Need

- If the assessment of need was incorrect, what measures were undertaken to address this issue in that programme and in subsequent TAPs?
- Do you feel the assessment of need process which is undertaken by Local Authorities is fit for purpose? What are the key challenges associated with this process and do have any suggestions for potential approaches to address those challenges?

Amendments to TAPs

- If a TAP has been amended during the Programme period, what was the rationale for each of the amendments and who initiated these amendments?
- Where a TAP has been amended, how was it amended (for example, was there a change in allocation of expenditure or the targeted provision of certain types of accommodation) and what was the effect of this amendment on meeting the accommodation needs of Travellers? Is there a process in place for obtaining feedback from Travellers in relation to the performance of the TAPs?

Housing Quality

- Has there been any significant refurbishment / upgrading costs funded subsequent to the initial provision of the units in previous programmes?
- What is the current quality / condition of accommodation which has been provided or funded through under the Traveller Accommodation Programmes?
- Are the units of accommodation provided under the TAPs occupied / still in use by Travellers?

Key Lessons

- What are the key lessons which have been learned through the previous three programmes and the first two years of the current programme? Are there any particular challenges that need to be addressed for future progress?
- What improvements could be introduced for TAPs beyond 2018?

ANNEX C – STAKEHOLDER DISCUSSION GUIDE

Background to the Review

The Housing Agency has been requested by the Department of Housing, Planning, Community and Local Government (DHPCLG) to commission an independent, expert review to examine capital and current funding for Traveller specific accommodation since 2000 in the context of the delivery and implementation of Local Authority TAPs.

The independent review arises from commitments in the outlined in the Strategies below:

Programme for a Partnership Government (2016)

“We will establish a special working group to audit the current delivery and implementation of local authorities’ Traveller Accommodation Plans and consult with stakeholders on key areas of concern. The group should report a plan for the delivery of safe, culturally appropriate accommodation.”

Action Plan for Housing and Homelessness (2016)

“To underpin the independence and quality of the programme, the Housing Agency will commission an expert, independent review of capital and current funding for Traveller specific accommodation for the period 2000 to date, having regard to the targets contained in the local authority TAPs and actual units delivered, the current status of the accommodation funded and the funding provided for accommodation maintenance and other supports. Where targets have not been met, the review will include an analysis of the underlying reasons, in order to identify the particular challenges that need to be addressed to underpin future progress.”

In accordance with the Housing (Traveller Accommodation) Act 1998, housing authorities have a statutory responsibility for the assessment of the accommodation needs of Travellers and the preparation, adoption and implementation of multi-annual TAPs in their areas. DHPCLG’s role is to ensure that there are adequate structures and supports in place to assist the authorities in providing such accommodation, including a national framework of policy, legislation and funding.

Part II of the 1998 Act sets out the provisions in relation to the TAPs. Under section 10 of the Act, all relevant housing authorities are required to prepare and adopt a TAP for their respective areas for a 5-year period. These programmes provide a strategy for local authority investment priorities in relation to Traveller-specific accommodation (i.e. group housing and halting sites) over the period. They also form the basis for the allocation of funding from DHPCLG for Traveller-specific accommodation.

Since the 1998 Act, three TAPs have been completed by each of the 31 Local Authorities in the state, covering the periods 2000-2004, 2005-2008 and 2009-2013. Local Authorities adopted the fourth and current round of TAPs in April 2014, with the five-year rolling programmes running from 2014 to 2018.

Key Points of Discussion

It is not expected that each Stakeholder will be direct knowledge of all of the key points outlined below. However, throughout all of the stakeholder consultations, the main topics for discussion are:

Traveller Accommodation Legislation

- In relation to current Traveller accommodation policies such as the Housing (Traveller Accommodation) Act 1998 and Traveller Accommodation Programmes, do these sufficiently meet the accommodation needs of Travellers?
- What are the limitations of the current policies in relation to meeting the accommodation needs of Travellers?

- In your opinion, has the introduction of the Traveller Accommodation Programmes and the requirement of statutory agencies to provide Traveller-specific accommodation helped to meet the accommodation needs of Travellers compared to policies before 2000?

Access to Relevant Information

- Information available to Travellers in relation to advice and support for choices for accommodation?
- The adequacy of information available to Travellers in relation to their rights as tenants either in local authority housing or private housing?

Traveller Accommodation Programme

- The flexibility within the Traveller Accommodation Programmes to account for different preferences amongst Travellers for the choice of accommodation e.g., Group Housing or standard local authority housing
- Issues arising as a result of the Traveller Accommodation Programme being introduced
- Do you feel the assessment of need process which is undertaken by Local Authorities to inform the Traveller Accommodation Programme is fit for purpose?
- In your opinion, how are Local Authorities progressing against their TAP targets? Are there any specific issues which are impacting on performance of Local Authorities?
- If TAPs are amended during the Programme period, what are some of the reasons for amendments and who usually initiates the amendment?
- Where a TAP has been amended, how is it usually amended (e.g., change in allocation of expenditure or the targeted provision of certain types of accommodation) and has been the effect of amendments on meeting the accommodation needs of Travellers?

Quality / Suitability of the Housing Stock

- What is the current quality / condition of accommodation which has been provided or funded through under the Traveller Accommodation Programmes?
- Are the units of accommodation provided under the TAPs generally occupied / still in use by Travellers?

Key Lessons

- What are the key lessons which have been learned through the previous three TAPs and the first two years of the current programme?
- What improvements could be introduced for TAPs beyond 2018?
- What impact, if any, is caused as a result of limited access to accommodation which meets occupancy standards? e.g., does this have a wider impact on Travellers' health, education, employment etc.?
- Any other comments in relation to the TAPs.

ANNEX D – DETAILED SURVEY FINDINGS

Table D.1: Updated Expenditure Data

| | | Carlow | Cavan | Clare | Cork City | Cork County | Donegal | Dublin City | Dun Laoghaire Rathdown | Fingal | Galway City | Galway County | Kerry | Kildare | Kilkenny | Laois | Leitrim | Limerick |
|-----------|----------------|-----------|-----------|------------|------------|-------------|-----------|-------------|------------------------|------------|-------------|---------------|------------|------------|-----------|-----------|-----------|------------|
| 2000-2004 | Allocation (€) | 3,507,894 | 3,207,894 | 12,587,172 | 3,488,816 | 1,949,146 | 3,148,686 | 10,170,259 | 4,904,607 | 9,047,371 | 3,884,014 | 3,469,737 | 2,904,619 | 2,473,685 | 1,253,947 | 1,461,842 | 1,100,000 | 3,987,171 |
| | Recouped (€) | 3,385,126 | 2,459,690 | 12,928,735 | 3,466,780 | 107,434 | 4,757,182 | 17,348,780 | 10,523,971 | 12,388,026 | 4,557,802 | 5,081,491 | 1,396,602 | 2,844,728 | 433,250 | 2,130,582 | 879,002 | 468,870 |
| | Difference | -122,768 | -748,204 | 341,563 | -22,036 | -1,841,712 | 1,608,496 | 7,178,521 | 5,619,364 | 3,340,655 | 673,788 | 1,611,754 | -1,508,017 | 371,043 | -820,697 | 668,740 | -220,998 | -3,518,301 |
| | Recurrent (€) | | | | | | | | 3,783,807 | | | | | | | | | |
| 2005-2008 | Allocation (€) | 1,900,000 | 1,100,000 | 8,650,000 | 1,500,000 | 5,785,476 | 1,650,000 | 20,000,000 | 5,200,000 | 8,200,000 | 9,000,000 | 4,850,000 | 1,000,000 | 3,200,000 | 2,585,000 | 300,000 | 4,250,000 | 15,000,000 |
| | Recouped (€) | 3,166,790 | 861,020 | 8,413,514 | 994,281 | 1,684,726 | 1,811,067 | 5,396,945 | 7,609,968 | 6,010,962 | 8,461,594 | 4,563,132 | 104,406 | 1,908,482 | 2,527,790 | 18,925 | 3,762,249 | 15,142,134 |
| | Difference (€) | 1,266,790 | -238,980 | -236,486 | -505,719 | -4,100,750 | 161,067 | -14,603,055 | 2,409,968 | -2,189,038 | -538,406 | -286,868 | -895,594 | -1,291,518 | -57,210 | -281,075 | -487,751 | 142,134 |
| | Recurrent (€) | | | | | | | | 3,925,402 | | | | | | | | | |
| 2009-2013 | Allocation (€) | 870,000 | 60,000 | 5,393,450 | 4,149,446 | 2,415,000 | 400,000 | 6,270,000 | 2,973,150 | 11,782,160 | 3,069,000 | 2,195,500 | 1,603,249 | 1,943,000 | 2,210,000 | 1,659,000 | 460,000 | 1,113,510 |
| | Recouped (€) | 617,020 | 82,610 | 4,168,094 | 178,000 | 902,967 | 400,000 | 3,016,190 | 6,805,360 | 5,250,630 | 1,998,319 | 1,252,133 | 1,178,234 | 398,352 | 1,295,308 | 942,319 | 202,187 | 1,700,389 |
| | Difference (€) | -252,980 | 22,610 | -1,225,356 | -3,971,446 | -1,512,033 | 0 | -3,253,810 | 3,832,210 | -6,531,530 | -1,070,681 | -943,367 | -425,015 | -1,544,648 | -914,692 | -716,681 | -257,813 | 586,879 |
| | Recurrent (€) | | | 1,720,000 | | | | | 5,645,718 | 225,000 | | | | | | | 138,723 | |
| 2014-2018 | Allocation (€) | | 289,342 | 1,130,629 | 8,000,000 | 149,000 | 400,000 | 773,799 | 427,888 | 7,827,853 | 75,127 | | 104,121 | 1,200,000 | 1,001,626 | | 174,130 | 7,500 |
| | Recouped (€) | | 151,167 | 335,629 | 4,750,000 | 15,322 | 400,000 | 481,693 | 4,570,343 | 424,754 | 72,241 | | 144,415 | | 287,239 | 60,262 | 168,768 | 249,987 |
| | Difference (€) | | -138,175 | -795,000 | -3,250,000 | -133,678 | 0 | -292,106 | 4,142,455 | -7,403,099 | -2,886 | | 40,294 | | -714,387 | | -5,362 | 242,487 |
| | Recurrent (€) | | 106,411 | 220,000 | 400,000 | | | | 2,695,094 | 225,000 | 66,115 | | | | | 2,658 | 56,905 | |

| | | Longford | Louth | Mayo | Meath | Monaghan | Offaly | Roscommon | Sligo | South Dublin | Tipperary | Waterford | Westmeath | Wexford | Wicklow | Total |
|-----------|----------------|------------|------------|------------|------------|------------|------------|------------|-----------|--------------|------------|------------|-----------|-----------|-----------|-------------|
| 2000-2004 | Allocation (€) | 325,000 | 5,459,212 | 1,653,947 | 4,642,764 | 2,377,763 | 3,000,330 | 4,000,921 | 560,066 | 15,373,989 | 3,645,500 | 3,310,198 | 4,107,895 | 3,134,868 | 3,219,540 | 127,358,853 |
| | Recouped (€) | 241,960 | 1,547,527 | 1,119,133 | 2,396,981 | 78,550 | 2,250,041 | 2,926,829 | 319,274 | 18,563,703 | 5,507,097 | 2,298,425 | 5,876,810 | 3,937,684 | 3,025,279 | 135,247,344 |
| | Difference | -83,040 | -3,911,685 | -534,814 | -2,245,783 | -2,299,213 | -750,289 | -1,074,092 | -240,792 | 3,189,714 | 1,861,597 | -1,011,773 | 1,768,915 | 802,816 | -194,261 | 7,888,491 |
| | Recurrent (€) | | | | | 80,000 | | | | | | 1,000,000 | | | | 4,863,807 |
| 2005-2008 | Allocation (€) | 1,750,000 | 1,650,000 | 3,100,000 | 4,642,764 | 4,500,000 | 5,075,000 | 4,316,477 | 1,800,000 | 31,700,000 | 5,390,000 | 4,370,000 | 3,975,000 | 2,650,000 | 1,640,000 | 170,729,717 |
| | Recouped (€) | 390,000 | 513,282 | 2,083,229 | 2,396,981 | 4,388,036 | 2,623,455 | 4,369,279 | 1,372,364 | 37,032,562 | 4,116,146 | 2,079,739 | 4,863,373 | 2,536,664 | 2,702,108 | 143,905,203 |
| | Difference (€) | -1,360,000 | -1,136,718 | -1,016,771 | -2,245,783 | -111,964 | -2,451,545 | 52,802 | -427,636 | 5,332,562 | -1,273,854 | -2,290,261 | 888,373 | -113,336 | 1,062,108 | -26,824,514 |
| | Recurrent (€) | | | 175,000 | | 400,000 | | 1328135 | | | | 300,000 | | | | 6,128,537 |
| 2009-2013 | Allocation (€) | 1,550,000 | 1,805,000 | 191,850 | 2,285,000 | 400,000 | 605,000 | 1,004,881 | 1,926,090 | 9,734,500 | 3,568,749 | 2,977,240 | 421,452 | 1,035,000 | 2,158,300 | 78,229,527 |
| | Recouped (€) | 120,768 | 1,255,488 | 1,021,921 | 4,825,520 | 1,603,926 | 1,064,441 | 609,513 | 1,430,718 | 7,234,884 | 1,490,620 | 1,801,481 | 451,118 | 892,428 | 1,568,584 | 55,759,522 |
| | Difference (€) | -1,429,232 | -549,512 | 830,071 | 2,540,520 | 1,203,926 | 459,441 | -395,368 | -495,372 | -2,499,616 | -2,078,129 | -1,175,759 | 29,666 | -142,572 | -589,716 | -22,470,005 |
| | Recurrent (€) | | | | | 400,000 | | 663,724 | 584,730 | | | 1,500,000 | | | | 10,877,895 |
| 2014-2018 | Allocation (€) | 78,000 | | 597,000 | 7,598,133 | 72,000 | 73,069 | 495,133 | | 24,750 | 2,674,766 | 413,347 | 95,000 | 105,901 | 63,097 | 33,851,211 |
| | Recouped (€) | 25,000 | | 345,000 | 5,187,651 | | 73,670 | 248,795 | | 46,987 | 1,551,725 | | | | | 19,590,649 |
| | Difference (€) | -53,000 | | -252,000 | -2,410,482 | | 601 | -246,338 | | 22,237 | -1,123,041 | | | | | -14,260,563 |
| | Recurrent (€) | | | 345,000 | | 67,000 | | 271,120 | 345,414 | | | 13,545 | | | | 4,814,262 |

Table D.2: Updated Capital Output Data

| | Carlow | Cavan | Clare | Cork City | Cork County | Donegal | Dublin City | Dum Laoghaire Rathdown | Fingal | Galway City | Galway County | Kerry | Kildare | Kilkenny | Laois | Lettim | Limerick | Longford | Louth | Mayo | Meath | Monaghan | Offaly | Roscommon | Sligo | South Dublin | Tipperary | Waterford | Westmeath | Wexford | Wicklow | Total | |
|-----------|------------|-------|-------|-----------|-------------|---------|-------------|---------------------------|--------|-------------|---------------|-------|---------|----------|-------|--------|----------|----------|-------|------|-------|----------|--------|-----------|-------|--------------|-----------|-----------|-----------|---------|---------|-------|-------|
| 2000-2004 | Target | | 23 | 78 | | 95 | | 118 | 322 | | | | 63 | 44 | 74 | 10 | | 45 | 50 | 139 | | 19 | 91 | | 44 | | | 74 | 62 | | | 1351 | |
| | Actual | | 23 | | | 64 | 46 | 14 | 214 | | | | 43 | 39 | 104 | | 71 | 91 | 51 | 48 | | | 91 | | 9 | | | 44 | 64 | | | 1016 | |
| | Difference | | 0 | | | -31 | | -104 | -108 | | | | -20 | -5 | 30 | | | 46 | 1 | -91 | | | 0 | | -35 | | | -30 | 2 | | | -345 | |
| 2005-2008 | Target | | 25 | 88 | 110 | 165 | 47 | 65 | 138 | | 113 | | 58 | 55 | 57 | 29 | 121 | 93 | 65 | 118 | 55 | 52 | 110 | 75 | 55 | | 39 | 85 | 49 | 111 | 58 | 2036 | |
| | Actual | | | | | 70 | 47 | 49 | 82 | 340 | 128 | | 42 | 43 | 58 | 23 | | 64 | 51 | 182 | 63 | 33 | 74 | 18 | 13 | | 35 | | 56 | 105 | 23 | 1599 | |
| | Difference | | | | | -95 | 0 | -16 | -56 | | 15 | | -16 | -12 | 1 | -6 | | -29 | -14 | 64 | 8 | -19 | -36 | -57 | -42 | | -4 | | 7 | -6 | -35 | -348 | |
| 2009-2013 | Target | 60 | 30 | 84 | 62 | 116 | 30 | 206 | 59 | 161 | 128 | 132 | 140 | 65 | 53 | 37 | 44 | 100 | 91 | 77 | 80 | 35 | 38 | 126 | 87 | 60 | 69 | 174 | 42 | 30 | 115 | 33 | 2564 |
| | Actual | 34 | 32 | 42 | 39 | 62 | 55 | 134 | 50 | 50 | 86 | 71 | 66 | 41 | 66 | 28 | 27 | 68 | 97 | 78 | 54 | 94 | 50 | 76 | 42 | 20 | 20 | 126 | 37 | 50 | 64 | 55 | 1814 |
| | Difference | -26 | 2 | -42 | -23 | -54 | 25 | -72 | -9 | -111 | -42 | -61 | -74 | -24 | 13 | -9 | -17 | -32 | 6 | 1 | -26 | 59 | 12 | -50 | -45 | -40 | -49 | -48 | -5 | 20 | -51 | 22 | -750 |
| 2014-2015 | Target | 12 | 20 | 22 | 21 | 23 | 14 | 128 | 26 | 63 | 20 | 32 | 56 | 35 | 30 | 11 | 21 | 34 | 46 | 19 | 28 | 47 | 19 | 33 | 12 | 33 | 59 | 27 | 17 | 14 | 36 | 12 | 970 |
| | Actual | 11 | 20 | 23 | 27 | 16 | 24 | 65 | 19 | 76 | 8 | 33 | 46 | 21 | 26 | 13 | 29 | 21 | 35 | 29 | 27 | 22 | 29 | 58 | 16 | 18 | 56 | 27 | 11 | 25 | 31 | 15 | 877 |
| | Difference | -1 | 0 | 1 | 6 | -7 | 10 | -63 | -7 | 13 | -12 | 1 | -10 | -14 | -4 | 2 | 8 | -13 | -11 | 10 | -1 | -25 | 10 | 25 | 4 | -15 | -3 | 0 | -6 | 11 | -5 | 3 | -93 |
| | Variance | -27 | 2 | -41 | -17 | -187 | 35 | -135 | -136 | -262 | -54 | -45 | -84 | -74 | -8 | 24 | -15 | -45 | 12 | -2 | -54 | 42 | 3 | -61 | -98 | -132 | -52 | -52 | -41 | 40 | -62 | -10 | -1536 |

ANNEX E – STAKEHOLDER CONSULTATION LIST

Table E.1 Local Traveller Representative Groups Consulted

| Organisation | Location |
|---|--------------|
| Ballyfermot Travellers Action Project | Dublin City |
| Clondalkin Traveller Development Group | South Dublin |
| Donegal Traveller Development Project | Donegal |
| Laois Traveller Action Group | Laois |
| Limerick Local Traveller Representative (two separate representatives) | Limerick |
| Bray Travellers Community Development Group | Wicklow |

Table E.2 National Traveller Representative Organisations consulted

| Organisation |
|---|
| Irish Traveller Movement |
| National Traveller MABS (Money Advice & Budgeting Service) |
| National Traveller Accommodation Consultative Committee (NTACC) |
| National Traveller Women's Forum |
| Pavee Point |

