

**JOINT MEETING - CABINET MEMBERS FOR COMMUNITY COHESION,
ECONOMIC REGENERATION AND DEVELOPMENT SERVICES AND
NEIGHBOURHOODS**

**Venue: Town Hall, Moorgate
Street, Rotherham.**

Date: Wednesday, 15 November 2006

Time: 1.00 p.m.

A G E N D A

1. To determine if the following matters are to be considered under the categories suggested in accordance with the Local Government Act 1972.
2. To determine any item which the Chair is of the opinion should be considered as a matter of urgency.
3. Position Statement for Gypsies and Travellers in Rotherham (report herewith) (Pages 1 - 17)

ROTHERHAM BOROUGH COUNCIL - REPORT TO MEMBERS
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1.	Meeting:	Joint Cabinet Members – Cohesion, Neighbourhoods and EDS
2.	Date:	15th November 2006
3.	Title:	Position Statement for Gypsies and Travellers in Rotherham.
4.	Programme Area:	Borough wide

5. Summary:

This report provides a summary of contextual information about the Gypsy and Traveller Community in Rotherham, and the potential implications for the Council in meeting the needs of Gypsies and Travellers in the Borough.

6. Recommendations:

Cabinet Members are asked to:

- **NOTE THE CONTENT OF THIS SUMMARY AND THE ATTACHED FULL REPORT.**
- **ENDORSE THE ACTION PLAN, AS SET OUT IN THE FULL REPORT, IN ORDER TO ACHIEVE AN ACCURATE BASELINE.**

7. Proposals and Details:

The 2004 Social Exclusion Unit report, *Breaking the Cycle*, identified Gypsies and Travellers as one of the groups most at risk from social exclusion and requiring special help and assistance. The Housing Act 1994 places a legal duty on local authorities to assess the needs of Gypsies and Travellers. Furthermore, the Housing Act 2004 requires local authorities to include Gypsies and Travellers in their local housing needs assessments and to take a strategic approach, which includes developing a strategy to demonstrate how the needs of this community will be met, as part of their wider housing strategies and how the Authority will develop site provision. Rotherham MBC is currently developing a baseline for the work that needs to be developed and implemented in order to allow compliance with these requirements.

The absence of reliable local and national data on the size of the Gypsy and Traveller population is mirrored in the lack of information about their housing needs and aspirations and their access to wider services provided by statutory and non-statutory agencies. Gypsies and Travellers are rarely included as separate racial groups in national, local or sector based monitoring systems, despite being recognised as separate racial groups within key legislation. Subsequently, little information is known about their experiences or needs, which therefore tend to be overlooked.

Rotherham has not offered any Traveller Site provision since 1996, when the site at Dinnington was closed. The site had existed for many years and was in an area that had a long tradition of Travellers settling in the community. In addition, many Travellers who live in settled accommodation in the Borough are reluctant to declare themselves as Gypsies or Travellers, and tend to indicate White British on any forms they complete for fear of harassment or discrimination.

To enable Rotherham MBC to create and support sustainable, integrated communities where Gypsies and Travellers have equality of access to suitable accommodation including site provision, education, health and welfare provision, and where there is mutual respect between all communities, the following areas of work will need to be developed:

- Development of Gypsy and Traveller Strategy and Action Plan, this includes the development of site provision as identified in Housing Act 2004, amendments to Planning legislation and provision requirements in the Local Development Framework
- Raise awareness of Gypsies and Travellers to all employees in relation to cultural diversity
- Establish a Forum with Gypsies and Travellers at Borough and/or sub regional level
- Make wider links with strategic authorities on the local travelling route(s)
- Development, implementation, monitoring and review of accurate detailed monitoring information of all Gypsies and Travellers approaching any service area across the Borough (to be supported by positive images and approaches to inclusion that encourage Gypsies and Travellers to feel comfortable revealing their origin)
- Undertake mapping exercise and full housing and support needs analysis
- Establishment of working group with corporate responsibility for Gypsies and Travellers

- Develop a Protocol for the sharing of information at Borough, sub regional and wider levels
- Provision of a Floating Support worker
- Drop-in advice service

8. Finance:

There are no immediate financial implications arising directly from this report. However, the sub-regional Needs Assessment will identify the need to attract resources to enable delivery against the subsequent strategy and action plan. There is also a requirement upon the Authority to ensure that suitable site provision is established within the borough, this will include substantial capital and revenue funding streams which have not been identified within the medium term financial plan. The Department of Community and Local Government (DCLG) have announced a grant bidding round for 2007/2008 which does provide opportunity for Local Authorities to access one off capital funding for the development of new provision or refresh of existing provision, this does not include any provision for revenue funding, nor is there any guarantee that future funding streams will be available due to the Comprehensive Spending Review. From discussion with DCLG advice has been given that expression of interest in the funding stream can be made with more detailed application to be complete by February 2007 this will need to be supported with detailed analysis of needs assessment and in-depth information on cost, land security, planning approval, materials to be used etc. The closing date for the initial expressions of interest is the 30th September 2006, given this a unconditional expression of interest has been logged pending the outcome of the sub regional needs assessment

9. Risks and Uncertainties:

A detailed risk analysis can be found on page 6 of the attached Position Statement Report, along with the corresponding safeguards to be put in place. In summary, the risks centre on:

- Accuracy of ethnicity monitoring data
- Responsiveness of service delivery
- Awareness of local authority employees
- Level of corporate and political priority placed on Gypsy and Traveller agenda
- Lack of alignment between identified need and service provision
- Inadequate resourcing
- Lack of service development.
- Government intervention and direction to the Authority to develop site provision within the borough

10. Policy and Performance Agenda Implications:

The Gypsy and Traveller Community are entitled to the protection of the Race Relations Act, in addition to Rotherham MBC having a legal duty to Gypsies and Travellers under the Housing Act 1994 and the Housing Act 2004. There is also significant political pressure to develop provision for Gypsies and Travellers within Rotherham, as the issue is increasingly on Central Government's agenda. As a result, and due to Rotherham's lack of site provision since 1996, Government Office

for Yorkshire and the Humber are very interested in Rotherham's response to this important area of work.

There is a commitment from the Authority and its partners to encourage working with diverse communities through the Fairness theme, which underpins the Strategic Framework of the Community Strategy 2005-2010. This work will contribute to the Fairness Theme and the Council's Equality & Diversity Strategy through ensuring that Gypsies and Travellers in Rotherham have equality of opportunity and choice, and that Rotherham agencies provide open and accessible services. It will help to promote fairness and respect, and understanding of the diverse needs and strengths of our communities.

11. Background Papers:

Breaking the Cycle: Taking stock of progress and priorities for the future (ODPM: Social Exclusion Unit, September 2004)

Gypsies and Travellers: Britain's Forgotten Minority (www.cre.gov.uk, March 2005)

Contact Name:

Angela J Smith: Neighbourhood Strategy Manager

angela.smith@rotherham.gov.uk

Tel: (82)3412

Position statement for gypsies and travellers in Rotherham – January 2006

Introduction

The national shortage of accommodation for Gypsies and Travellers has become more acute since the duty to provide sites was removed from local authorities. Nationally over 30% of the travelling community live on unauthorised sites, these sites can cause inconvenience for the settled population and their numbers have increased significantly in recent times.

The Social Exclusion Unit, in *Breaking the Cycle*¹, identified Gypsies and Travellers as one of the groups most at risk from social exclusion and requiring special help and assistance.

The latest figures from the Office of the Deputy Prime Minister (ODPM) show that there are about 15,000 caravans in the U.K utilised by the Travelling community.

72% or 10,836 of these caravans are on authorised sites (5,946 on local authority sites and 4,890 on authorised private sites)

28% or 4,232 are on unauthorised developments or encampments – 12% or 1,855 on unauthorised developments (where Gypsies and Travellers own the land but do not have planning permission) and 16% or 2,377 on unauthorised encampments (where Gypsies and Travellers do not own the land and planning consent has not been given for use as a Gypsy and Traveller site).

The Housing Act 1994 put a legal duty on local authorities to assess the accommodation needs of Gypsies and Travellers. The Housing Act 2004 requires local housing authorities to include Gypsies and Travellers in their local housing needs assessments, and to take a strategic approach which includes drawing up a strategy demonstrating how the accommodation needs of Gypsies and Travellers will be met, as part of their wider housing strategies. Rotherham MBC has begun work to allow compliance with this request as a baseline for the services and inclusion work that needs to be developed and implemented

There is evidence that poor living conditions experienced by Gypsy and Traveller communities have a negative impact on health. The British Medical Association (BMA) reports the Traveller community has the highest risk health group in the UK, having the lowest life expectancy and the highest child mortality rates. Infant mortality is twice the national average; life expectancy ten years less for men, and twelve years less for women, than others in their generation.²

¹ *Breaking the Cycle – Taking stock of progress and priorities for the future Social Exclusion Unit* September 2004

² www.cre.gov.uk Gypsies and Travellers: Britain's Forgotten Minority 14 March 2005

The settled Travelling community have been shown to require additional support needs as they sometimes have lower literacy levels, experience isolation, harassment, prejudice and negative public opinion.

A better understanding of the culture and traditions of Travelling people is required, by the community at large and agencies working with them. It has to be understood that treating Gypsies and Travellers differently to the settled community is, in the majority of cases, illegal. Romany Gypsies were finally confirmed as a distinct ethnic group, entitled to the protection of the Race Relations Act, in a test case taken by the CRE in 1989. Irish Travellers, also recognised as a ethnic group since 2000 in England and Wales.³

Local Context

Rotherham Borough comprises a diverse and vibrant blend of people, cultures and communities. The population of Rotherham is currently 251,500⁴ and is increasing steadily as people are attracted to the Borough to enjoy the good quality of life and economic opportunities. The Borough's ethnic minority population is increasing across a range of ethnic groups but currently stands at 3.1% which is below the national average of 9%⁵.

Monitoring at local and national level in respect of ethnicity does not include Gypsies and Travellers as separate racial groups. This means that little is known about their experiences or needs

Gypsies and Traveller organisations have long pressed for the widespread inclusion of distinct and consistent ethnic categories for Gypsies and Travellers within national and local monitoring systems so that the size of the communities and the full scales of their potential needs is on record

There is commitment from the Authority and its partners to encourage working with communities and its partners through the Fairness objective of the cross-cutting themes which underpin the Strategic Framework of the Community Strategy 2005-2010. This work will ensure that all individuals in Rotherham will have equality of opportunity and choice. Rotherham will provide open and accessible services. It will treat each other with fairness and respect, and the diverse needs and strengths will be understood and valued. Rotherham will actively challenge all forms of prejudice and discrimination and ensure that all the priorities encompass an equalities approach

Rotherham has not had any Traveller Site provision since 1996 when the site at Dinnington was closed. This site had existed for many years and was in an area that had a long tradition of Travellers settling into the community

Many Travellers do live in settled accommodation in the Borough but are reluctant to declare themselves as Gypsies or Travellers and indicate White British on any forms they complete. It is estimated that there are

³ www.cre.gov.uk Gypsies and Travellers: Britain's Forgotten Minority 14 March 2005

⁴ www.neighbourhoodstatistics.gov.uk mid year population estimate 2003

⁵ www.neighbourhoodstatistics.gov.uk mid year population estimate 2003

approximately 100 Gypsy and Traveller families living in settled accommodation within the Borough (appendix 1).

Rotherham MBC is aware of a number of housed Traveller families within Rotherham (in Maltby and Dinnington). Many of these retain their cultural identity and some still travel for part of each year

Since 1996 the number of Gypsy and Traveller caravans travelling through the Borough has remained constant (appendix 2).

To enable the accommodation and associated support needs of Gypsies and Travellers to be met the Authority will need to carry out Needs Assessments. These assessments will identify the specific needs of this vulnerable group in respect of family involvement, accommodation, education and health and welfare.

This will help the Authority to develop a Strategy to consider and develop services for Gypsies and Travellers and allow consideration of the need for appropriate provision it will also give this vulnerable group choice in respect of their accommodation needs

SUMMARY OF FINDINGS

The absence of reliable local and national data on the size of the Gypsy and Traveller population is mirrored in the lack of information about them in important areas such as choice of type of accommodation, their needs and access to services. Gypsies and Travellers are rarely included as separate racial groups in national, local or sector based monitoring systems, even though Gypsies and travellers are recognised as separate racial groups within key legislation. This means little is known about their experiences or needs, which therefore tend to be overlooked.

Another obstacle is that Gypsies and Travellers can see little benefit of co-operating even if they did declare their ethnic classification and are suspicious of the way in which the data may be used.

There are problems with Gypsies and Travellers accessing information and advice owing to their distrust of outsiders and authority and widespread literacy problems.

Many of the people who do approach the Education Service do not wish to be identified as they fear discrimination, harassment and bullying especially for their children. However, the limited information provided by the Travellers Education Service did show the main areas where Travellers have settled in traditional forms of housing (appendix 3). Anecdotally it is believed the households have lived in the borough for many years and siblings have had a tendency to move out into traditional forms of housing

There was very little uptake for advice and guidance in respect of employment, the only data available for this was from Connexions who identified 3 referrals in the Wath area in the last 12 months.

In respect of domestic violence, the Women's Refuge has had two presentations in the last 12 month period. These were two different women; the first person presented with one child and had left two other children with her partner. The second person had two children with her and had left two children with her partner. Presentations in past years have been made to the Council's Homeless Section but have not recorded themselves as Gypsies and Travellers. Only Officers' knowledge of the households have meant their origin has been known.

Information received in respect of gypsy encampments on RMBC land in the last 5 years has shown there have been 80 reports of unauthorised encampments across the Rotherham Borough (appendix 2).

In respect of planning applications received between 2000-2005 records show that there has only been 1 planning application for a traveller site in Wath but this was later withdrawn

The Rotherham Traveller Education Service has identified some data in respect of locations of gypsies and travellers in the Borough however they feel that this may be an under-estimation of the actual population as many wish to not be identified for fear of discrimination (GIS map) (appendix 1).

Information received from the Education Department shows in Schools across the Borough since 2003 there have been two main ethnic groups of Travelling children attending school. These are Travellers of Irish Heritage and Gypsy Roma. (appendix 3)

The numbers attending for primary education in this period has been:

Travellers of Irish Heritage	Gypsy/Roma
2003 2 children	2003 3 children
2004 2 children	2004 6 children
2005 2 children	2005 6 children

The numbers attending for secondary education in this period has been:

Travellers of Irish Heritage	Gypsy/Roma
2003 8 children	2003 2 children
2004 6 children	2004 4 children
2005 6 children	2005 8 children

The areas of attendance were Canklow, Flanderwell, Wath, Herringthorpe, Dinnington, Rawmarsh, Maltby, East Dene and Wingfield

These figures in respect of education for the children do map against the GIS map showing Gypsies and Travellers in settled accommodation across the Rotherham Borough.

An interesting dimension from the mapping exercise has shown that in years 2004 and 2005 the concentration of Travellers have been recorded on the M1 travel path. The majority appear to have been exiting the motorway at Junctions 34 and 35 and settling on waste land before moving on again

A new pattern may be emerging which could be due to known activity in Barnsley, as there have been instances in 2005 when the mapping has shown families using the new Dearne Valley Parkway and moving in Rotherham via this route.

Work has taken place to secure engagement with other strategic authorities in South Yorkshire (Sheffield, Barnsley and Doncaster) to ensure sub regional co-operation and information sharing. Rotherham MBC also has links to the Yorkshire and Humberside Forum for Gypsy and Traveller issues, which meets on a bi monthly basis.

Moving forward

To enable the Authority to create and support sustainable, integrated communities where Gypsies and Travellers have equality of access to suitable accommodation, education, health and welfare provision and where there is mutual respect between all communities the following areas will need to be developed to ensure a baseline service:

- Development of Gypsies and Travellers Strategy and Action Plan
- Raise awareness of Gypsies and Travellers to all employees in relation to cultural diversity and awareness
- Establish a Forum with Gypsies and Travellers at Borough and/or sub regional level
- Make wider links with strategic authorities on the local travelling route(s)
- Development, implementation, monitoring and review of accurate detailed monitoring information of all Gypsies and Travellers approaching any service area across the Borough (to be supported by positive images and approaches to inclusion that encourage Gypsies and travellers to feel comfortable revealing their origin)
- Accurate mapping exercise and full housing and support needs analysis
- Establishment of working group with corporate responsibility for Gypsies and Travellers
- Develop a Protocol for the sharing of information at Borough, sub regional and wider levels
- Provision of a Floating Support worker
- Drop-in advice service

RISK ANALYSIS

Risk	Rating (High, Medium, Low)	Safeguards
Ethnicity monitoring information inaccurate	High	Ensure accurate ethnic monitoring is included on all documentation across the service and awareness training encourages appropriate response to ensure Gypsies and Travellers are willing to accurately record their ethnic origin
Strategies not meeting Race Equality criteria (no input from the targeted community)	High	Gypsies' and Travellers' assessed needs to be taken into account at strategic level and supported by consultation with the community
Lack of responsive service provision	High	Undertake census to establish position statement of communities
Lack of awareness/action or /over zealous approach leading to legal challenge on Human Rights and/or Race Relations legislation	Medium	Ensure priority given to awareness training and clear Authority – level support for the inclusion of Gypsies and Travellers as part of the wider community
Strategic direction to address needs of Gypsy and Travellers receives low Corporate and political priority	High	Corporate strategic group established with report to CMT on direction of travel
Site provision and service support not developed in line with identified need	High	There is a risk of low support for the provision of permanent, transit and tolerate stop over sites, because this is potentially an unpopular group. Communities, and members need to be supported in accepting the development of services in their area
Resources are not available to deliver strategy, site and service provision	High	Needs Assessment across the sub-region and subsequent strategy development will identify the need to attract resources to enable delivery
Information and service provision are not developed	Low	Needs Assessment must be part of a detailed research project plan

ACTION PLAN

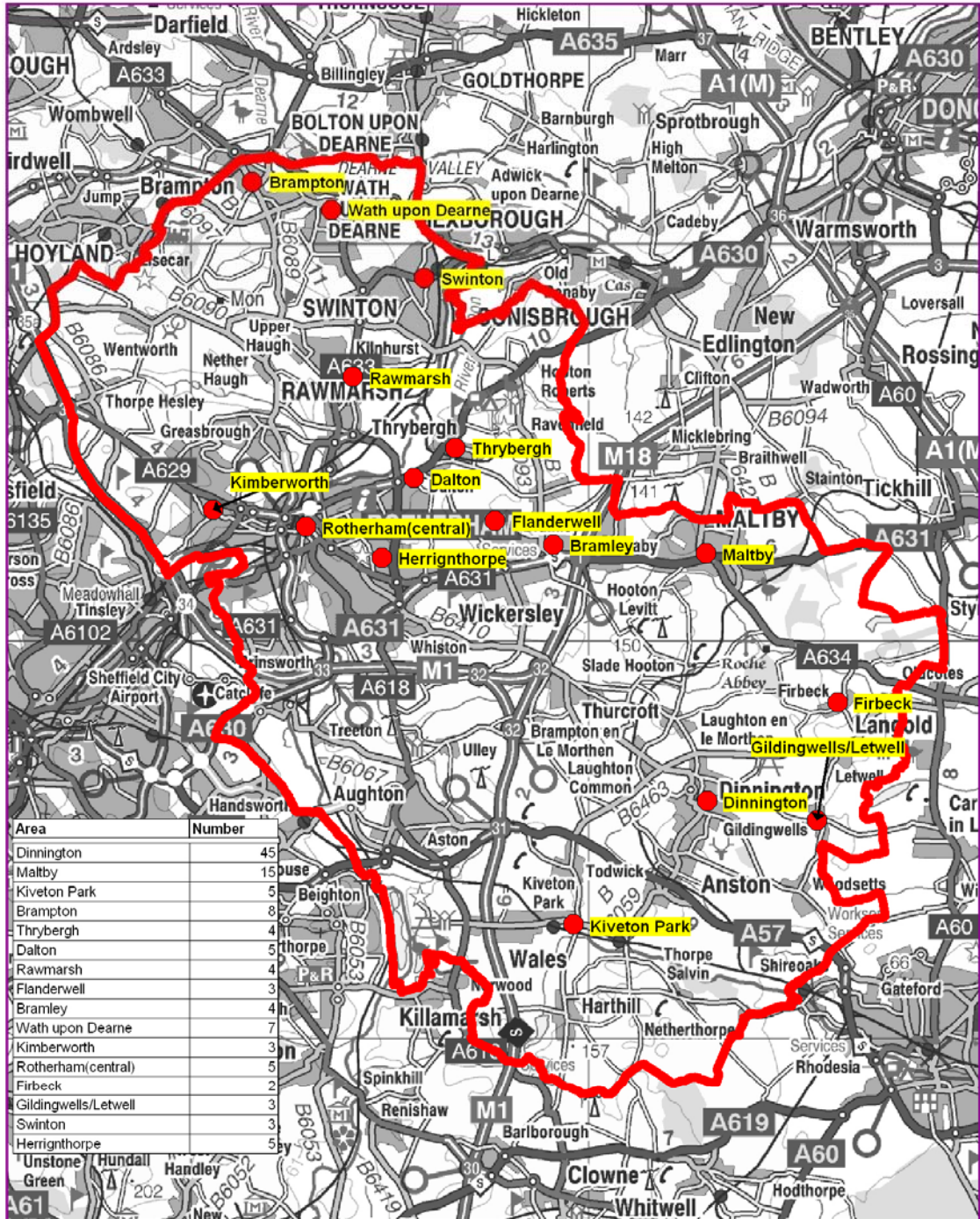
Ref. No.	Action	Lead Officer	Milestone/Measure of Achievement	Completion Date	Status Red/Amber /Green
1	Increase awareness of Travelling communities and culture of working group/corporate strategic group and Cabinet member	Corporate Strategic Group	<ul style="list-style-type: none"> • Contact with national traveller Forum (a) for advice, information and training • Engagement with Travelling community to develop and deliver awareness training programme 	March 2007	
2	Undertake needs assessments on all identified Gypsies and Travellers in the Borough <ul style="list-style-type: none"> • road side encampments • transit sites • settled communities 	Corporate Strategic Group	<ul style="list-style-type: none"> • Undertake caravan count • Identify all Gypsies and Travellers in Borough - speedy notification of road side encampments • Ensure all service areas are aware of the importance of needs assessments • Develop protocol for assessments to ensure co-ordinated approach 	December 2006	
3.	Develop strategy for provision of Gypsy and Travellers site within the borough	Corporate Strategic Group	<ul style="list-style-type: none"> • Establish need for site provision through South Yorkshire Needs Assessment • Identify provision within LDF for provision of Gypsy and Traveller Site • Identify land provision • Develop site funding bid to DCLG using model bid guidance • Identification of capital match funding and revenue funding • Develop site management practices that enable effective management of site and promote community cohesion 	March 2008	
4	Ensure service users influence and contribute to delivery of Strategy	Corporate Strategic Group	<ul style="list-style-type: none"> • Establish a Gypsy and Traveller forum at Borough and /or sub regional level (linked or travelling route) to discuss issues and inform service delivery 	April 2007	

				<ul style="list-style-type: none"> • Consultation exercise with established Gypsy and Traveller community • Process in place for consultation with travelling groups whilst they reside within the Borough • Agree service standards for working with Travelling community (in consultation with the community) 		
5.	Develop Gypsies/Travellers Strategy for Rotherham	Corporate Strategic Group	<ul style="list-style-type: none"> • Identification of key information and evidence gaps • Collection/collation of information/evidence to fill gaps that would impede effectiveness of Strategy • Development of Strategy • Report for Cabinet to be produced • Mechanisms to be put in place to review strategy • Ensure Strategy meets Race Equality criteria and is subject to Equality Impact Assessment 	March 2007		
6.	Ensure needs of Gypsies and Travellers are fed into the key strategic partnerships and are reflected in appropriate strategies	Corporate Strategic Group	<ul style="list-style-type: none"> • Involvement from partners in development of Strategy • Feedback from consultation to be taken into account at Strategic level • Establish a Gypsy and Traveller liaison process through establishment of working group 	September 2007		
7.	Develop a Policy for dealing with unauthorised roadside encampments	Corporate Strategic Group	<ul style="list-style-type: none"> • Joint planning with all Service areas and protocol for joint approach to Gypsy and Traveller assessments and engagement • Continuous assessment of incidents of unauthorised encampments both short and long term • Create waiting list for public authorised sites 	February 2007		

				<ul style="list-style-type: none"> O.D.P.M. publication "Guidance on Managing unauthorised Camping" Feb.04 to inform Policy 		
8.	Develop Case Conference Groups for unauthorised roadside camping	Corporate Strategic Group	<ul style="list-style-type: none"> Group to be established from main areas of service Terms of reference to be established for group 	<ul style="list-style-type: none"> Ensure notification of movement to all other local authorities Agreement between authorities to share information in respect of assessed needs 	November 2006	
9.	Ensure service users have cross-authority provision of service	Corporate Strategic Group		<ul style="list-style-type: none"> Approach Corporate training to include Equalities and Diversity training in respect of Gypsies and Travellers to all staff – to be established in conjunction with member(s) of the travelling community Develop information pack to provide to Corporate training for delivery 	December 2006	
10.	Deliver cultural awareness training for service providers across all sectors	Corporate Strategic Group		<ul style="list-style-type: none"> Information pack to be made available in 'Easy to read' format Information pack to be made available on audio DVD and on cassette Staff training to include information on contents of pack Information to be made available at all prime areas and copies lodged with national and sub regional organisations and agencies to ensure accessibility for travellers 	April 2008	
11.	Develop an information pack for Gypsies and Travellers arriving in and through the Borough	Corporate Strategic Group		<ul style="list-style-type: none"> Consultation with Gypsies and Travellers within the Borough Engage in regular information exchanges with settled communities Engage in regular information exchange with other service areas and other agencies 	June 2007	
12.	Develop an information sharing protocol across the service and with other agencies and organisations	Corporate Strategic Group			March 2007	

			<ul style="list-style-type: none">• Routine bulletins to all Council departments• Routine bulletins to Councillors• Routine bulletins to relevant agencies• Notification of movements to neighbouring authorities• Development of joint protocol with related agencies and authorities in the South Yorkshire and wider area covering any identified travelling route		
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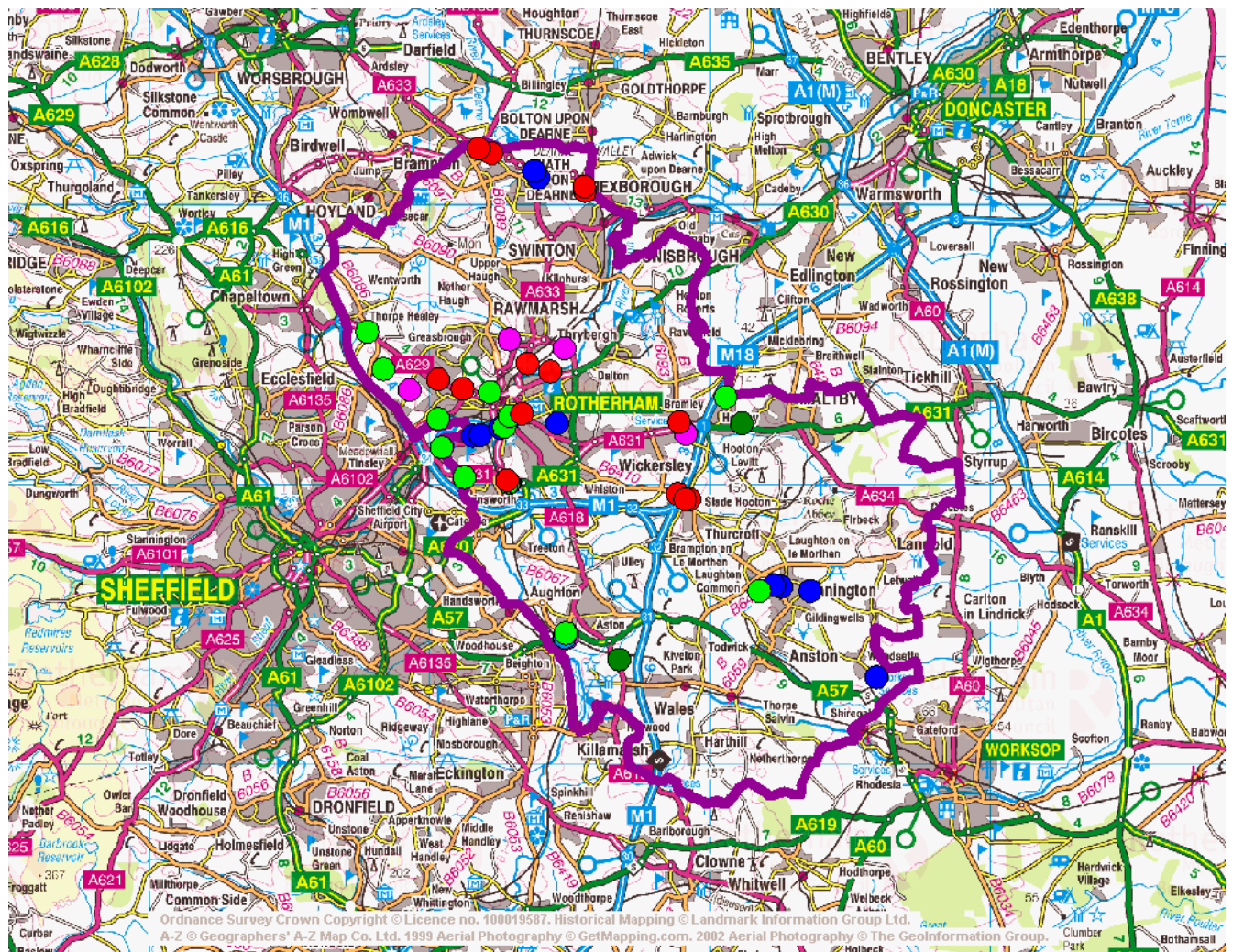
Appendix 1 - Gypsy and Travellers in Settled Accommodation



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Appendix 2 - Gypsy and Travellers Travelling Through



Key

- 2000 - Red with white stripe
- 2001 - Pink
- 2002 - Red with white stripe
- 2003 - Blue
- 2004 - Green
- 2005 - Red

Appendix 3 – Placement in Schools

Gypsy and Travellers - Children in Schools by Ethnicity

Areas - Canklow, Flanderwell, Wath, Herringthorpe, Dinnington, Rawmarsh, Maltby, East Dene, , Wingfield

	2003	2004	2005
Traveller Irish Heritage (White)			
Canklow Woods Primary	1	1	
Flanderwell Primary			1
Pope Pius x Catholic High	2	1	1
St Bernards Catholic Comp		2	
Total Primary	1	1	1
Total Secondary	2	3	1
Gypsy/Roma (White)			
Dinnington Primary		2	1
Rawmarsh Sandhill Primary	1	1	1
Wingfield Comp		1	1
Maltby Comp			1
Pope Pius x Catholic High	1	1	
Total Primary	1	3	2
Total Secondary	1	2	2
Girls Traveller Irish Heritage (White)			
Canklow Woods Primary		1	
St Bernards Catholic Comp	2		2
Pope Pius x Catholic High		1	
Total Primary		1	
Total Secondary	2	1	2
Girls Gypsy/Roma (White)			
Badsley Moor Infant	1		
Dinnington Primary		1	1
Rawmarsh Sandhill Primary		1	
Pope Pius x Catholic High		1	
Wingfield Comp		1	
Maltby Comp			2
Total Primary	1	2	1
Total Secondary		2	2
Boys Traveller Irish Heritage (White)			
Canklow Woods Primary	1		
Flanderwell Primary			1
Pope Pius x Catholic High	2		1
St Bernards Catholic Comp	2	2	2
Total Primary	1		1
Total Secondary	4	2	3
Boys Gypsy/Roma (White)			
Badsley Moor Infant	1		
Dinnington Primary		1	2
Rawmarsh Sandhill Primary	1		1
Wingfield Comp			1
Maltby Comp			3
Pope Pius x Catholic High	1		
Total Primary	2	1	3
Total Secondary	1		4