

# Gypsy and Traveller and Travelling Showperson Accommodation Assessment 2019

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Preston City Council, South Ribble Borough Council and  
Chorley Borough Council

Final Report  
July 2019

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**Main Contact:** Dr Michael Bullock  
**Email:** [michael.bullock@arc4.co.uk](mailto:michael.bullock@arc4.co.uk)  
**Telephone:** 0800 612 9133  
**Website:** [www.arc4.co.uk](http://www.arc4.co.uk)



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Registered Address: arc4, 41 Clarendon Road, Sale Manchester M33 2DY  
Email: [contact@arc4.co.uk](mailto:contact@arc4.co.uk) [www.arc4.co.uk](http://www.arc4.co.uk)  
arc4 Limited Registered in England & Wales 6205180 VAT Registration No: 909 9814 77  
Directors - Helen Brzozowski – Michael Bullock

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## Executive Summary

### Introduction

The Central Lancashire 2019 Gypsy and Traveller Accommodation Assessment (GTAA) analyses the latest available evidence to identify the accommodation needs of Gypsies and Travellers and Travelling Showpeople across the study area. The GTAA has comprised the following evidence sources:

- A review of existing (secondary) data,
- An online survey of key stakeholders yielding 10 responses, and
- Interviews and data obtained for all (100%) Gypsy and Traveller households living on pitches across Central Lancashire:
  - Preston information from 21 households obtained (out of 21)
  - Chorley information from 5 households (out of 5)
  - South Ribble (No pitches)

### Current provision and activity

The 2011 Census identified a total of 58 households across Central Lancashire where the Household Reference Person had a 'White: Gypsy or Irish Traveller' ethnicity:

- Chorley 16 households (12 lived in bricks and mortar and 4 in a caravan or other mobile or temporary structure)
- Preston 35 households (27 lived in bricks and mortar and 8 in a caravan or other mobile or temporary structure)
- South Ribble 7 households (5 lived in bricks and mortar and 2 in a caravan or other mobile or temporary structure)

The bi-annual DCLG Traveller caravan count has identified an average of 33 caravans over the last seven counts across Central Lancashire (Chorley 5, Preston 28 and South Ribble 0). These figures are rounded to the nearest whole number and are broken down further at Tables 4.2, 4.3 and 4.4. The annual Travelling Showperson caravan count (undertaken each January) found no Travelling Showpeople caravans across Central Lancashire.

In terms of Gypsy and Traveller site provision across Central Lancashire, there is one Council Site in Preston (with 15 pitches in total including one site manager pitch), one Temporary Authorised site in Chorley (2 pitches) and one unauthorised site (previously temporary authorised) at Catforth, Preston.

There is currently no Travelling Showpersons' yard in Central Lancashire

The triangulation of secondary data, Council records and field survey has identified a total of 22 Gypsy and Traveller pitches across Central Lancashire.

## Planning policy requirements for needs assessments

Planning policy for traveller sites (PPTS) (first published in March 2012 and updated in August 2015), requires an assessment of the current needs of Gypsies and Travellers and Travelling Showpeople and a projection of future needs. The calculation of pitch/plot requirements in the GTAA 2019 is based on established DCLG modelling methodology, as advocated in *Gypsy and Traveller Accommodation Needs Assessment Guidance* (DCLG, 2007). Although this Guidance was formally withdrawn in December 2016, in the absence of any updated guidance on the subject, it continues to provide a standard approach for needs modelling employed by most local planning authorities and also confirmed by inspectors at public inquiries.

This approach comprises an assessment of the current needs of Gypsies and Travellers and Travelling Showpeople and a projection of future needs. The Guidance advocates the use of a fieldwork survey to supplement secondary source information and derive key supply and demand information.

### ‘Cultural’ and ‘PPTS need’

A major change in planning policy, introduced by PPTS 2015, was the amended definition of the group to which the policy applies. The definitions of both ‘Gypsy and Traveller’ and ‘Travelling Showperson’ have been amended to exclude, for planning purposes, anyone who has stopped travelling on a permanent basis. It continues to include those who have ceased to travel temporarily. Essentially, this created a more restricted ‘PPTS 2015’ definition which applies to those who follow a nomadic habit of life.

This GTAA expresses two levels of need for pitches: a ‘cultural’ and ‘PPTS’ need. This is to ensure that the overall needs of the Travelling community are fully reflected in the evidence base which needs to accord with planning and wider policies.

Paragraph 61 of the 2019 National Planning Policy Framework (NPPF) recognises the need to assess a range of community needs including those of Travellers. The February 2019 Planning Practice Guidance (PPG) which accompanies the NPPF states ‘the household projections that form the baseline of the standard method are inclusive of all households including Travellers as defined in Planning Policy for Travelling Sites’<sup>1</sup>. The NPPF states that the PPTS sets out how travellers’ housing needs should be assessed for those covered by the definition in Annex 1 of that document. The planning policy therefore differentiates between ‘travelling’ and ‘non-travelling’ Gypsies and Travellers.

For non-travelling Travellers, their needs should also be met by the requirements of the NPPF as non-travelling households are a component of overall housing need. Additionally, the Human Rights Act 1998 and the Equalities Act 2010 protects the cultural choice of Gypsies and Travellers to live in mobile accommodation and therefore there is a need to plan for this type of accommodation. The Housing and Planning Act 2016 section 124 also makes specific reference to the needs of households living in caravans.

Therefore, our GTAAs establish an overall ‘cultural’ need for pitches which accords with the overall need for the Travelling community and takes into account the Human Rights Act 1998,

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<sup>1</sup> Paragraph: 017 Reference ID: 2a-017-20190220

the Equalities Act 2010 and the Housing and Planning Act 2016 section 124. A PPTS ‘policy filter’ is then applied to identify the level of need associated with those households meeting the definitions set out in the PPTS Annex 1. It is our understanding that the needs arising from the PPTS analysis establishes the level of need against which a 5-year land supply is assessed but Councils should be mindful of a wider obligation to consider overall ‘cultural’ need.

## Gypsy and Traveller pitch requirements: Chorley Borough Council

For the Local Plan Period (to 2036) the GTAA has identified the following Gypsy and Traveller pitch needs: cultural need of 10 pitches and a PPTS need for 10 pitches. The key drivers are households living on temporary authorised sites and the number of children expected to form households over the plan period. Needs figures are broken down into time periods as follows:

Table ES1 Chorley G&T pitch requirements		
	Cultural need	PPTS NEED
<b>5yr Authorised Pitch Shortfall (2019/20 to 2023/24)</b>	<b>9</b>	<b>9</b>
<b>Longer-term need</b>		
<i>Over period 2024 to 2028</i>	<i>1</i>	<i>1</i>
<i>Over period 2029 to 2033</i>	<i>0</i>	<i>0</i>
<i>Over period 2034 to 2035</i>	<i>0</i>	<i>0</i>
<i>Longer-term need TOTAL</i>	<i>1</i>	<i>1</i>
<b>TOTAL NET SHORTFALL 2019/20 to 2035/36</b>	<b>10</b>	<b>10</b>

As part of the GTAA analysis, the expansion/intensification of existing sites is considered including both the temporary authorised site and the current undeveloped allocation for 5 pitches in the Chorley Local Plan.

## Gypsy and Traveller pitch requirements: Preston City Council

For the Local Plan Period (to 2036) the GTAA has identified the following Gypsy and Traveller pitch needs: cultural need of 30 pitches and a PPTS need for 28 pitches. The key drivers are households living on temporary authorised sites and the number of children expected to form households over the plan period. Needs figures are broken down into time periods as follows:

Table ES2 Preston G&T pitch requirements		
	Cultural need	PPTS NEED
<b>5yr Authorised Pitch Shortfall (2019/20 to 2023/24)</b>	<b>13</b>	<b>11</b>
<b>Longer-term need</b>		
<i>Over period 2024 to 2028</i>	<i>5</i>	<i>5</i>
<i>Over period 2029 to 2033</i>	<i>6</i>	<i>6</i>
<i>Over period 2034 to 2035</i>	<i>6</i>	<i>6</i>
<i>Longer-term need TOTAL</i>	<i>17</i>	<i>17</i>
<b>TOTAL NET SHORTFALL 2019/20 to 2035/36</b>	<b>30</b>	<b>28</b>



As part of the GTAA analysis, potential turnover on Council sites and the expansion/intensification of existing sites is considered.

Although the Council site in Preston has very low turnover, site management data reports three vacant pitches in the past two years (two were allocated to households returning to the site and one was a new household). This translates to an annual turnover of 1.5 pitches, resulting in a capacity of 7.5 over 5 years (8 rounded) and 18 over the period 2024/25 to 2034/35. Based on this management data, the turnover over the plan period would be 25.5 (26 rounded), which would largely address both the cultural and PPTS need and result in a residual need for 4 pitches (cultural) and 2 pitches (PPTS).

## Gypsy and Traveller pitch requirements: South Ribble Council

For the Local Plan Period (to 2036) the GTAA has identified the following Gypsy and Traveller pitch needs: cultural need of 0 pitches and a PPTS need for 0 pitches.

There are no sites in South Ribble, and a small bricks and mortar population based on 2011 census data. No need has been identified for authorised pitches.

Table ES3 South Ribble G&T pitch requirements		
	Cultural need	PPTS NEED
<b>5yr Authorised Pitch Shortfall (2019/20 to 2023/24)</b>	<b>0</b>	<b>0</b>
<b>Longer-term need</b>		
<i>Over period 2024 to 2028</i>	<i>0</i>	<i>0</i>
<i>Over period 2029 to 2033</i>	<i>0</i>	<i>0</i>
<i>Over period 2034 to 2035</i>	<i>0</i>	<i>0</i>
<i>Longer-term need TOTAL</i>	<i>0</i>	<i>0</i>
<b>TOTAL NET SHORTFALL 2019/20 to 2035/36</b>	<b>0</b>	<b>0</b>

## Travelling Showperson plot requirements

There are currently no travelling Showperson yards in Central Lancashire. However, interest in developing yards has been expressed. The Councils will be engaging with the Travelling Showperson community as part of local plan consultation.

## Transit site requirements

It is recommended that the Councils consider the development of transit pitches to address the short-term accommodation needs of households travelling through Central Lancashire. An analysis of existing evidence of unauthorised encampment activity would suggest the following transit requirements:

- Chorley 5 transit pitches (to accommodate up to 10 caravans);
- Preston 5 transit pitches (to accommodate up to 10 caravans)
- South Ribble 5 transit pitches (to accommodate up to 10 caravans).

It is recommended that a sub-regional transit site is developed comprising 5 pitches (which would accommodate up to 10 caravans) to address these needs.

# 1. Introduction

## GTAA 2019 overview

- 1.1 In October 2018, arc<sup>4</sup> was commissioned jointly by Chorley Council, Preston City Council and South Ribble Borough Council to update the Gypsy and Traveller Accommodation Assessment (GTAA) evidence base. This will identify the accommodation needs of Gypsies and Travellers and Travelling Showpeople across Central Lancashire.
- 1.2 The overall objective of the Gypsy and Traveller Accommodation Assessment is to form a clear evidence basis to inform the development of planning policies relating to Gypsy and Travellers and Travelling Showpeople.
- 1.3 The overall objectives of the GTAA 2019 are:
  - to carry out an assessment of Gypsy and Traveller, and Travelling Showpeople accommodation needs (including houseboat dwellers) over the plan period for each of the respective Councils in accordance with the NPPF and PPTS; and
  - make recommendations on pitch/plot provision (and moorings), including the split between permanent and transit requirements over the plan period and any further policy recommendations relevant to planning for the needs for Gypsy and Travellers, and Travelling Showpeople.
- 1.4 To clarify, when locations are stated in the report, Chorley = Chorley Borough; Preston= City of Preston; South Ribble = South Ribble Borough, unless otherwise stated.

## Who the study covers

- 1.5 The GTAA 2019 adopts the definition of ‘Gypsies and Travellers’ set out within *Planning policy for traveller sites* (PPTS), which was published by the Government in August 2015. This sets out the following definition of ‘Gypsies and Travellers’:

*‘Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family’s or dependants’ educational or health needs or old age have ceased to travel temporarily, but excluding members of an organised group of Travelling Showpeople or circus people travelling together as such.’<sup>2</sup>*

- 1.6 In addition, PPTS 2015 provides the following ‘clarification’ for determining whether someone is a Gypsy or Traveller:

*‘In determining whether persons are “gypsies and travellers” for the purposes of this planning policy, consideration should be given to the following issues amongst other relevant matters:*

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<sup>2</sup> DCLG *Planning policy for traveller sites* August 2015 Annex 1, para 1

- a) whether they previously led a nomadic habit of life
- b) the reasons for ceasing their nomadic habit of life
- c) whether there is an intention of living a nomadic habit of life in the future, and if so, how soon and in what circumstances.<sup>3</sup>

1.7 The following definition of ‘Travelling Showpeople’ is set out in PPTS 2015:

*‘Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family’s or dependants’ more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily, but excludes Gypsies and Travellers as defined above.’<sup>4</sup>*

1.8 In addition:

*‘For the purposes of this planning policy, “pitch” means a pitch on a “gypsy and traveller” site and “plot” means a pitch on a “travelling showpeople” site (often called a “yard”). This terminology differentiates between residential pitches for “gypsies and travellers” and mixed-use pitches for “travelling showpeople”, which may/will need to incorporate space or to be split to allow for the storage of equipment.’<sup>5</sup>*

1.9 For the purposes of this study, therefore, Gypsies and Travellers live on pitches on sites, whilst Travelling Showpeople live on plots on yards.

1.10 This GTAA expresses two levels of need for pitches: a ‘cultural’ and ‘PPTS’ need. This is to ensure that the overall needs of the Travelling community are fully reflected in the evidence base which needs to accord with planning and wider policies. A fully glossary of terms can be found at Appendix D.

## Report structure

1.11 The GTAA 2019 report structure is as follows:

- **Chapter 1 Introduction:** provides an overview of the study;
- **Chapter 2 Policy and local context:** presents a review of the policy context which guides the study, including a consideration of the specific local context of Central Lancashire;
- **Chapter 3 Methodology:** provides details of the study’s research methodology;
- **Chapter 4 Review of current Gypsy and Traveller population and provision of pitches/plots:** reviews and estimates of the Gypsy and Traveller and Travelling Showpeople population across Central Lancashire and existing site provision;

<sup>3</sup> DCLG *Planning policy for traveller sites* August 2015 Annex 1, para 2

<sup>4</sup> DCLG *Planning policy for traveller sites* August 2015 Annex 1, para 3

<sup>5</sup> DCLG *Planning policy for traveller sites* August 2015 Annex 1, para 5

- **Chapter 5** **Household survey findings:** presents relevant data obtained from the household survey research;
- **Chapter 6** **Stakeholder consultation:** summarises views of stakeholders expressed through the online survey;
- **Chapter 7** **Pitch/plot/transit requirements:** focuses on current and future pitch/plot requirements. This chapter includes a detailed assessment of drivers of demand, supply and current shortfalls across the study area; and
- **Chapter 8** **Conclusion and strategic response:** concludes the report, bringing together the different strands of the research and identifying headline issues, including recommending ways in which these could be addressed.

1.12 The report is supplemented by the following appendices:

- **Appendix A** Which provides details of the legislative background underpinning accommodation issues for the Travelling community;
- **Appendix B** Review of policy, guidance, reports and best practice notes;
- **Appendix C** Fieldwork questionnaires;
- **Appendix D** Glossary of terms.

## 2. Policy and local context

- 2.1 This study is grounded in an understanding of the national legislative and planning policy context that underpins the assessment and provision of accommodation for Gypsies and Travellers, Travelling Showpeople and houseboat dwellers.
- 2.2 Appendix A sets out the legislative background that is relevant to accommodation issues and Appendix B provides a review of Government policy and guidance that has been published in recent years, alongside other key reports and best practice advice.
- 2.3 This chapter sets out the policy context within which this GTAA has been prepared, including a consideration of the local context of Central Lancashire.

### Government policy and guidance

#### Gypsy and Traveller Accommodation Needs Assessments Guidance 2007 (withdrawn)

- 2.4 The calculation of pitch/plot requirements in the GTAA 2019 is based on established DCLG modelling methodology, as advocated in *Gypsy and Traveller Accommodation Needs Assessment Guidance* (DCLG, 2007). Although this Guidance was formally withdrawn in December 2016, in the absence of any updated guidance on the subject it continues to provide a best practice approach for needs modelling. This approach has also been adopted by arc4 in other Lancashire authorities.
- 2.5 This approach comprises an assessment of the current needs of Gypsies and Travellers and Travelling Showpeople and a projection of future needs. The Guidance advocates the use of a fieldwork survey to supplement secondary source information and derive key supply and demand information.

#### Planning policy for traveller sites, PPTS 2012

- 2.6 In 2012, the Government published both the National Planning Policy Framework (NPPF)<sup>6</sup> and its accompanying Planning Practice Guidance (PPG) documents covering a range of topics. They also published some separate planning policy documents, including *Planning policy for traveller sites*<sup>7</sup> (PPTS 2012). These documents replaced all previous national planning policy in respect of Gypsies and Travellers and Travelling Showpeople.
- 2.7 Previously, local planning authorities had been required to set aside enough land for Gypsy and Traveller sites, with their targets set in regional plans. However, the Coalition Government abolished regional planning under the provisions of the Localism Act 2011. The approach set out in PPTS 2012 instead, encouraged local planning authorities to

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<sup>6</sup> DCLG National Planning Policy Framework March 2012

<sup>7</sup> DCLG *Planning policy for traveller sites* March 2012 (now superseded)

form their own evidence base for accommodation needs in their area and use this to set their own pitch and plot targets for their Local Plan.

### Written Ministerial Statement, July 2015

- 2.8 Technical adjustments were made to paragraphs 49 and 159 of the NPPF by a Written Ministerial Statement (WMS) on 22<sup>nd</sup> July 2015<sup>8</sup>, following a High Court judgement (Wenman v Secretary of State).
- 2.9 In relation to paragraph 49, the WMS stated that those persons who fall within the definition of ‘traveller’ under the PPTS, cannot rely on the lack of a five-year supply of deliverable housing sites under the NPPF to show that relevant policies for the supply of housing are not up to date. Such persons should have the lack of a five-year supply of deliverable traveller sites considered in accordance with Planning Policy for Traveller Sites.
- 2.10 Regarding paragraph 159, the WMS clarified that the PPTS sets out how ‘travellers’ accommodation needs should be assessed. However, those who do not fall under that definition should have their accommodation needs addressed under the provisions of the NPPF.

### PPTS 2015

- 2.11 An updated *Planning policy for traveller sites* (PPTS 2015) was published in August 2015<sup>9</sup>. PPTS 2015 introduced some key changes to policy, including by changing the definitions of ‘Gypsy and Traveller’ and ‘Travelling Showperson’ by deleting the word ‘permanently’ in relation to their travelling habits, so that for planning-related purposes the definitions of Gypsies and Travellers and Travelling Showpeople have been changed to exclude those who have permanently stopped travelling. In addition, the following ‘clarification’ was added:

*‘In determining whether persons are “gypsies and travellers” for the purposes of this planning policy, consideration should be given to the following issues amongst other relevant matters:*

- a) whether they previously led a nomadic habit of life*
- b) the reasons for ceasing their nomadic habit of life*
- c) whether there is an intention of living a nomadic habit of life in the future, and if so, how soon and in what circumstances.’<sup>10</sup>*

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<sup>8</sup> <https://www.parliament.uk/business/publications/written-questions-answers-statements/written-statement/Lords/2015-07-22/HLWS167/>

<sup>9</sup> DCLG *Planning policy for traveller sites* August 2015

<sup>10</sup> DCLG *Planning policy for traveller sites* August 2015 Annex 1, para 2

## Planning policy statement, August 2015

- 2.12 Alongside the publication of the revised policy document on 31<sup>st</sup> August 2015, a letter and accompanying planning policy statement were issued by the DCLG Chief Planner (Steve Quartermain)<sup>11</sup> to Chief Planning Officers in England. The letter and planning policy statement dealt specifically with the issue of *Green Belt protection and intentional unauthorised development*. On 17<sup>th</sup> December 2015, the Minister of State for Housing and Planning (Brandon Lewis) made a Written Statement confirming the changes to national policy set out in the letter and statement.<sup>12</sup>

### *Intentional unauthorised development*

- 2.13 The planning policy statement issued with PPTS 2015<sup>13</sup> (and confirmed by Ministerial Statement<sup>14</sup>) makes clear that if a site is intentionally occupied without planning permission this would be a material consideration in any retrospective planning application for that site. Whilst this does not mean that retrospective applications will be automatically refused, it does mean that failure to seek permission in advance of occupation will count against the application.
- 2.14 In addition, PPTS 2015 (paragraph 12) makes clear that in exceptional cases where a local authority is burdened by a large-scale unauthorised site that has significantly increased their need, and their area is subject to strict and special planning constraints, then there is no assumption that the local authority will be required to meet their Gypsy and Traveller site needs in full. This is intended to protect local planning authorities with significant land constraints from being required to provide for additional needs arising directly from large sites such as Dale Farm (a large unauthorised site in Essex).

## Draft Guidance to local housing authorities on the periodical review of housing needs: caravans and houseboats, March 2016

- 2.15 In March 2016, the DCLG published *Draft guidance on the periodical review of housing needs: Caravans and Houseboats*. The draft Guidance related to Clause 115 of the Housing and Planning Bill, which has become Section 124 of the Housing and Planning Act 2016 (passed in May 2016).
- 2.16 The draft Guidance explains how Government wants local housing authorities to interpret changes to accommodation needs assessments (as required by Section 8 of the Housing Act 1985), specifically in relation to caravans and houseboats.

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<sup>11</sup>[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/457632/Final\\_Chief\\_Planning\\_Officer\\_letter\\_and\\_written\\_statement.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/457632/Final_Chief_Planning_Officer_letter_and_written_statement.pdf)

<sup>12</sup><http://www.parliament.uk/business/publications/written-questions-answers-statements/written-statement/Commons/2015-12-17/HCWS423/>

<sup>13</sup>[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/457632/Final\\_Chief\\_Planning\\_Officer\\_letter\\_and\\_written\\_statement.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/457632/Final_Chief_Planning_Officer_letter_and_written_statement.pdf)

<sup>14</sup><http://www.parliament.uk/business/publications/written-questions-answers-statements/written-statement/Commons/2015-12-17/HCWS423/>



- 2.17 In the carrying out of accommodation needs assessments, the draft Guidance stresses the importance of close engagement with the community. The use of existing data along with conducting a specialist survey is recommended.
- 2.18 The draft guidance has been taken into account in the planning, preparation and undertaking of this GTAA for Central Lancashire.

### Revised National Planning Policy Framework (NPPF), July 2018 and February 2019

- 2.19 In July 2018, the Ministry of Housing, Communities and Local Government published the Revised National Planning Policy Framework (NPPF), with a further update published in February 2019. Updating the original NPPF which was published in 2012, the Revised NPPF sets out 17 topic-based chapters which reflect the Government's development priorities. There is a particular focus on delivering solutions to the housing crisis through the plan-led system.
- 2.20 Chapter 5, *'Delivering a sufficient supply of homes'*, sets out the Government's objective of significantly boosting the supply of homes including meeting the needs of groups with specific housing requirements (paragraph 59). It states that in determining the minimum number of homes needed, strategic plans should be based upon a local housing need assessment. This should be conducted using the standard method unless there are exceptional circumstances and also taking into account any needs that cannot be met within neighbouring areas (paragraph 60).
- 2.21 It is then set out in paragraph 61 that:
- 'Within this context, policies should identify the size, type and tenure of homes required for different groups in the community (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their own homes.'*
- 2.22 An additional footnote to the word *'travellers'* provides further definition:
- 'Planning Policy for Traveller Sites sets out how travellers' housing needs should be assessed for those covered by the definition in annex 1 of that document'*

### Planning policy context: 'cultural' and 'PPTS' need

- 2.23 Further to the publication of updated PPTS in August 2015, the 2007 GTAA Guidance was withdrawn and there was considerable confusion regarding what accommodation needs should be assessed and the best methodological approach.
- 2.24 A major change in planning policy, introduced by PPTS 2015, was the amended definition of the group to which the policy applies. The definitions of both 'Gypsy and Traveller' and 'Travelling Showperson' have been amended to exclude, for planning purposes, anyone who has stopped travelling on a permanent basis. It continues to include those who have ceased to travel temporarily. Essentially, this created a more

- restricted 'PPTS 2015' definition which applies to those who follow a nomadic habit of life.
- 2.25 This GTAA expresses two levels of need for pitches: a 'cultural' and 'PPTS' need. This is to ensure that the overall needs of the Travelling community are fully reflected in the evidence base which needs to accord with planning and wider policies.
- 2.26 Paragraph 61 of the 2019 NPPF recognises the need to assess a range of community needs including those of Travellers. The February 2019 PPG which accompanies the NPPF states 'the household projections that form the baseline of the standard method are inclusive of all households including Travellers as defined with Planning Policy for Travelling Sites'<sup>15</sup> The NPPF states that the PPTS sets out how travellers' housing needs should be assessed for those covered by the definition in Annex 1 of that document. The planning policy therefore differentiates between 'travelling' and 'non-travelling' Gypsies and Travellers.
- 2.27 For non-travelling Travellers, their needs should also be met by the requirements of the NPPF as non-travelling households are a component of overall housing need. Additionally, the Human Rights Act 1998 and the Equalities Act 2010 protects the cultural choice of Gypsies and Travellers to live in mobile accommodation and therefore there is a need to plan for this type of accommodation. The Housing and Planning Act 2016 section 124 also makes specific reference to the needs of households living in caravans.
- 2.28 Therefore, our GTAAs establish an overall 'cultural' need for pitches which accords with the overall need for the Travelling community and takes into account the Human Rights Act 1998, the Equalities Act 2010 and the Housing and Planning Act 2016 section 124. A PPTS 'policy filter' is then applied to identify the level of need associated with those households meeting the definitions set out in the PPTS Annex 1. It is our understanding that the needs arising from the PPTS analysis establishes the level of need against which a 5-year land supply is assessed but Councils should be mindful of a wider obligation to consider overall 'cultural' need.
- 2.29 Our assessment methodology is set out in Chapter 3 and the outworking of this approach for the boroughs is set out in Chapter 7.

## Strategic context

- 2.30 Despite the revocation of regional spatial strategies, the need for strategic planning remains, especially to ensure coherent planning beyond local authority boundaries. To this end the Localism Act 2011 and the NPPF set out that public bodies have a duty to cooperate on planning issues that cross administrative boundaries (NPPF 2019, paragraph 24).
- 2.31 PPTS 2015 sets out that the preparation of Local Plans and setting of pitch and plot targets should be undertaken by local planning authorities working collaboratively with neighbouring planning authorities (paragraphs 8 and 9). It reiterates that local planning

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<sup>15</sup> Paragraph: 017 Reference ID: 2a-017-20190220

authorities have a duty to cooperate on planning issues that cross administrative boundaries (paragraph 10).

## Local context

- 2.32 A Central Lancashire Local Plan is currently being prepared which runs to 2036. The plan will cover the three Central Lancashire districts of Chorley, Preston and South Ribble. It will replace the Central Lancashire Core Strategy which was adopted in 2012 along with the Local Plans for each district which were adopted in 2015.
- 2.33 The GTAA 2019 forms part of the evidence base for the Central Lancashire Local Plan. For the purposes of the GTAA, it is assumed that the needs identified in each local authority area are to be met within that local authority.

## 3. Methodology

- 3.1 In order to achieve a clear and transparent evidence base and deliver the objectives of the study, the following methodology was developed based on the requirements of current Government policy<sup>16</sup> and following an established and approved approach<sup>17</sup>.
- 3.2 Fundamental to the methodological approach adopted by arc<sup>4</sup> is the priority of collecting up-to-date primary data to inform all aspects of the research base. In particular in relation to GTAA surveys, this includes meaningful engagement with members of the local Gypsy and Traveller and Travelling Showpeople community. Through our links with Traveller representatives and the sensitive approach of our experienced field team, we have a track-record of obtaining a high degree of participation from local households living on pitches, plots or bricks and mortar accommodation within the relevant study area. In addition, we engage with local and strategic stakeholders who have an understanding and experience of Traveller issues, which assists in informing the findings of the study.
- 3.3 The methodology for the Central Lancashire GTAA 2019 has therefore comprised:
- Desktop analysis of existing documents, including data on pitches/sites, plots/yards and unauthorised encampments;
  - The collection of primary data, including a household interviews with Gypsies and Travellers and Travelling Showpeople and collection of information from households living on the Council site in Preston;
  - An online stakeholder survey; and
  - An assessment of accommodation needs taking into account all available data and information.
- 3.4 The information gathering has been carried out in three phases, as outlined below:
- Phase 1: Literature/desktop review and steering group discussions;
  - Phase 2: Fieldwork survey (including census) and interviews with Gypsies and Travellers and Travelling Showpeople;
  - Phase 3: Online survey of stakeholders; and
  - Phase 4: Needs assessment and production of the GTAA 2019 report.

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<sup>16</sup> DCLG Planning policy for traveller sites (PPTS), August 2015 and planning policy statement of 31<sup>st</sup> August 2015, as reviewed in Chapter 2.

<sup>17</sup> DCLG Gypsy and Traveller Accommodation Needs Assessments Guidance, October 2007, cancelled in December 2016, but providing a standard and approved approach, as reviewed in Chapter 2.

## Phase 1: Literature/desktop review and steering group discussions

- 3.5 This phase comprised a review of available literature, including legislative background and best practice information; and analysis of available secondary data relating to Gypsies and Travellers and Travelling Showpeople in Central Lancashire.
- 3.6 Relevant regional, sub-regional and local information has been collected, collated and reviewed, including information on:
- The national policy and legislative context;
  - Current policies towards Gypsies and Travellers in the borough (drawn from Local Authority policy documents, planning documents, housing strategies and homelessness strategies); and
  - Analysis of existing data sources available from the Council.
- 3.7 This information has helped to shape the development of this report, and in particular the review of the legislative and policy context set out in Chapter 2.
- 3.8 The project steering group was fully consulted regarding the most appropriate methodology for undertaking the assessment work, including site fieldwork, and provided stakeholder contact information for undertaking the stakeholder survey.

## Phase 2: Fieldwork survey and interviews with Gypsies and Travellers and Travelling Showpeople

- 3.9 The primary fieldwork for this study comprised survey work with Gypsies and Travellers. The questionnaire (Appendix C) was designed by arc<sup>4</sup> in consultation with the project steering group and builds upon our standard questionnaire.
- 3.10 The household survey was undertaken by arc<sup>4</sup>. The overarching aim of the fieldwork was to maximise the number of interviews secured from Gypsy and Traveller, Travelling Showpeople and houseboat households living within the borough. Consulting with the project steering group prior to the fieldwork survey ensured that the fieldwork team had a good understanding of the local issues facing Gypsies and Travellers and Travelling Showpeople and helped to maximise the community's participation in the study.
- 3.11 The cultural needs of Gypsies and Travellers and Travelling Showpeople differ from those of the rest of the population and consideration of culturally specific requirements such as the need for additional permanent caravan sites and/or transit sites and/or stopping places (or improvements to existing sites) are key to this study. The research has therefore explicitly sought information from Gypsies and Travellers and Travelling Showpeople from across the borough living in different types of accommodation.
- 3.12 Fieldwork was carried out in December 2018. Responses achieved are presented in Table 3.1.
- 3.13 The site observation and fieldwork survey confirmed that there are 5 households living on sites across Chorley, 21 households living on pitches in Preston and no households in South Ribble. Information was obtained for all (100%) households living on sites in

Chorley and Preston. This was achieved through interviews with residents and detailed information was obtained from households living on the Leighton Street site in Preston. At the time of the survey, residents on the Leighton Street site had received a letter stating that the ownership of the site may change. Given the anxiety this had caused, it was felt inappropriate to engage directly with households and instead relevant information on site occupancy was obtained from the site manager.

- 3.14 Regarding Travelling Showpeople, the previous GTAA identified a need for 8 plots
- 3.15 The 2011 Census identified a total of 58 households across Central Lancashire where the Household Reference Person had a ‘White: Gypsy or Irish Traveller’ ethnicity:
- Chorley 16 households (12 lived in bricks and mortar and 4 in a caravan or other mobile or temporary structure);
  - Preston 35 households (27 lived in bricks and mortar and 8 in a caravan or other mobile or temporary structure);
  - South Ribble 7 households (5 lived in bricks and mortar and 2 in a caravan or other mobile or temporary structure)
- 3.16 The previous GTAA interviewed 9 households living in bricks and mortar accommodation. This evidenced a need for 1 pitch over the period 2013/14 to 2017/18. Further interviews were attempted as part of the 2019 GTAA but due to GDPR it was not possible to engage the support of the Traveller Liaison service who had previously assisted.
- 3.17 An allowance for need arising from bricks and mortar households is considered where appropriate and the assumptions for each district regarding this need are set out in Chapter 7.

<b>Table 3.1 Household responses achieved by tenure and type of accommodation</b>					
<b>Gypsies and Travellers: Chorley</b>					
<b>Tenure and type of site</b>	<b>Pitch numbers</b>			<b>Household numbers</b>	
	<b>Total pitches</b>	<b>Total vacant</b>	<b>Occupied pitches</b>	<b>Total households</b>	<b>Interviews achieved</b>
Council (permanent) authorised	0	0	0	0	0
Private (permanent) authorised	0	0	0	0	0
Private (temporary) authorised	2	0	2	5	5
<b>Total Gypsy and Traveller</b>	<b>2</b>	<b>0</b>	<b>2</b>	<b>5</b>	<b>5</b>
<b>Gypsies and Travellers: Preston</b>					
<b>Tenure and type of site</b>	<b>Pitch numbers</b>			<b>Household numbers</b>	
	<b>Total pitches</b>	<b>Total vacant</b>	<b>Occupied pitches</b>	<b>Total households</b>	<b>Interviews achieved</b>
Council (permanent) authorised	15	0	15	15	15
Private (permanent) authorised	0	0	0	0	0
Private unauthorised	5	0	5	6	6
<b>Total Gypsy and Traveller</b>	<b>20</b>	<b>0</b>	<b>20</b>	<b>21</b>	<b>21</b>
<b>Gypsies and Travellers: South Ribble</b>					
<b>Tenure and type of site</b>	<b>Pitch numbers</b>			<b>Household numbers</b>	
	<b>Total pitches</b>	<b>Total vacant</b>	<b>Occupied pitches</b>	<b>Total households</b>	<b>Interviews achieved</b>
Council (permanent) authorised	0	0	0	0	0
Private (permanent) authorised	0	0	0	0	0
Private unauthorised	0	0	0	0	0
<b>Total Gypsy and Traveller</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

- 3.18 arc<sup>4</sup>'s methodology includes analysing the household survey findings to determine the self-defined travelling practices of each interviewed household. This includes answers to questions of travelling history (current and year preceding); reasons for travel; travel plans (current year and the next five years); annual duration of travel (recent and planned); destinations and reasons for travel; and reasons for not travelling (now and in the future). By translating this assessment of each household's 'PPTS-compliance' into a proportion of the population in question, it can be determined what percentage of households fall within the 'PPTS 2015' definition. By contrast, all households identifying as part of the Gypsy and Traveller or Travelling Showpeople community are contained within a broader 'cultural' definition.
- 3.19 Analysis of the household survey data established that all respondent households on pitches across Central Lancashire meet the PPTS 2015 definition of being a Gypsy/Traveller household. These households meet the definition by either travelling in the preceding year or within the past 5 years and/or intend to travel in the next year or in any year in the next five years. This is discussed further in the analysis in Chapter 7.

### Phase 3: Stakeholder survey

- 3.20 The survey of stakeholders was conducted during January and February 2019 and using an online questionnaire. Contact information for key stakeholders was provided by

Council officers. Stakeholders were contacted and asked to participate in the online questionnaire, answering whichever questions they felt were relevant to their knowledge and experience. The stakeholder consultation invited representatives from all of the neighbouring local authorities, who were requested to provide information regarding their local situation and provision, including issues such as unauthorised encampment activity. This approach assists the Council in meeting their requirements under the Duty to Cooperate.

- 3.21 The questionnaire was initially made available from 28<sup>th</sup> January to 8<sup>th</sup> February 2019. A reminder email was sent out on the 6<sup>th</sup> Feb to encourage as many responses as possible. Following the reminder an extension was provided to the original deadline giving non-respondents an extra five days to reply (11<sup>th</sup> Feb to 15<sup>th</sup> Feb) to maximise participation. A total of 7 responses to the stakeholder survey were obtained and the findings of the online stakeholder survey are set out in Chapter 6 of this report.

### Phase 4: Needs assessment and production of report

- 3.22 The assessment of pitch requirements has been calculated by utilising information on current supply of pitches and the results from the survey. The overall number of pitches has been calculated using local authority and fieldwork survey information, with likely capacity through turnover assessed through the household survey and discussions with those who manage the council-owned sites.
- 3.23 A detailed explanation of the analysis of pitch requirements is contained in Chapter 7 but briefly comprises analysis of the following elements:
- Current pitch provision, households living in bricks and mortar accommodation; households planning to move in the next five years, and emerging households to give total need for pitches; and
  - Supply based on the number of authorised pitches and turnover on sites on public pitches.
- 3.24 The overall need for pitches is then compared with the overall supply.
- 3.25 The need for transit pitches was calculated using unauthorised encampment data which set out how many encampments had taken place and the number of caravans on them. The survey also asked households if they felt there was a need for transit pitches.

### Pitches and households

- 3.26 One of the key challenges faced when assessing Gypsy and Traveller pitch requirements is the actual nature of pitches and how this relates to the number of households they can support.
- 3.27 PPTS 2015 refers to the need for Local Planning Authorities to '*identify and update annually, a supply of specific deliverable sites sufficient to provide 5 years' worth of sites against their locally set targets*' and '*relate the number of pitches/plots to the circumstances of the specific size and location of the site and the surrounding population's size and density*' (PPTS 2015, paragraph 10).



- 3.28 Planning decision notices usually refer to the number of pitches on a site or the specifics of what can be on a pitch e.g. statics, tourers; or specific individuals and/or households.
- 3.29 As part of the GTAA, it is essential that the characteristics of sites, the number of pitches and how many households these can support is carefully considered. There are a range of issues which need to be considered when reviewing site and pitch characteristics and their potential implications for future pitch and site requirements which are now summarised.

### Site and pitch size

- 3.30 There are no definitive parameters for site or pitch sizes. Previous Design Guidance (DCLG, 2008) states in paragraph 4.4 that *'Gypsy and Traveller sites are designed to provide land per household which is suitable for a mobile home, touring caravan and a utility building, together with space for parking. Sites of various sizes, layouts and pitch numbers operate successfully today and work best when they take into account the size of the site and the needs and demographics of the families resident on them'*.
- 3.31 Paragraph 4.47 states that *'to ensure fire safety it is essential that every trailer, caravan or park home must be not less than 6 metres from any other trailer, caravan or park home that is occupied separately'*.
- 3.32 Paragraph 7.12 states that *'as a general guide, it is possible to specify that an average family pitch must be capable of accommodating an amenity building, a large trailer and touring caravan (or two trailers, drying space for clothes, a lockable shed (for bicycles, wheelchair storage etc.), parking space for two vehicles and a small garden area'*.
- 3.33 Paragraph 4.13 states that *'smaller pitches must be able to accommodate at least an amenity building, a large trailer, drying space for clothes and parking for at least one vehicle'*.

### Occupancy

- 3.34 A pitch may accommodate more than one family unit, for instance it could include a family, older children who have formed their own household and other family members. This could lead to potential overcrowding and this is considered as part of the GTAA household survey.
- 3.35 Private sites may restrict occupancy to close family/friends. This limits opportunity for others to move onto the site, but this restrictive occupancy may provide for emerging needs within a household, for example as grown-up children (previously living within a parent(s) or grandparent(s) home) form independent households of their own.
- 3.36 Quality, size of pitch and proximity of caravans on pitches vary dramatically.

## Response

- 3.37 For each site, a pragmatic and reasonable judgement should be made as part of the GTAA regarding the number of pitches or sub-divisions on sites. This may relate to the number of families living on sites and could consider the potential intensification of sites (for instance through further sub-division, extension or use of vacant areas within the site). Capacity and layout of sites should be identified through site observation (directly or indirectly through Google maps or similar), planning history, local knowledge, and enforcement and liaison officers.
- 3.38 Pitches can become intensified or sub-divided once planning applications have been approved. These sub-divisions tend to be tolerated by councils. Often pitches become subdivided to provide space for newly forming households, particularly from family members.

## 4. Review of the Gypsy, Traveller and Travelling Showpeople population and existing provision of pitches and plots

- 4.1 This chapter looks at the current picture in terms of the current population and demography of Gypsies and Travellers across the study area before going on to explore the extent and nature of provision across the area.

### 2011 Census population estimates

- 4.2 Whilst it is recognised that some families may not identify themselves as Gypsies or Travellers in research, the 2011 Census<sup>18</sup> identifies a total of 58 households in Central Lancashire where the Household Reference Person (HRP) has a ‘White: Gypsy or Irish Traveller’ (WGoIT) ethnicity (Table 4.1a). Overall, 75.9% live in bricks and mortar and 24.1% live in caravans/mobiles/temporary structures.

Borough	Total: Accommodation type	House or bungalow	A flat, maisonette or apartment	A caravan or other mobile or temporary structure
Chorley	16	10	2	4
Preston	35	23	4	8
South Ribble	7	4	1	2
Central Lancashire Total	58	37	7	14

Source: 2011 Census CT0128

- 4.3 The 2011 Census provides further information on actual residents and Table 4.1b provides details of the number of people identifying as a White Gypsy or Irish Traveller by accommodation type.

<sup>18</sup> Tables 4.1a to 4.1b are taken from the Census 2011. Special tables were commissioned by ONS to cover the ethnicity and several data sets were produced and made available on the ONS website on the 21<sup>st</sup> January 2014. See Tables CT0127 and CT0128. Main article: <http://www.ons.gov.uk/ons/re/census/2011-census-analysis/what-does-the-2011-census-tell-us-about-the-characteristics-of-gypsy-or-irish-travellers-in-england-and-wales-/index.html>

**Table 4.1b People from households identifying as White Gypsy or Irish Traveller by accommodation type**

Borough	Total: Accommodation type	House or bungalow	A flat, maisonette or apartment	A caravan or other mobile or temporary structure
Chorley	37	16	4	17
Preston	99	52	11	36
South Ribble	17	9	4	4
Central Lancashire Total	153	77	19	57

Source: 2011 Census

- 4.4 Table 4.1c provides an analysis of people and households and shows that the average household size is 2.6 persons for Gypsies and Travellers in Central Lancashire, and this is much higher at 4.1 for households living in caravans/mobile/temporary structures. This compares with an average household size of 2.3 (down from 2.4 in 2001) for the UK as a whole across all households.

**Table 4.1c People per Household, Calculation by Accommodation Type**

Borough	Total: Accommodation type	House or bungalow	A flat, maisonette or apartment	A caravan or other mobile or temporary structure
Chorley	2.3	1.6	2.0	4.3
Preston	2.8	2.3	2.8	4.5
South Ribble	2.4	2.3	4.0	2.0
Central Lancashire Total	2.6	2.1	2.7	4.1

Source: 2011 Census

## Caravan Count information

- 4.5 Snapshot counts of the number of Gypsy and Traveller caravans were requested by the Government in 1979 and have since been undertaken bi-annually by local authorities on a voluntary basis every January and July<sup>19</sup>. Their accuracy varies between local authorities and according to how information is included in the process. A major criticism is the non-involvement of Gypsies and Travellers themselves in the counts. However, the counts, conducted on a single day twice a year, are the only systematic source of information on the numbers and distribution of Gypsy and Traveller caravans and trailers. The counts include caravans (or trailers) on and off authorised sites (i.e. those with planning permission) but do not relate necessarily to the actual number of pitches on sites.

<sup>19</sup> Historically caravan counts have not included Travelling Showpeople. Since 2010 the Government has requested that January counts include Travelling Showpeople, however, the figures relating to Travelling Showpeople are reported separately and not included in the overall count figures.

- 4.6 The figures for the last seven Traveller caravan count for Central Lancashire authorities are set out in Tables 4.2 to 4.4. For Chorley, there have been an average of 4 (rounded) caravans in the last seven counts; for Preston an average of 28 (rounded) and for South Ribble there was only one caravan reported across all the counts.

Table 4.2 Bi annual Traveller caravan count figures January 2016 to July 2018				
	Authorised sites with planning permission		Unauthorised sites without planning permission	Total
	Social Rented	Total Private (Temporary Authorised)	Total Unauthorised	
<b>Chorley</b>				
Jan 2016	0	3	0	3
Jul 2016	0	5	6	11
Jan 2017	0	5	0	5
Jul 2017	0	2	0	2
Jan 2018	0	5	0	5
Jul 2018	0	2	0	2
Jan 2019	0	5	0	5
Seven-Count Average	0.0	3.9	1.0	4.7
Seven-Count % Average	0.0%	81.2	18.2%	100.0%

Source: MHCLG Traveller Caravan Count, Live Table 1 (July 2018)

Table 4.3 Bi annual Traveller caravan count figures January 2016 to July 2018				
	Authorised sites with planning permission		Unauthorised sites without planning permission	Total
	Social Rented	Total Private	Total Unauthorised	
<b>Preston</b>				
Jan 2016	22	8	0	30
Jul 2016	23	0	12	35
Jan 2017	22	0	0	22
Jul 2017	23	0	8	31
Jan 2018	22	0	0	22
Jul 2018	23	0	8	31
Jan 2019	22	0	0	22
Seven-Count Average	22	1	4	28
Seven-Count % Average	81.3%	4.1%	14.5%	100.0%

Source: MHCLG Traveller Caravan Count, Live Table 1 (July 2018)

South Ribble	Authorised sites with planning permission		Unauthorised sites without planning permission	Total
	Social Rented	Total Private	Total Unauthorised	
Jan 2016	0	0	0	0
Jul 2016	0	0	0	0
Jan 2017	0	0	0	0
Jul 2017	0	0	0	0
Jan 2018	0	0	1	1
Jul 2018	0	0	0	0
Jan 2019	0	0	0	0
Six-Count Average	0.0	0.0	0.2	0.2
Six-Count % Average	0.00%	0.00%	100.00%	100.00%

Source: MHCLG Traveller Caravan Count, Live Table 1 (July 2018)

- 4.7 In addition to the bi-annual Traveller Caravan Count, there is an annual snapshot count of the number of Travelling Showpeople caravans, which is undertaken alongside the January count of Gypsy and Traveller caravans (as above). The most recently available published data is therefore January 2018. For all districts there have been no reported Travelling Showperson caravans over the period 2014-2018.

## Local information

- 4.8 Table 4.5 sets out the number of sites and pitches across Central Lancashire. Broadly speaking, authorised sites are those with planning permission and can be on either public or privately-owned land. Unauthorised sites are made up of either longer term<sup>20</sup> unauthorised encampments<sup>21</sup>, that have been in existence for some considerable time and so can be considered to be indicative of a permanent need for accommodation (in some instances local authorities class these as tolerated sites and do not take enforcement action to remove them); and unauthorised developments, where Travellers are residing upon land that they own and that does not have planning permission (see Appendix D for more detailed definitions).
- 4.9 In terms of Gypsy and Traveller site provision across Central Lancashire there is one permanent local authority site (15 pitches) and one unauthorised (formerly temporary authorised) site in Preston (5 pitches), and one temporary authorised site in Chorley (2 pitches). Site locations shown on Map 4.1.

<sup>20</sup> Approximately three months or longer

<sup>21</sup> Please note that unauthorised encampments also encompass short-term illegal encampments, which are more indicative of transit need, see para 7.10 for more information on these encampments.

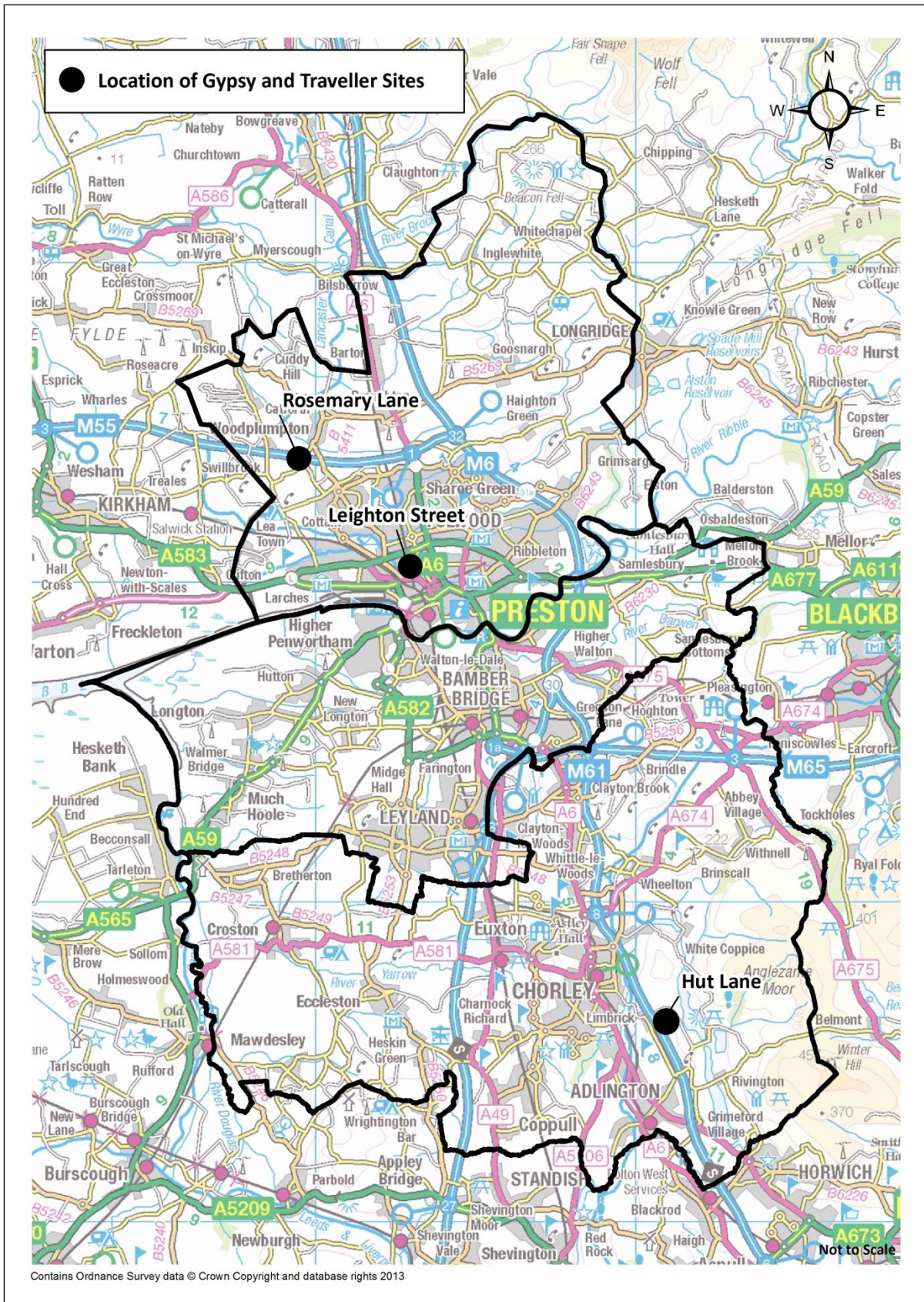
Site Name	Site Location	Type of Site	Ownership	Original information provided by LAs	Final Pitch Figures	Households	Status of site
2 Heath Paddock, Hut Lane	Hut Lane, Heath Charnock, Chorley PR6 9FP	Temporary Authorised	Private	2 mobile homes, 3 touring caravans	<b>2</b>	5*	Temporary Authorised
Leighton Street	Leighton Street Preston, PR1 2XP	Official Site	Public	15 (14 plus site manager)	<b>15</b>	15	Permanent
Rosemary Lane	Land off Rosemary Lane, Catforth, Preston PR4 0HB	Unauthorised (previously Temporary Authorised which ended July 2016)	Private	No more than 8 caravans (no more than 2 should be static caravans or mobile homes)	<b>5</b>	6	Unauthorised (previously temporary authorised)

\*This includes 4 households authorised to live on the site plus an additional elderly relative

Summary of Site Provision	No sites	No pitches
TOTAL AUTHORISED PRIVATE (PERMANENT)	<b>0</b>	<b>0</b>
TOTAL AUTHORISED LOCAL AUTHORITY (PERMANENT)	<b>1</b>	<b>15</b> <b>(including manager's pitch)</b>
TOTAL PRIVATE (TEMPORARY)	<b>1</b>	<b>2</b>
TOTAL UNAUTHORISED (PREVIOUSLY TEMPORARY AUTHORISED)	<b>1</b>	<b>5</b>
<b>TOTAL</b>	<b>3</b>	<b>22</b>

Source: Council data 2018, site survey fieldwork 2018

Map 4.1 Location of sites in Central Lancashire





## 5. Stakeholder consultation

### Overview

- 5.1 Stakeholder consultation was undertaken for the Central Lancashire GTAA which involved stakeholders from the Central Lancashire area and neighbouring local authority areas of Ribble Valley, Blackburn with Darwen, Bolton, Wigan, West Lancashire, Fylde and Wyre.
- 5.2 Key stakeholders were identified by each of the participating local authorities. These individuals were invited by arc4 to participate in an online survey to provide their views on a range of issues relating to the Gypsy and Traveller and Travelling Showpeople community within the council area and surrounding areas.
- 5.3 A total of 10 separate responses (some only partial) to the stakeholder consultation were obtained from representatives from the borough councils, a representative from the Showmen's Guild, a representative from the National Federation of Gypsy Liaison Groups and a representative from Lancashire Ethnic Minority, Gypsy, Roma and Traveller Achievement Service. Respondents were asked to answer only the questions that they felt were relevant to their knowledge and experience. This is a qualitative summary of the views expressed by stakeholders responding to the online survey.

### Provision of accommodation

- 5.4 Stakeholders were asked to respond to a series of questions relating to the need for new pitch provision (both permanent and transit), existing pitch provision, households living in bricks and mortar accommodation, and unauthorised encampment activity. Their responses are summarised below.

### New Permanent sites

- 5.5 Stakeholders were asked whether or not they felt that there is sufficient provision of permanent sites, pitches and plots for Gypsies, Travellers and Travelling Showpeople across Central Lancashire. 50% of respondents stated that they do not think that there is sufficient permanent provision of accommodation for Gypsies and Travellers in the study area. One stakeholder thought that there is sufficient provision of accommodation and 4 respondents stated that they 'don't know' whether there is sufficient permanent pitch/plot provision in the area.
- 5.6 In terms of locations for new provision, the following points were made by respondents:
  - Preston, Chorley, Banks, Burscough, Skelmersdale, Ormskirk, Staining, Preesall, Fleetwood, Garstang;
  - Situate sites just away from settlements (to avoid conflict with local residents), but with ease of access to facilities by means other than private motor vehicles;

- Demand that arises from within the Central Lancashire area should be met within that area. The identification of locations should have regard to national planning policy set out in traveller advice;
- Situate sites in close proximity to services e.g. schools, health facilities and good access onto sites for caravans etc.;
- Situate sites close to good road transport links and local facilities to ensure that such developments are sustainable.

5.7 Respondents identified the following barriers to new site provision:

- No political will within LA's to fulfil their legal obligation to provide – there are no votes in caravans
- Availability of land, drive to ensure that these sites are embedded in local provision;
- Landowners are on the whole unwilling for their land to be used (or even sold) as a Traveller site – getting an available site in the right location is very difficult;
- Lack of will on part of authorities; public opposition; restrictive planning policies and uninformed councillors;
- Identifying the right locations and the backlash from residents. E.g. residents have strongly informed Chorley that they do not wish to have a permanent site as they are fearful of the travelling community. Residents have expressed concerns of anti-social behaviour and would feel unsafe if this was to happen.
- In the case of Showpeople requirements for work and residential uses together with storage make site identification very difficult;
- Costs of acquiring new sites, if applicable, but also the ongoing cost of managing sites and promoting and maintaining good community cohesion with surrounding communities;
- Sustainably located site may be difficult to bring forward if private owners have 'hope value' for residential development. This can be particularly difficult if there is limited public land available to provide the land required. It may be that land can only be identified that is in less sustainable locations as this is where there is less competition from higher value uses; and
- The main barrier for progress being made on site provision is that it is a local authority's power and not a duty.

### Transit sites

5.8 These are sites intended for short-term use while a household is travelling. When asked whether transit sites are needed, stakeholders made the following comments.

- All permanent site locations should have associated transit pitches since mobile/transient populations will always have relatives/visitors who will need short term provision to avoid resorting to roadside/unauthorised locations;

- If there is a history of unauthorised encampments, then a transit site (or, alternatively, an authorised stop-over place) is likely to be necessary;
  - The recent revision to the definition of Gypsies means they have to travel to retain their status. Therefore, there is an increasing level of travelling and an increasing need for stopping places;
  - The cost to councils when illegal encampments present can cost thousands however this could be avoided if there were transit sites;
  - There is a need for transit provision within Lancashire generally as evidenced by the Fylde Coast GTAA; and
  - Some transit provision would potentially be needed based on how regularly certain groups appear on the same unauthorised locations around the year.
- 5.9 Several respondents identified that barriers to transit provision were similar to those relating to new permanent site provision such as: suitable available land, sustainable sites, overcoming land ownership constraints, political and public opposition, infrastructure and management costs etc.
- 5.10 In terms of additional comments and thoughts on these issues, stakeholders stated the following:
- The GRT population is growing, while there are threats to remove the existing provision, and few authorities have provision for Travellers embedded in their local plans;
  - The primary issue is that need should be met where it arises in Central Lancashire; and
  - The proposal by Lancashire County Council to dispose of its 3 Traveller sites is a concern for residents and for future site provision.

### Existing sites

- 5.11 There was limited response from stakeholders in relation to survey questions regarding existing sites and their facilities. Two stakeholders stated that from their limited knowledge of sites in the area they believe that the standard of facilities and conditions are adequate/acceptable. All other respondents could not comment.
- 5.12 In terms of the management of existing sites, the same two stakeholders noted that from their limited knowledge of sites in the area they believe that they are adequately managed.
- 5.13 Stakeholders were asked to comment on any issues or tensions between Gypsies, Travellers and Travelling Showpeople and the settled community on existing sites in Central Lancashire. Respondent's noted tensions between Traveller/non-Traveller residents in Preston, Chorley, Fylde and Wyre. All responding stakeholders noted that their organisation has addressed these issues through presenting information, advice and guidance to residents, councils and other organisation and undertaking work to improve community cohesion.

- 5.14 Stakeholders were asked how the provision of the current and/or previous sites in Central Lancashire shaped supply both now and in the future, of which most stakeholders could not comment. One stakeholder noted that lack of provision has resulted in unauthorised encampments which has soured relationships with the settled community.
- 5.15 In terms of additional comments and thoughts on these issues, one stakeholder commented that the problem is that there aren't any existing Showmen's sites.

### Bricks and mortar

- 5.16 Some stakeholders confirmed that they are aware of members of the Gypsy, Traveller and Travelling Showpeople community living in bricks and mortar accommodation across Central Lancashire.
- 5.17 Most respondents could not comment on the question relating to whether additional provision of sites/pitches need to be made to accommodate the requirements of Gypsies, Travellers and Travelling Showpeople currently living in settled accommodation across Central Lancashire. Some respondents did believe that additional provisions need to be made due to: some families currently in housed accommodation would prefer a site if one were available; many would prefer a traditional form of accommodation but have been forced into housing due to lack of provision; some - particularly women - in bricks and mortar are there as a last refuse rather than by choice due to family/community issues e.g. marriage breakdown, domestic violence etc. One stakeholder however commented that the approach should be consistent with that taken in the Greater Manchester GTAA which excludes those living in bricks and mortar.
- 5.18 Stakeholders were asked if they were aware of whether Gypsies, Travellers and Travelling Showpeople feel safe in bricks and mortar accommodation in the study area; only one stakeholder thought that many Travellers living in bricks and mortar felt unsafe, hence why they will generally look for houses close to other Travellers.
- 5.19 No stakeholders had any additional comments or thoughts to make on these issues.

### Unauthorised encampments

- 5.20 Some local authority respondents commented on the number of unauthorised encampments in their relevant area each year. Several stakeholders noted that unauthorised encampments are a problem to their organisation in terms of dealing with enforcement, costs, clean-up, prevention of use of land for car parking and political and local resident concerns. One stakeholder noted that encampments are moved on fast by authorities, so it is a significant challenge to meet the educational and health needs of the families.

## Accommodation providers

- 5.21 Stakeholders who were representing organisations which provide accommodation in the Central Lancashire area were asked some questions regarding this, however limited response was given.
- 5.22 One stakeholder responded to the question of how many Gypsy, Traveller and Travelling Showpeople households had approached their organisation for housing during the past five years. They responded by saying that a total of 30 Gypsy/Traveller/Travelling Showperson households had approached them in this time period for housing, of which 12 were for pitches, 16 for bricks and mortar housing and 2 were 'other'.
- 5.23 No stakeholders responded to the question of how many Gypsy, Traveller and Travelling Showpeople households had approached their organisation for housing related support during the past five years.
- 5.24 In terms of additional comments or thoughts, one stakeholder stated that the figure for housing applicants is based on applicants self-identifying their ethnic origin as Gypsy, Romany Irish or Scottish Traveller. Ethnic origin is not a mandatory question on the housing application.

## Planning policy

- 5.25 The survey asked stakeholders what they think the impact of the government's August 2015 changes to planning policy 'Planning policy for traveller sites' PPTS will have on future provision. Stakeholders made the following comments:
- Traveller groups tell us that they resent the need to 'prove' their GRT heritage or status. We have seen no improvement in the dramatic under provision of accommodation for Gypsy, Roma and Traveller (GRT) communities since the Act, and sites are in fact now more threatened than ever as a result of plans to ditch existing provision provided by local authorities;
  - It could result in changed 'requirements' if some local authorities decide to only provide for Travellers that satisfy the government's new definition. Some authorities are not changing their numbers as a result of the new definition. In terms of the increased emphasis on designated areas, this could lead to a different distribution of Traveller sites, as 'designated areas' are avoided;
  - The new definition is discriminatory. Its effects are disastrous, and its impact will be to result in an increase in travelling with adverse consequences for children's education and health care. Provision still needs to be made for those Gypsies who do not meet the definition;
  - It will result in provision being made for fewer new pitches, probably affecting the gypsy community most. This may of course actually make new provision more palatable and therefore encourage authorities to identify new provision. Strengthening restraint on sites in Green Belt and other valued areas may actually result in fewer opportunities; and
  - The new definition has significantly reduced the level of identified need as most G&Ts in the Fylde Coast GTAA do not meet the new definition although still

ethnically and culturally G&Ts. Travelling Showpeople tend to meet the definition although it is more problematic for those who have retired.

- 5.26 The survey then asked stakeholders what impact, if any, do they think that the Housing and Planning Act 2016 will have. Stakeholders commented that:
- Section 124 of the Housing and Planning Act 2016 removes the duty on local authorities under the Housing Act 2004 to assess the accommodation needs of Gypsies and travellers in their area as a distinct category. Instead, it specifies that local housing authorities should consider the needs of people "residing in or resorting to their district with respect to the provision of sites on which caravans can be stationed, or places on inland waterways where houseboats can be moored". This may have more limited impact as needs still have to be considered;
  - It is unlikely to motivate local authorities. Even the Caravan Sites Act was ignored; and
  - In relation to the assessment of housing needs the duty should be useful to provide a comprehensive account of needs locally and sub regionally which may help improve the actual provision of sites, but the disparity between the duty to assess need but with no duty to provide for that need is a major weakness to the process.

## Cross-boundary issues

- 5.27 In terms of cross-boundary issues, one stakeholder stated that in the past, they have had anecdotal evidence of Travellers in West Lancashire who claim they have looked for a site in Central Lancashire, but have not been able to find one, so have come to West Lancashire. Another stakeholder stated that Bolton is affected by those travelling through the borough through the number of instances of unauthorised encampments. No doubt some will have passed through Central Lancashire. It is possible that additional permanent provision in Central Lancashire including transit provision could ameliorate effects in Bolton.
- 5.28 In relation to sufficient provision of moorings for houseboat dwellers across Central Lancashire, most stakeholders could not comment on this issue.
- 5.29 In terms of the movement of Gypsies, Travellers and Travelling Showpeople within the Central Lancashire area and to/from neighbouring areas, all of the stakeholders were not aware of any regular movements.
- 5.30 Stakeholders were asked whether they were aware of any sites/locations close to the boundary of the Central Lancashire area where difficulties had arisen, however no respondents were aware of such difficulties.

## Conclusions

- 5.31 Stakeholders were asked to give their view of the key issues affecting Gypsy, Traveller and Travelling Showpeople living in the Central Lancashire area. Stakeholders mentioned:
- Lack of will by local authorities to ensure that dramatic under-provision of sites is addressed;
  - General issues are the need for suitable accommodation, health, education, and the possible threat to provision resulting from the government's redefinition of 'Traveller';
  - Community cohesion; these groups are subject to racism and their communities are often affected by significant social deprivation and poorer health outcomes and educational outcomes.
- 5.32 Overall, stakeholders considered that the key strategic messages of the study should be:
- Local authorities need to take the under-provision seriously and ensure that where they are not willing to pro-actively identify provision, planning applications for existing and future sites are considered positively in light of their own failure to identify locations.
  - Needs arising within the area should be met within the Central Lancashire area;
  - Conclusive information on need and the adequate provision of sites;
  - That G&T needs are being taken seriously; and
  - Where needs are identified then actual site provision should be made. The housing needs of Travellers require a higher profile in local authority corporate plans.
- 5.33 Stakeholders were asked if they agree that the stakeholder survey contributes to the requirement under the Duty to Cooperate with neighbouring authorities. The vast majority of responses were positive agreement that the consultation contributes in the Duty to Cooperate.

## 6. Household survey findings

- 6.1 Given the low numbers of households living on sites, it would not be appropriate to present detailed information in this report in order to protect the identity of respondents. However, the following summarises some key data relating to Gypsies and Travellers living on sites across Central Lancashire.
- 6.2 There were a total of 26 households living on pitches across Central Lancashire (21 in Preston and 5 in Chorley). There were a total of 106 people living on sites across Central Lancashire: 62 on the Council site in Preston, 29 on the Rosemary Lane Site in Preston and 15 on Hut Lane in Chorley. There were a total of 51 adults on sites in Preston (31 on the Council Site and 20 on the Rosemary Lane site) and 40 children (31 on the Council site and 9 on Rosemary Lane). In Chorley there were 9 adults and 6 children living on the Hut Lane site.
- 6.3 Overall, both the median and average household size was 4 people. 34.6% of households comprised one or two people, 11.5% had 3 people, 15.4% had 4 people, 11.5% had five people and 26.9% had 6 or more people.
- 6.4 Regarding household type, 23.1% were couples with 3 or more children, 15.4% were lone parents with 1-2 children, 15.4% were single elders, 7.7% were couples, 7.7% were lone parents, 3.8% were couples with 1-2 children, 3.8% were older couples and 23.1% were other household types.
- 6.5 Regarding ethnicity, all residents on Rosemary Lane and Hut Lane were Romany Gypsy and on the Council site in Preston there was a mix of English Travellers and Irish Travellers.



## 7. Gypsy and Traveller pitch, Travelling Showperson plot and transit site requirements

### Introduction

- 7.1 This section reviews the overall pitch and plot requirements of Gypsies and Travellers and Travelling Showpeople across Central Lancashire. It takes into account current supply and need, as well as future need, based on modelling of data. This chapter also considers transit pitch requirements for Gypsies and Travellers. Finally, it presents planning policy recommendations.
- 7.2 The calculation of pitch requirements is based on modelling as advocated in *Gypsy and Traveller Accommodation Assessment Guidance* (DCLG, 2007). Although now formally withdrawn, the former DCLG Guidance still provides the best-practice approach towards the assessment of pitch and plot needs (see chapter 2 for further discussion).
- 7.3 This approach requires an assessment of the current needs of Gypsies and Travellers and a projection of future needs. It advocates the use of a survey to supplement secondary source information and derive key supply and demand information.
- 7.4 The GTAA has modelled current and future demand and current and future supply separately for Gypsies and Travellers and Travelling Showpeople. For this study, the model has assumed a cultural definition of Gypsies and Travellers and Travelling Showpeople but also takes account of the PPTS planning definition as an element of the modelling.

### Pitch requirement model overview

- 7.5 Pitch requirements are assessed over an initial five-year period (2019/20 to 2023/24) (the 5-year model) and then longer-term need is based on the expected number of households likely to form over the remainder of the Plan Period (2024/25 to 2035/36) based on the age profile of children under 13 living in Gypsy and Traveller households on pitches (the longer-term model). The modelling is based on the cultural need for pitches but the impact of the PPTS definition on need is also considered.
- 7.6 In terms of **cultural need**, the 5-year model considers:
- The baseline number of households on all types of site (authorised, unauthorised and temporary authorised sites) as at December 2018;
  - Existing households planning to move in the next five years (currently on sites and also from bricks and mortar and where they are planning to move to; and
  - Emerging households currently on sites and planning to emerge in the next five years and stay within the study area on a pitch; to derive a figure for
  - Total pitch need.
- 7.7 In terms of **supply**, the model considers:
- Total supply of current pitches on authorised sites; and

- Vacant pitches on authorised sites
- 7.8 The model then reconciles total need and existing authorised supply over the next 5 years by summarising:
- Total need for pitches; and
  - Total supply of authorised pitches.
- 7.9 The longer-term element of the model then considers the cultural need over the remainder of the Plan Period (to 2035/36).

## Chorley: Description of factors in the 5-year need model

- 7.10 Table 7.1 provides a summary of the 5-year pitch need calculation. Each component in the model is now discussed to ensure that the process is transparent, and any assumptions clearly stated.

### Need

7.11 **Current households living on pitches (1a to 1e)**

These figures are derived from local authority data, site observation and household survey information. A total of 5 households were identified living across 2 pitches.

7.12 **Current households in bricks and mortar accommodation (2)**

The 2011 Census suggested there were 12 households living in bricks and mortar accommodation.

7.13 **Existing households planning to move in the next five years (3)**

No existing households on pitches were planning to move in the next 5 years.

For households currently in bricks and mortar, based on national arc4 studies it is estimated that 5.3% of households living in bricks and mortar would prefer to live on a site which would equate to 1 household. However, no need has arisen since the previous GTAA from bricks and mortar households and as there is no housing register evidence of need no need from households emerging from bricks and mortar dwellings is included in the modelling at 3e.

An allowance of in-migration is normally considered. However, the households living on the site in Chorley are local residents and there is no evidence from housing registers or planning officers of households wanting to move to Chorley, Therefore, no in-migration is assumed.

This results in an overall net requirement of zero pitches from existing households planning to move in the next 5 years.

7.14 **Emerging households (4)**

This is the number of households expected to emerge in the next 5 years based on household survey information. The total number is +4 pitches.

If children old enough to form their own household were living with family and have not specified that they want to form a new household, this is assumed to be through choice and the model does not assume they want to form a new household.

#### 7.15 **Total need for pitches (5)**

This is a total of current households on pitches and demand from emerging households currently living on pitches. This indicates a total need for 10 pitches.

### Supply

#### 7.16 **Current supply of authorised pitches (6)**

This is a summary of the total number of permanent authorised pitches and the number of vacant permanent authorised pitches. This shows a total supply of zero permanent authorised pitches plus zero permanent vacant pitches resulting in a total supply of zero permanent authorised pitches.

### Reconciling supply and demand

7.17 There is a total need over the next five years (2019/20 to 2023/24) for 9 pitches in Chorley (Table 7.1) compared with a supply of zero permanent authorised pitches (including vacant pitches). The result is an overall cultural shortfall of 9 pitches.

<b>Table 7.1 Summary of demand and supply factors: Chorley Gypsies and Travellers 2019/20 to 2023/24</b>			
<b>CULTURAL NEED</b>			<b>Chorley</b>
<b>1</b>	<b>Total households living on pitches</b>	1a. On LA Site	0
		1b. On Private Site – Authorised	0
		1c. On Private Site - Temporary Authorised*	5
		1d. Unauthorised (previously temporary authorised)	0
		<b>1e. Total (1a to 1e)</b>	<b>5</b>
<b>2</b>	<b>Estimate of households in bricks and mortar accommodation</b>	<b>TOTAL (2011 Census)</b>	<b>12</b>
<b>3</b>	<b>Existing households planning to move in next 5 years</b>	<b>Currently on sites</b>	
		3a. To another pitch/same site (no net impact)	0
		3b. To another site in District (no net impact)	0
		3c. From site to Bricks and Mortar (-)	0
		3d. To a site/bricks and mortar outside District (-)	0
		<b>Currently in Bricks and Mortar</b>	
		3e. Planning to move to a site in LA (+)	0
		3f. Planning to move to another B&M property (no net impact)	0
		<b>In-migrant households</b>	
		3g. Allowance for in-migration (+)	0
	<b>3h. TOTAL Net impact (-3c-3d+3e+3g)</b>	<b>0</b>	
<b>4</b>	<b>Emerging households (5 years)</b>	4a. Currently on site and planning to live on current site (+)	4
		4b. Currently on sites and planning to live on another site in LA (+)	0
		4c. Currently on site and planning to live on site outside the study area (no net impact)	0
		4d. Currently in B&M planning to move to a site in LA (+)	0
		4e. Currently in B&M and moving to B&M (no net impact)	0
		4f. Currently on Site and moving to B&M (no net impact)	0
		<b>4g. TOTAL (4a+4b+4c+4d)</b>	<b>4</b>
<b>5</b>	<b>Total Need</b>	<b>1e+3h+4g</b>	<b>9</b>
<b>SUPPLY</b>			
<b>6</b>	<b>Current supply of authorised pitches</b>	6a Current occupied authorised pitches	0
		6b Current unoccupied authorised pitches	0
		<b>6c. Total current authorised supply (6a+6b)</b>	<b>0</b>
<b>RECONCILING NEED AND SUPPLY</b>			
<b>7</b>	<b>Total need for pitches</b>	<b>5 years (from 5)</b>	<b>9</b>
<b>8</b>	<b>Total supply of authorised pitches</b>	<b>5 years (from 6c)</b>	<b>0</b>
<b>5 YEAR AUTHORISED PITCH SHORTFALL 2019/20 TO 2023/24</b>			<b>9</b>

\*This includes 4 households authorised to live on the site plus an elderly relative who has recently moved onto the site

## Longer-term pitch requirement modelling

- 7.18 Longer-term pitch need modelling has been carried out using known household structure information from the household survey of households living on pitches. On the basis of the age of children in households, it is possible to determine the extent of 'likely emergence', which assumes that a child is likely to form a new household at the age of 18.
- 7.19 The year when a child reaches 18 has been calculated and it is possible to assess how many newly forming households may emerge over the period 2024/25 to 2035/36. A reasonable assumption is that half of these children will form new households, bearing in mind culturally women tend to move away on marriage and men tend to stay in close proximity to their families on marriage. The model therefore assumes that 50% of children will form households when they reach 18 and that these households remain in Chorley<sup>22</sup>. Analysis would suggest a total cultural need for 1 additional pitch over the period 2024/25-2035/36 (Table 7.2).

**Table 7.2 Future pitch requirements for Chorley based on the assumption that 50% of children form households on reaching 18**

Time period*	No. children	Expected household formation
2024/25 – 2028/29	2	1
2029/30 to 2033/34	0	0
2034/35 to 2035/36	0	0
<b>Total (2024/26 to 2035/36)</b>	<b>2</b>	<b>1</b>

Note: data is usually presented for 5-year periods but as the Local Plan period is to 2036 the final time period in this table relates to a 2-year period.

## Planning Policy for Traveller Site definition

- 7.20 Analysis of household survey data establishes that all (100%) of Gypsies and Travellers living on pitches across Chorley satisfy the PPTS definition of Gypsies and Travellers.
- 7.21 When interpreting PPTS need, modelling is generally used to translate the cultural need to a PPTS need. However, it has been considered appropriate to identify those households living on unauthorised and temporary authorised and tolerated sites as an immediate need to be addressed over the next 5 years.

## Plan Period pitch need

- 7.22 Table 7.3 summarises the overall need for pitches across Chorley over the plan period to 2035/36. It presents the overall cultural need based on households identifying as Gypsy and Traveller and a 'policy on' PPTS need which is a subset of the cultural need

<sup>22</sup> This approach has been tested at inquiry including Worcestershire and Shropshire; and the assumption has been corroborated by several Travelling interviewees

and is based on those households who meet the PPTS definition of need. Assuming a 17-year period (2019/20 to 2035/36), this results in an overall need for the plan period for 10 pitches (cultural) and 10 (PPTS). This gives an annualised cultural need for 0.6 pitches and an annualised PPTS need for 0.6 pitches.

<b>Table 7.3 Plan period Gypsy and Traveller pitch need: Chorley</b>		
	<b>Cultural need</b>	<b>PPTS NEED</b>
<b>5yr Authorised Pitch Shortfall (2019/20 to 2023/24)</b>	<b>9</b>	<b>9</b>
<b>Longer-term need</b>		
<i>Over period 2024 to 2028</i>	<i>1</i>	<i>1</i>
<i>Over period 2029 to 2033</i>	<i>0</i>	<i>0</i>
<i>Over period 2034 to 2035</i>	<i>0</i>	<i>0</i>
<i>Longer-term need TOTAL</i>	<i>1</i>	<i>1</i>
<b>TOTAL NET SHORTFALL 2019/20 to 2035/36</b>	<b>10</b>	<b>10</b>

- 7.23 It is recommended that the Chorley Borough Local Plan recognises there is a cultural need for 10 pitches over the plan period to 2035/36 and a need for 10 pitches under the PPTS definition (or a PPTS ‘policy-on’ position). The main drivers of need are the existence of a temporary authorised site and need from future emerging households from that site over the plan period based on the latest demographic evidence.

### Potential capacity for Gypsy and Traveller pitches on existing sites

#### *Turnover on sites*

- 7.24 Modelling takes into account turnover on local authority pitches and therefore is not included in the modelling for Chorley as there are no such pitches.

#### *Additional site allocation*

- 7.25 The site in Chorley is a temporary authorised site. The current Chorley Local Plan (adopted 2015) has allocated a site for 5 permanent Gypsy and Traveller pitches at Cowling Farm to meet the needs of the Hut Lane residents based on the findings of the previous GTAA (2015).

#### *Potential capacity for Gypsy and Traveller pitches on existing sites*

- 7.26 The household survey asked respondents if there was opportunity to expand or intensify existing sites to accommodate more pitches. The existing site could be intensified to accommodate the household needs identified based on discussions with the site owner.

## Housing register evidence

- 7.27 As there is no local authority site, there is no housing register for pitches in Chorley.

## Transit site requirements

- 7.28 A transit pitch normally has a hard standing, electric hook up and amenity shed. A good indicator of transit need is unauthorised encampment activity.
- 7.29 The Council reports 32 incidences of unauthorised encampment activity over the period Mar 2015 to June 2018. Over this period:
- The number of caravans on unauthorised encampments has ranged between 1 and 20 (with two incidences in 2016 of encampments of 20 caravans, although since then the largest encampment has been 7 caravans);
  - The median number of caravans on an encampment has been 3 and mode (most frequently reported) has been 3 caravans.
- 7.30 Given the level of unauthorised encampment, the Council should consider the provision of transit pitches either for the borough specifically or part of a wider sub-regional response across Central Lancashire. A transit site of 5 pitches could accommodate up to 10 caravans and this would provide sufficient short-term accommodation to address the needs from 90.6% of encampments.

## Preston: Description of factors in the 5-year need model

- 7.31 Table 7.4 provides a summary of the 5-year pitch need calculation. Each component in the model is now discussed to ensure that the process is transparent, and any assumptions clearly stated.

## Need

### 7.32 **Current households living on pitches (1a to 1e)**

These figures are derived from local authority data, site observation and household survey information. No households were identified as being concealed/doubled up on pitches. Site observation data indicates there are 21 households living across 20 pitches. However, no households were identified as being concealed/doubled up because households were adequately accommodated on existing sites (for instance on one site there are 6 households and 5 pitches, but the size of the site means that the households were appropriately accommodated).

### 7.33 **Current households in bricks and mortar accommodation (2)**

The 2011 Census suggested there were 27 households living in bricks and mortar accommodation.

### 7.34 Existing households planning to move in the next five years (3)

This was derived from information from the household survey for respondents currently on pitches. Of existing households currently on sites, none were planning to move in the next 5 years.

For households currently in bricks and mortar, based on national arc4 studies it is estimated that 5.3% of households living in bricks and mortar would prefer to live on a site which would equate to 1 household (rounded). A need from 1 household (rounded) is therefore included within the modelling at 3e. This is also corroborated with housing register evidence (April 2019)

An allowance of in-migration is normally considered. The housing register (April 2019) includes two households who want to move to a pitch in Preston and are currently renting social housing out of the City. Therefore, the model includes a +2 need for in-migration.

This results in an overall net requirement of +3 pitches from existing households planning to move in the next 5 years.

### 7.35 Emerging households (4)

This is the number of households expected to emerge in the next 5 years based on household survey information. The total number is +4.

If children old enough to form their own household were living with family and have not specified that they want to form a new household, this is assumed to be through choice and the model does not assume they want to form a new household.

### 7.36 Total need for pitches (5)

This is a total of current households on authorised pitches, households on pitches planning to move in the next five years and demand from emerging households currently living on pitches. This indicates a total need for 26 pitches.

## Supply

### 7.37 Current supply of authorised pitches (6)

This is a summary of the total number of authorised pitches and the number of vacant authorised pitches. This shows a total supply of 15 authorised pitches plus zero vacant pitch resulting in a total supply of 15 authorised pitches.

## Reconciling supply and demand

7.38 There is a total need over the next five years (2019/20 to 2023/24) for 26 pitches in Preston (Table 7.4) compared with a supply of 15 authorised pitches (including vacant pitches). The result is an overall cultural shortfall of 11 pitches.



<b>Table 7.4 Summary of demand and supply factors: Preston Gypsies and Travellers 2019/20 to 2023/24</b>			
<b>CULTURAL NEED</b>			<b>Preston</b>
<b>1</b>	<b>Total households living on pitches</b>	1a. On LA Site	15
		1b. On Private Site – Authorised	0
		1c. On Private Site - Temporary Authorised	0
		1d. Unauthorised (previously temporary authorised)	6
		<b>1e. Total (1a to 1e)</b>	<b>21</b>
<b>2</b>	<b>Estimate of households in bricks and mortar accommodation</b>	<b>TOTAL (2011 Census)</b>	<b>27</b>
<b>3</b>	<b>Existing households planning to move in next 5 years</b>	<b>Currently on sites</b>	
		3a. To another pitch/same site (no net impact)	0
		3b. To another site in District (no net impact)	0
		3c. From site to Bricks and Mortar (-)	0
		3d. To a site/bricks and mortar outside District (-)	0
		<b>Currently in Bricks and Mortar</b>	
		3e. Planning to move to a site in LA (+)	1
		3f. Planning to move to another B&M property (no net impact)	0
		<b>In-migrant households</b>	
		3g. Allowance for in-migration (+)	2
	<b>3h. TOTAL Net impact (-3c-3d+3e+3g)</b>	<b>3</b>	
<b>4</b>	<b>Emerging households (5 years)</b>	4a. Currently on site and planning to live on current site (+)	4
		4b. Currently on sites and planning to live on another site in LA (+)	0
		4c. Currently on site and planning to live on site outside the study area (no net impact)	0
		4d. Currently in B&M planning to move to a site in LA (+)	0
		4e. Currently in B&M and moving to B&M (no net impact)	0
		4f. Currently on Site and moving to B&M (no net impact)	0
		<b>4g. TOTAL (4a+4b+4c+4d)</b>	<b>4</b>
<b>5</b>	<b>Total Need</b>	<b>1e+3h+4g</b>	<b>28</b>
<b>SUPPLY</b>			
<b>6</b>	<b>Current supply of authorised pitches</b>	6a Current occupied authorised pitches	15
		6b Current unoccupied authorised pitches	0
		<b>6c. Total current authorised supply (6a+6b)</b>	<b>15</b>
<b>RECONCILING NEED AND SUPPLY</b>			
<b>7</b>	<b>Total need for pitches</b>	<b>5 years (from 5)</b>	<b>28</b>
<b>8</b>	<b>Total supply of authorised pitches</b>	<b>5 years (from 6c)</b>	<b>15</b>
<b>5 YEAR AUTHORISED PITCH SHORTFALL 2019/20 TO 2023/24</b>			<b>13</b>

## Longer-term pitch requirement modelling

- 7.39 Longer-term pitch need modelling has been carried out using known household structure information from the household survey of households living on pitches. On the basis of the age of children in households, it is possible to determine the extent of ‘likely emergence’, which assumes that a child is likely to form a new household at the age of 18.
- 7.40 The year when a child reaches 18 has been calculated and it is possible to assess how many newly forming households may emerge over the period 2024/25 to 2035/36. A reasonable assumption is that half of these children will form new households, bearing in mind culturally women tend to move away on marriage and men tend to stay in close proximity to their families on marriage. The model therefore assumes that 50% of children will form households when they reach 18 and that these households remain in Preston<sup>23</sup>. Analysis would suggest a total cultural need for 17 additional pitches over the period 2024/25-2035/36 (Table 7.5).

**Table 7.5 Future pitch requirements for Preston based on the assumption that 50% of children form households on reaching 18**

Time period*	No. children	Expected household formation
2024/25 – 2028/29	10	5
2029/30 to 2033/34	11	6
2034/35 to 2035/36	11	6
<b>Total (2024/26 to 2035/36)</b>	<b>32</b>	<b>17</b>

Note data are usually presented for 5-year periods but as the Local Plan period is to 2036 the final time period in this table relates to a 2-year period.

## Planning Policy for Traveller Site definition

- 7.41 Analysis of household survey data establishes that all (100%) of Gypsies and Travellers living on pitches across Preston satisfy the PPTS definition of Gypsies and Travellers.
- 7.42 When interpreting PPTS need, modelling is generally used to translate the cultural need to a PPTS need. However, it has been considered appropriate to identify those households living on unauthorised and temporary authorised and tolerated sites as an immediate need to be addressed over the next 5 years. The 5-year PPTS need is therefore adjusted as shown in Table 7.6. This results in a 5-year PPTS need of 11 pitches. Note that it is not possible to test whether the two households on the housing register wanting to move to Preston meet the PPTS definition: they are included in the cultural need but not assumed to be part of the PPTS need.

<sup>23</sup> This approach has been tested at inquiry including Worcestershire and Shropshire; and the assumption has been corroborated by several Travelling interviewees

**Table 7.6** Future pitch requirements for Preston based on the assumption that 50% of children form households on reaching 18

<b>Total Cultural need</b>	11	A
<b>Total Cultural need from unauthorised sites</b>	6	B
<b>Total Cultural need from authorised sites</b>	5	A-B
<b>How much need is PPTS need on unauthorised sites</b>		
Total living on unauthorised sites and met definition	6	C
On unauthorised sites and do not meet definition	0	D
<b>How much need is PPTS need on authorised sites</b>		
<b>Total cultural need</b>	5	E
Households on authorised who meet the definition	5	F
Households on authorised sites who do not meet the definition	0	G
<b>Total who meet PPTS need in first 5 years</b>		
Total who meet PPTS need in first 5 years	11	C+F
<b>Total who do not meet PPTS need in first 5 years</b>		
Total who do not meet PPTS need in first 5 years	0	D+G
<b>TOTAL adjusted PPTS need</b>	<b>11</b>	

### Plan Period pitch need

7.43 Table 7.7 summarises the overall need for pitches across Preston over the plan period to 2035/36. It presents the overall cultural need based on households identifying as Gypsy and Traveller and a 'policy on' PPTS need which is a subset of the cultural need and is based on those households who meet the PPTS definition of need. Assuming a 17-year period (2019/20 to 2035/36), this results in an overall need for the plan period for 28 pitches (cultural) and 28 (PPTS). This gives an annualised cultural need for 1.7 pitches and an annualised PPTS need for 1.7 pitches.

**Table 7.7** Plan period Gypsy and Traveller pitch need: Preston

	Cultural need	PPTS NEED
<b>5yr Authorised Pitch Shortfall (2019/20 to 2023/24)</b>	<b>13</b>	<b>11</b>
<b>Longer-term need</b>		
<i>Over period 2024 to 2028</i>	5	5
<i>Over period 2029 to 2033</i>	6	6
<i>Over period 2034 to 2035</i>	6	6
<i>Longer-term need TOTAL</i>	<i>17</i>	<i>17</i>
<b>TOTAL NET SHORTFALL 2019/20 to 2035/36</b>	<b>30</b>	<b>28</b>

7.44 It is recommended that the City of Preston Local Plan recognises there is a cultural need for 28 pitches over the plan period to 2035/36 and a need for 28 pitches under the PPTS definition (or a PPTS 'policy-on' position). The main drivers are need from the existing

unauthorised site and need from emerging households over the plan period based on the latest demographic evidence.

## Potential capacity for Gypsy and Traveller pitches on existing sites

### *Turnover on sites*

- 7.45 Turnover relates to the number of pitches that are expected to become available for occupancy. Analysis only includes expected turnover on public sites as this is referenced in (former) CLG guidance and more accurate data on changes in pitch occupancy is likely to be available. Although there is likely to be turnover on private sites, the ability of households to move onto private sites may be more restrictive (for instance the site may be restricted to a particular family) and less likely to be recorded.
- 7.46 Household data indicates a low level of turnover. However site management data reports three vacant pitches in the past two years (two were allocated to households returning to the site and one was a new household). This translates to an annual turnover of 1.5 pitches, resulting in a capacity of 7.5 over 5 years (8 rounded) and 18 over the period 2024/25 to 2034/35. Based on this management data, the turnover over the plan period would be 25.5 (26 rounded), which would largely address both the cultural and PPTS need and result in a residual need for 4 pitches (cultural) and 2 pitches (PPTS).

### *Regularisation of sites*

- 7.47 There is one unauthorised (previously temporary authorised) site in Preston. However, the Council maintain that the site is in an unsuitable location and regularisation would be highly unlikely to be supported by the Council.

### *Potential capacity for Gypsy and Traveller pitches on existing sites*

- 7.48 The household survey asked respondents if there was opportunity to expand or intensify existing sites to accommodate more pitches. This is not possible on the Leighton Street site and intensification of unauthorised sites is unlikely to be supported by the Council.

## Housing register evidence

- 7.49 As there is no local authority site, there is no housing register for pitches in South Ribble.

## Transit site requirements

- 7.50 A transit pitch normally has a hard standing, electric hook up and amenity shed. A good indicator of transit need is unauthorised encampment activity.
- 7.51 The Council reports 56 incidences of unauthorised encampment activity over the period May 2014 to May 2019. Over this period:

- The number of caravans on unauthorised encampments has ranged between 1 and 13;
  - The median number of caravans on an encampment has been 4 and mode (most frequently reported) has been 2 caravans.
- 7.52 Given the level of unauthorised encampment, the Council should consider the provision of transit pitches either for the city specifically or part of a wider sub-regional response across Central Lancashire. A transit site of 5 pitches could accommodate up to 10 caravans and this would provide sufficient short-term accommodation to address the needs from 93% of encampments.

### South Ribble: Description of factors in the 5-year need model

- 7.53 Table 7.8 provides a summary of the 5-year pitch need calculation. Although there are no pitches and no identified need, for consistency with the modelling for other districts, each component in the model is now discussed to ensure that the process is transparent, and any assumptions clearly stated.

#### Need

7.54 **Current households living on pitches (1a to 1e)**

The local authority did not identify any sites across South Ribble.

7.55 **Current households in bricks and mortar accommodation (2)**

The 2011 Census suggested there were 5 households living in bricks and mortar accommodation. The previous GTAA did suggest a need for 1 pitch from bricks and mortar households over the period 2013/14 to 2017/18. However, it is understood this need it not emerge and therefore the 2019 GTAA model excludes need from bricks and mortar households.

7.56 **Existing households planning to move in the next five years (3)**

As there are no pitches, this is zero.

7.57 **Emerging households (4)**

As there are no pitches, this is zero.

7.58 **Total need for pitches (5)**

As there are no pitches and no identified need, this is zero.

<b>Table 7.8 Summary of demand and supply factors: South Ribble Gypsies and Travellers 2019/20 to 2023/24</b>			
<b>CULTURAL NEED</b>			<b>South Ribble</b>
<b>1</b>	<b>Total households living on pitches</b>	1a. On LA Site	0
		1b. On Private Site – Authorised	0
		1c. On Private Site - Temporary Authorised	0
		1d. Unauthorised (previously temporary authorised)	0
		<b>1e. Total (1a to 1e)</b>	<b>0</b>
<b>2</b>	<b>Estimate of households in bricks and mortar accommodation</b>	<b>TOTAL (2011 Census)</b>	<b>5</b>
<b>3</b>	<b>Existing households planning to move in next 5 years</b>	<b>Currently on sites</b>	
		3a. To another pitch/same site (no net impact)	0
		3b. To another site in District (no net impact)	0
		3c. From site to Bricks and Mortar (-)	0
		3d. To a site/bricks and mortar outside District (-)	0
		<b>Currently in Bricks and Mortar</b>	
		3e. Planning to move to a site in LA (+)	0.3
		3f. Planning to move to another B&M property (no net impact)	0
		<b>In-migrant households</b>	
		3g. Allowance for in-migration (+)	0
	<b>3h. TOTAL Net impact (-3c-3d+3e+3g)</b>	<b>0.3</b>	
<b>4</b>	<b>Emerging households (5 years)</b>	4a. Currently on site and planning to live on current site (+)	0
		4b. Currently on sites and planning to live on another site in LA (+)	0
		4c. Currently on site and planning to live on site outside the study area (no net impact)	0
		4d. Currently in B&M planning to move to a site in LA (+)	0
		4e. Currently in B&M and moving to B&M (no net impact)	0
		4f. Currently on Site and moving to B&M (no net impact)	0
		<b>4g. TOTAL (4a+4b+4c+4d)</b>	<b>0</b>
<b>5</b>	<b>Total Need</b>	<b>1e+3h+4g</b>	<b>0</b>
<b>SUPPLY</b>			
<b>6</b>	<b>Current supply of authorised pitches</b>	6a Current occupied authorised pitches	0
		6b Current unoccupied authorised pitches	0
		<b>6c. Total current authorised supply (6a+6b)</b>	<b>0</b>
<b>RECONCILING NEED AND SUPPLY</b>			
<b>7</b>	<b>Total need for pitches</b>	<b>5 years (from 5)</b>	<b>0</b>
<b>8</b>	<b>Total supply of authorised pitches</b>	<b>5 years (from 6c)</b>	<b>0</b>
<b>5 YEAR AUTHORISED PITCH SHORTFALL 2019/20 TO 2023/24</b>			<b>0</b>

## Supply

### 7.59 Current supply of authorised pitches (6)

There is no current supply.

## Reconciling supply and demand

- 7.60 There is a total need over the next five years (2019/20 to 2023/24) for zero pitches in South Ribble (Table 7.9) compared with a supply of zero authorised pitches (including vacant pitches). The result is an overall cultural shortfall of zero pitches.

## Longer-term pitch requirement modelling

- 7.61 As there is no Gypsy and Traveller population living on sites, longer-term pitch requirement modelling is not possible.

## Planning Policy for Traveller Site definition

- 7.62 As there are no Gypsy and Travellers living on sites, the PPTS definition cannot be considered further

## Plan Period pitch need

- 7.63 Table 7.9 summarises the overall need for pitches across South Ribble over the plan period to 2035/36.

Table 7.9 Plan period Gypsy and Traveller pitch need: South Ribble		
	Cultural need	PPTS NEED
<b>5yr Authorised Pitch Shortfall (2019/20 to 2023/24)</b>	<b>0</b>	<b>0</b>
<b>Longer-term need</b>		
<i>Over period 2024 to 2028</i>	<i>0</i>	<b>0</b>
<i>Over period 2029 to 2033</i>	<i>0</i>	<b>0</b>
<i>Over period 2034 to 2035</i>	<i>0</i>	<b>0</b>
<i>Longer-term need TOTAL</i>	<i>0</i>	<b>0</b>
<b>TOTAL NET SHORTFALL 2019/20 to 2035/36</b>	<b>0</b>	<b>0</b>

- 7.64 It is recommended that the South Ribble Local Plan recognises there is a cultural need for zero pitches over the plan period to 2035/36 and a need for zero pitches under the PPTS definition (or a PPTS ‘policy-on’ position).

## Housing register evidence

- 7.65 There is no evidence of need for Gypsy and Traveller pitches through the Council's housing register.

## Transit site requirements

- 7.66 A transit pitch normally has a hard standing, electric hook up and amenity shed. A good indicator of transit need is unauthorised encampment activity.
- 7.67 The Council reports 25 incidences of unauthorised encampment activity over period April 2014 to October 2018. Over this period:
- Over one-third of incidents (9 or 36%) were reported in Bamber Bridge, with other noted locations being Leyland (4 or 16%), Penwortham (4 or 16%), Walton Summit (3 or 12%) and others (5 or 20%);
  - The number of caravans on unauthorised encampments has ranged between 1 and 30 (with one incidence in 2016 of an encampment of 30 caravans and one in 2017 of 16 caravans);
  - The median number of caravans on an encampment has been 4 and mode (most frequently reported) has been 8 caravans. Excluding the 16 or more caravan encampments, the maximum number of caravans has been 9.
- 7.68 Given the level of unauthorised encampment, the Council should consider the provision of transit pitches either for the borough specifically or part of a wider sub-regional response. A transit site of 5 pitches could accommodate up to 10 caravans and this would provide sufficient short-term accommodation to address the needs from 92% of encampments.

## Meeting permanent Travelling Showperson requirements across Central Lancashire

- 7.69 There are currently no Showperson plots located in Central Lancashire. However, there is a strong desire from the Showperson community to establish a yard in Central Lancashire and Chorley in particular. Attempts were made to engage with Travelling Showpeople during the GTAA study by telephone and email to ascertain need, but no specific evidence of need was provided. However, the Councils will continue to engage with the Travelling Showperson community as part of the consultation on the Local Plan.



## 8. Conclusion and strategic response

- 8.1 This concluding chapter provides a brief summary of key issues emerging from the research; advice on the strategic responses available, including examples of good practice; and recommendations and next steps.

### Meeting permanent Gypsy and Traveller pitch requirements

#### Chorley

- 8.2 In terms of Gypsy and Traveller site provision currently within Chorley, there is currently one temporary authorised site with 2 pitches. The GTAA has assumed a total of 2 occupied pitches and 5 households living in pitches – this variance is accounted for by the number of household groups living on a family site which has the potential to be intensified to accommodate them based on discussions with the site owner.
- 8.3 For the full Local Plan Period (to 2036) the GTAA has identified a cultural need for 10 pitches and a PPTS need for 10 pitches. It is recommended that the Local Plan acknowledges this range of need. The main drivers of need are the existence of a temporary authorised site and need from future emerging households from that site over the plan period based on the latest demographic evidence.
- 8.4 There are a range of supply-side factors which suggests that this need could be partially addressed. Increasing the number of pitches through intensification of the existing site would largely address the pitch need over the plan period. However, there is an allocation for five permanent pitches in the Chorley Local Plan which will address some of the need from the residents at Hut Lane when developed.
- 8.5 It is also recommended that the Council considers future applications for small sites to meet the needs of additional families who may emerge over the Plan Period.

#### Preston

- 8.6 In terms of Gypsy and Traveller site provision currently within Preston, there is one permanent local authority site (with 15 pitches) and one unauthorised site with 5 pitches (this site was previously temporary authorised). The GTAA has assumed a total of 20 occupied pitches and 21 households living in pitches – this difference is accounted for by the number of households living on the unauthorised site.
- 8.7 For the full Local Plan Period (to 2036) the GTAA has identified a cultural need for 30 pitches and a PPTS need for 28 pitches. It is recommended that the Local Plan acknowledges this range of need. The main drivers are need from the existing unauthorised site and need from emerging households over the plan period based on the latest demographic evidence.
- 8.8 There are a range of supply-side factors which were considered including intensification/expansion of existing sites and regularisation of unauthorised sites. However, none of these options were deemed to be appropriate.

- 8.9 Turnover on the Council site was also considered. Site management data reports a small annual turnover (1.5 pitches over the two years 2017 and 2018). Extrapolating this over the plan period results in a potential supply of 26 pitches (rounded). This would result in a residual need of 4 pitches (cultural) and 2 (PPTS) over the plan period. In the first five years (2019/20 2023/24), 8 pitches (rounded) would become available for occupancy based on recent trends, resulting in a residual need for 5 pitches (cultural) and 3 pitches (PPTS).
- 8.10 It is therefore recommended that the Council regularly monitors turnover on the Council site and identifies a small number of sites to at least address the PPTS residual need of 3 pitches over the period 2019/20 to 2023/24. It is also recommended that the Council considers future applications for small sites to meet the evidenced shortfall of pitches and also the needs of additional families who may emerge over the Plan Period.

### South Ribble

- 8.11 There are currently no pitches across South Ribble and therefore no demand emerging from households living on pitches. In the 2015 GTAA a need for 1 pitch from bricks and mortar was included in modelling but this has not emerged and therefore the 2019 GTAA assumes no need from bricks and mortar households and no need overall.
- 8.12 However, it is recommended that the Council considers future applications for small sites to meet the needs of additional families who may emerge over the Plan Period.

### Meeting permanent Travelling Showperson requirements

- 8.13 There are currently no Showperson plots located in Central Lancashire. However, there is a strong desire from the Showperson community to establish a yard in Central Lancashire and Chorley in particular. Attempts were made to engage with Travelling Showpeople during the GTAA study by telephone and email to ascertain need, but no specific evidence of need was provided. However, the Councils will continue to engage with the Travelling Showperson community as part of the consultation on the Local Plan.

### Meeting transit site/stop over requirements

- 8.14 It is recommended that the Councils consider the development of transit pitches to address the short-term accommodation needs of households travelling through Central Lancashire. An analysis of existing evidence of unauthorised encampment activity would suggest the following transit requirements:
- Chorley 5 transit pitches (to accommodate up to 10 caravans)
  - Preston 5 transit pitches (to accommodate up to 10 caravans)
  - South Ribble 5 transit pitches (to accommodate up to 10 caravans).
- 8.15 Following discussions with the three Councils regarding the provision of transit accommodation, a sub-regional response is recommended. Based on the analysis of

individual local authority transit needs, a central Lancashire transit site comprising 5 transit pitches (to accommodate up to 10 caravans) is recommended.

## Good practice in planning for Gypsy and Traveller provision

- 8.16 There are a number of resources available to local planning authorities to assist them in planning for Gypsy and Traveller provision, including resources from the Planning Advisory Service (PAS) and the Royal Town Planning Institute (RTPI), which are presented in Appendix B. In addition, the Local Government Agency and Local Government Association have resources available for local authorities working with Traveller communities to identify sites for new provision, these include dedicated learning aids for elected members<sup>24</sup>.
- 8.17 Work undertaken by PAS<sup>25</sup> identified ways in which the planning process can increase the supply of authorised Gypsy and Traveller pitches. The RTPI has developed a series of Good Practice Notes for local planning authorities. Both are summarised at Appendix B.

## Concluding comments

- 8.18 The overarching purpose of this study has been to identify the accommodation requirements of Gypsies, Travellers and Travelling Showpeople across Central Lancashire.
- 8.19 For Chorley (Table 8.1), over the plan period to 2036, there is an overall cultural need for 10 pitches and a PPTS need for 10 pitches. It is recommended that the Local Plan acknowledges this level of need. The current Chorley Local Plan has made provision for a site at Cowling Farm for 5 permanent pitches and it is anticipated that this would address some of the needs evidenced. Over the five-year period 2019/20 to 2023/24, there is a cultural need for 9 pitches and a PPTS need for 9 pitches.

Table 8.1 Plan period Gypsy and Traveller pitch need: Chorley		
	Cultural need	PPTS NEED
<b>5yr Authorised Pitch Shortfall (2019/20 to 2023/24)</b>	<b>9</b>	<b>9</b>
<b>Longer-term need</b>		
<i>Over period 2024 to 2028</i>	<i>1</i>	<i>1</i>
<i>Over period 2029 to 2033</i>	<i>0</i>	<i>0</i>
<i>Over period 2034 to 2035</i>	<i>0</i>	<i>0</i>
<i>Longer-term need TOTAL</i>	<i>1</i>	<i>1</i>
<b>TOTAL NET SHORTFALL 2019/20 to 2035/36</b>	<b>10</b>	<b>10</b>
<b>Potential regularisation / intensification of existing site</b>	<b>10</b>	<b>10</b>
<b>Residual pitch need over plan period</b>	<b>0</b>	<b>0</b>

<sup>24</sup> I&De (now Local Government Agency) local leadership academy providing Gypsy and Traveller sites

<sup>25</sup> PAS spaces and places for gypsies and travellers how planning can help

- 8.20 For Preston (Table 8.2), over the plan period to 2036 there is an overall cultural need for 30 pitches and a PPTS need for 28 pitches. It is recommended that the Local Plan acknowledges this level of need. The study has also identified potential supply through turnover on the Council site which could reduce the overall need to 4 (cultural) and 2 (PPTS) over the plan period.

<b>Table 8.2 Plan period Gypsy and Traveller pitch need: Preston</b>		
	<b>Cultural need</b>	<b>PPTS NEED</b>
<b>5yr Authorised Pitch Shortfall (2019/20 to 2023/24)</b>	<b>13</b>	<b>11</b>
<b>Longer-term need</b>		
<i>Over period 2024 to 2028</i>	5	5
<i>Over period 2029 to 2033</i>	6	6
<i>Over period 2034 to 2035</i>	6	6
<i>Longer-term need TOTAL</i>	17	17
<b>TOTAL NET SHORTFALL 2019/20 to 2035/36</b>	<b>30</b>	<b>28</b>
<b>RESIDUAL NEED</b>		
Turnover (5 yrs)	8	8
<b>5yr Residual Authorised Pitch Shortfall (2019/20 to 2023/24)</b>	<b>5</b>	<b>3</b>
Turnover (longer-term 2024-2035)	18	18
<b>12yr Residual Authorised Pitch Shortfall (2024/25 to 2035)</b>	<b>-1</b>	<b>-1</b>
<b>Total Residual Authorised Pitch Shortfall (2019/20 to 2035)</b>	<b>4</b>	<b>2</b>

- 8.21 For South Ribble (Table 8.3), over the plan period to 2036 there is no cultural or PPTS need. It is recommended that the Local Plan acknowledges this level of need. It is also recommended that the Council considers future applications for small sites to meet the needs of additional families who may emerge over the Plan Period.

<b>Table 8.3 Plan period Gypsy and Traveller pitch need: South Ribble</b>		
	<b>Cultural need</b>	<b>PPTS NEED</b>
<b>5yr Authorised Pitch Shortfall (2019/20 to 2023/24)</b>	<b>0</b>	<b>0</b>
<b>Longer-term need</b>		
<i>Over period 2024 to 2028</i>	0	0
<i>Over period 2029 to 2033</i>	0	0
<i>Over period 2034 to 2035</i>	0	0
<i>Longer-term need TOTAL</i>	0	0
<b>TOTAL NET SHORTFALL 2019/20 to 2035/36</b>	<b>0</b>	<b>0</b>

- 8.22 There are currently no Showperson plots located in Central Lancashire. However, the Councils will continue to engage with the Travelling Showperson community as part of the consultation on the Local Plan.

It is recommended that the Councils develop sub-regional transit provision of 5 pitches (for up to 10 caravans) to accommodate temporary need across all three local authority areas.

## Appendix A: Legislative background

- A.1 The **1960 Caravan Sites and Control of Development Act** enabled councils to ban the siting of caravans for human occupation on common land, which led to the closure of many sites.
- A.2 The **Caravan Sites Act 1968 (Part II)** required local authorities '*so far as may be necessary to provide adequate accommodation for Gypsies residing in or resorting to their area*'. It empowered the Secretary of State to make designation orders for areas where he / she was satisfied that there was adequate accommodation, or on grounds of expediency. Following the recommendations of the Cripps Commission in 1980, provision began to grow rapidly only after the allocation of 100% grants from central government. By 1994 a third of local authorities had achieved designation, which meant that they were not required to make further provision and were given additional powers to act against unauthorised encampments. The repeal of most of the Caravan Sites Act under the Criminal Justice and Public Order Act in 1994 led to a reduction in provision, with some sites being closed over a period in which the Gypsy and Traveller population was increasing.
- A.3 The **1994 Criminal Justice and Public Order Act (CJ&POA)**:
- Repealed most of the 1968 Caravan Sites Act;
  - Abolished all statutory obligation to provide accommodation;
  - Discontinued government grants for sites; and
  - Under Section 61 made it a criminal offence to camp on land without the owner's consent.
- A.4 Since the CJ&POA the only places where Gypsies and Travellers can legally park their trailers and vehicles are:
- Council Gypsy caravan sites; by 2000 nearly half of Gypsy caravans were accommodated on council sites, despite the fact that new council site provision stopped following the end of the statutory duty;
  - Privately owned land with appropriate planning permission; usually owned by Gypsies or Travellers. Such provision now accommodates approximately a third of Gypsy caravans in England; and
  - Land with established rights of use, other caravan sites or mobile home parks by agreement or licence, and land required for seasonal farm workers (under site licensing exemptions).
- A.5 By the late 1990s the impact of the 1994 Act was generating pressure for change on both local and national government. There was a major review of law and policy, which included:
- A Parliamentary Committee report (House of Commons 2004).
  - The replacement of Circular 1/94 by Circular 1/2006 (which has since been cancelled and replaced by the *Planning policy for traveller sites* 2012 and updated in 2015).

- Guidance on accommodation assessments (ODPM 2006).
- The Housing Act 2004 which placed a requirement (s.225) on local authorities to assess Gypsy and Traveller accommodation needs.

A.6 **Section 225: Housing Act 2004** imposed duties on local authorities in relation to the accommodation needs of Gypsies and Travellers:

- Every local housing authority was required as part of the general review of housing needs in their areas under section 8 of the Housing Act 1985 assess the accommodation needs of Gypsies and Travellers residing in or resorting to their borough;
- Where a local housing authority was required under section 87 of the Local Government Act 2003 to prepare a strategy to meet such accommodation needs, they had to take the strategy into account in exercising their functions;
- A local housing authority was required to have regard to section 226 ('Guidance in relation to section 225') in:
  - carrying out such an assessment, and
  - preparing any strategy that they are required to prepare.
- Section 124 of the Housing and Planning Act 2016 deletes sections 225 and 226 of the Housing Act 2004 (see below). Additional requirements have been inserted into Section 8 of the Housing Act 1985 to include an assessment of the need for sites for caravans and moorings for houseboats within the periodical review of housing needs.

A.7 The **Planning and Compulsory Purchase Act 2004** set out to introduce a simpler and more flexible planning system at regional and local levels. It also introduced new provisions which change the duration of planning permissions and consents, and allows local planning authorities to introduce local permitted development rights using 'local development orders'. It made the compulsory purchase regime simpler, fairer and quicker, to support major infrastructure and regeneration initiatives.

The Act introduced major changes to the way in which the planning system operates. Local planning authorities are required to prepare a Local Development Framework; however, the term Local Plan was reintroduced following the National Planning Policy Framework in March 2012.

Part 8 of the Act contains a series of measures to reform the compulsory purchase regime and make it easier for local planning authorities to make a case for compulsory purchase orders where it will be of economic, social or environmental benefit to the area. This Act was subsequently amended to a Local Plan document with the introduction of the NPPF in March 2012. This section also brings in amended procedures for carrying out compulsory purchase orders, including a widening of the category of person with an interest in the land who can object, and deals with ownership issues and compensation.

A.8 **The Localism Act 2011** introduced a number of reforms, including changes to planning enforcement rules, which strengthen the power of local planning authorities to tackle abuses of the planning system. The changes give local planning authorities the ability to

take actions against people who deliberately conceal unauthorised development, and tackle abuses of retrospective planning applications. The Act also introduced the Duty to Co-operate (see Section 3) on all local planning authorities planning sustainable development. The Duty requires *'neighbouring local authorities, or groups of authorities, to work together on planning issues in the interests of all their local residents. ... the Government thinks that local authorities and other public bodies should work together on planning issues in ways that reflect genuine shared interests and opportunities to make common cause. The duty requires local authorities and other public bodies to work together on planning issues.'*<sup>26</sup> The provision of Gypsy and Traveller sites falls within the Duty to Co-operate; which aims to ensure that neighbouring authorities work together to address issues such as provision of sites for Gypsies and Travellers in a planned and strategic way.

A.9 **Statutory Instrument 2013 No 830 Town and Country planning Act, England (Temporary Stop Notice) (England) (Revocation) Regulations 2013** came into force on 4<sup>th</sup> May 2013. This Instrument revoked the regulations governing Temporary Stop Notices, which were in place to mitigate against the disproportionate impact of Temporary Stop Notices on Gypsies and Travellers in areas where there was a lack of sufficient pitches to meet the needs of the Travelling community.

A.10 **Section 124: Housing and Planning Act 2016** has two parts:

- 124(1) amends section 8 of the Housing Act 1985, inserting an additional reference to include a duty to consider the needs of people residing in or resorting to local authority boroughs with respect to the provision of sites for caravans and moorings for houseboats when undertaking housing needs assessments.
- 124(2) deletes sections 225 and 226 of the Housing Act 2004 (as set out above).

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<sup>26</sup> DCLG A plain English guide to the Localism Act Nov 2011

## Appendix B: Review of policy, guidance and best practice

B.1 As part of this research, we have carried out a review of literature, which is presented in this Appendix. A considerable range of guidance documents has been prepared by Central Government to assist local authorities discharge their strategic housing and planning functions. In addition, there is considerable independent and academic research and guidance on these issues; some of the key documents are summarised here. The documents are reviewed in order of publication date.

B.2 **A Decent Home: Definition and Guidance for Implementation Update, DCLG, June 2006**

Although not primarily about the provision of caravan sites, facilities or pitches, the June 2006 updated DCLG guidance for social landlords provides a standard for such provision. The guidance is set out under a number of key headings:

- Community-based and tenant-led ownership and management;
- Delivering Decent Homes Beyond 2010;
- Delivering mixed communities;
- Procurement value for money; and
- Housing Health and Safety.

The guidance defines four criteria against which to measure the standard of a home:

- It meets the current statutory minimum standard for housing;
- It is in a reasonable state of repair;
- It has reasonably modern facilities and services; and
- It provides a reasonable degree of thermal comfort.

B.3 **Guide to Effective Use of Enforcement Powers - Parts 1 (Unauthorised Encampments, ODPM, 2006) and 2 (Unauthorised Development of Caravan Sites, DCLG, 2007)**

The Guide (now cancelled) was the Government's response to unauthorised encampments which cause local disruption and conflict.

B.4 **Common Ground: Equality, good race relations and sites for Gypsies and Irish Travellers, Commission for Racial Equality, May 2006**

This report was written four years after the introduction of the statutory duty on public authorities under the Race Relations (Amendment) Act to promote equality of opportunity and good race relations and to eliminate unlawful racial discrimination. The CRE expressed concerns about relations between Gypsies and Irish Travellers and other members of the public, with widespread public hostility and, in many places, Gypsies and Irish Travellers leading separate, parallel lives. A dual concern about race relations and inequality led the Commission in October 2004 to launch the inquiry on which this report was based.



The Report's recommendations include measures relating to Central Government, local authorities, police forces and the voluntary sector. Among those relating to Central Government are:

- developing a realistic but ambitious timetable to identify land for sites, where necessary establishing them, and making sure it is met;
- developing key performance indicators for public sites which set standards for quality and management that are comparable to those for conventional accommodation;
- requiring local authorities to monitor and provide data on planning applications, outcomes and enforcement, and on housing and homelessness by racial group, using two separate categories for Gypsies and Irish Travellers; and
- requiring police forces to collect information on Gypsies and Irish Travellers as two separate ethnic categories.

Strategic recommendations affecting local authorities include:

- developing a holistic corporate vision for all work on Gypsies and Irish Travellers,
- reviewing all policies on accommodation for Gypsies and Irish Travellers,
- designating a councillor at cabinet (or equivalent) level, and an officer at no less than assistant director level, to coordinate the authority's work on all sites;
- emphasising that the code of conduct for councillors applies to their work in relation to all racial groups, including Gypsies and Irish Travellers;
- giving specific advice to Gypsies and Irish Travellers on the most suitable land for residential use, how to prepare applications, and help them to find the information they need to support their application;
- identifying and reporting on actions by local groups or individuals in response to plans for Gypsy sites that may constitute unlawful pressure on the authority to discriminate against Gypsies and Irish Travellers; and
- monitoring all planning applications and instances of enforcement action at every stage, by type and racial group, including Gypsies and Irish Travellers, in order to assess the effects of policies and practices on different racial groups.

Among other recommendations, the Report states that police forces should:

- include Gypsies and Irish Travellers in mainstream neighbourhood policing strategies, to promote race equality and good race relations;
- target individual Gypsies and Irish Travellers suspected of anti-social behaviour and crime on public, private and unauthorised sites, and not whole communities;
- treat Gypsies and Irish Travellers as members of the local community, and in ways that strengthen their trust and confidence in the police;
- provide training for all relevant officers on Gypsies' and Irish Travellers' service needs, so that officers are able to do their jobs more effectively;

- review formal and informal procedures for policing unauthorised encampments, to identify and eliminate potentially discriminatory practices, and ensure that the procedures promote race equality and good race relations; and
- review the way policy is put into practice, to make sure organisations and individuals take a consistent approach, resources are used effectively and strategically, all procedures are formalised, and training needs are identified.

Other recommendations relate to Parish and Community councils the Local Government Association, the Association of Chief Police Officers and the voluntary sector.

#### B.5 **Planning Advisory Service (PAS) *Spaces and places for Gypsies and Travellers: how planning can help* (2006)**

PAS list the following as key to successful delivery of new provision:

- **Involve Gypsy and Traveller communities:** this needs to happen at an early stage, innovative methods of consultation need to be adopted due to low levels of literacy and high levels of social exclusion within Gypsy and Traveller communities and members of the Gypsy and Traveller community should be trained as interviewers on Accommodation Assessments (Cambridgeshire, Surrey, Dorset and Leicestershire). Other good practice examples include distribution of material via CD, so that information can be ‘listened to’ as opposed to read. The development of a dedicated Gypsy and Traveller Strategy is also seen to be good practice, helping agencies develop a co-ordinated approach and so prioritise the issue. The report also recommends the use of existing Gypsy and Traveller resources such as the planning guide published in Traveller’s Times, which aims to explain the planning process in an accessible way to members of the Gypsy and Traveller community. As well as consulting early, PAS also flags the need to consult often with communities;
- **Work collaboratively** with neighbouring authorities to address the issues and avoid just ‘moving it on’ to a neighbouring local authority area. With the new Duty to Co-operate established within the NPPF, working collaboratively with neighbouring local authorities has never been more important. Adopting a collaborative approach recognises that local authorities cannot work in isolation to tackle this issue;
- **Be transparent:** trust is highly valued within Gypsy and Traveller communities and can take a long time to develop. The planning system needs to be transparent, so that members of the Gypsy and Traveller community can understand the decisions that have been taken and the reasoning behind them. PAS states that *‘ideally council work in this area should be led by an officer who is respected both within the Council and also within Gypsy and Traveller communities: trust is vital and can be broken easily.’*<sup>27</sup> Local planning authorities also need to revisit their approach to development management criteria for applications for Gypsy and Traveller sites *‘to ensure that criteria make it clear what applications are likely to be accepted by the*

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<sup>27</sup> PAS *Spaces and places for gypsies and travellers how planning can help*, page 8

*council. Authorities need to ensure that these are reasonable and realistic. Transparent and criteria-based policies help everyone to understand what decisions have been made and why.*<sup>28</sup> Kent and Hertsmere councils are listed as examples of good practice in this regard.

- **Integration:** accommodation needs assessments need to be integrated into the Local Plan evidence base, with site locations and requirements set out within specific Development Plan Documents (DPDs); dedicated Gypsy and Traveller DPDs are advocated as a means of ensuring that the accommodation needs of Gypsies and Travellers are fully considered and addressed within the local planning process; and
- **Educate and work with councillors:** members need to be aware of their responsibilities in terms of equality and diversity and *'understand that there must be sound planning reasons for rejecting applications for Gypsy and Traveller sites'*<sup>29</sup>. It is helpful for members to understand the wider benefits of providing suitable accommodation to meet the requirements of the Gypsy and Traveller community, such as:
  - An increase in site provision;
  - Reduced costs of enforcement; and
  - Greater community engagement and understanding of community need.

#### B.6 RTPI Good Practice Note 4, *Planning for Gypsies and Travellers (2007)*

The RTPI has developed a series of Good Practice notes for local planning authorities 'Planning for Gypsies and Travellers'; the notes cover four key areas:

- Communication, consultation and participation;
- Needs assessment;
- Accommodation and site delivery; and
- Enforcement.

Whilst the notes were developed prior to the NPPF and the introduction of PPTS 2012 and 2015, some of the key principles remain relevant. and it is worth considering some of the papers' key recommendations.

In terms of **communication, consultation and participation** the RTPI highlight the following good practice:

- **Define potentially confusing terminology** used by professionals working in the area;
- **Use appropriate methods of consultation:** oral exchanges and face-to-face dealings are essential to effectively engage with Gypsy and Traveller communities, whilst service providers tend to use written exchanges;

<sup>28</sup> PAS spaces and places for gypsies and travellers how planning can help page 8 & 14

<sup>29</sup> PAS spaces and places for gypsies and travellers how planning can help page 10

- **Consultees and participants need to be involved in the entire plan making process;** this includes in-house participants, external organisations, Gypsy and Traveller communities, and settled communities. The RTPI concludes that:
  - *‘Local authorities should encourage Gypsy and Traveller communities to engage with the planning system at an early stage. However, they may request other agencies that have well-established relationships with members of Gypsy and Traveller communities to undertake this role.’* and
  - *‘In the past, settled communities have often only become aware of the intention to develop Gypsy and Traveller accommodation when the local authority issues a notice or consultation. ... cultivating the support of the settled community for the development of sites should start as soon as possible. ... There is a sound case for front-loading and sharing information with small groups in the [settled] community, rather than trying to manage large public gatherings at the start of the process. Again, it may be beneficial for the local authority to work in partnership with organisations with established links in the community. The settled community is not a homogeneous whole. There will be separate groups with different perceptions and concerns, which the local authority must take account of.’<sup>30</sup>*
- **Dialogue methods:** the RTPI correctly identify that the experience of many Gypsies and Travellers of liaising with both public sector agencies and the settled community is both frightening and negative. As a result, *‘there should be no expectation that Gypsies and Travellers will participate in open meetings. Stakeholders should investigate suitable methods of bringing together individuals from the respective communities in an environment that will facilitate a constructive exchange of information and smooth the process of breaking down animosity and hostility.’<sup>31</sup>* The use of public meetings is discouraged, and the use of organisations with experience of working within both Gypsy and Traveller, and settled communities encouraged – advice and support groups, assisted by the latter, holding regular local meetings can be an effective means of engaging constructively with both communities. Representatives from these groups can also be included on appropriate forums and advisory groups. The location and timing of meetings needs to be carefully considered to maximise participation, with a neutral venue being preferable.
- **The media** has an important role to play in facilitating the delivery of sites locally, with past reporting being extremely damaging. Positive media liaison is important and requires:
  - A single point of contact with the local authority;
  - A liaison officer responsible for compilation and release of briefings, and for building positive relationships with editors, journalists, radio and television presenters;
  - All stakeholders to provide accurate and timely briefings for the liaison officer;

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<sup>30</sup> RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part A page 8

<sup>31</sup> RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part A page 13

- Provision of media briefings on future activities;
  - Officers to anticipate when and where the most sensitive and contentious issues will arise and use of a risk assessment to mitigate any negative impact;
  - Use of the media to facilitate engagement with both settled and Gypsy and Traveller communities; and
  - Stakeholders to provide politicians with clear, accurate and comprehensive briefings.
- **On-going communication, participation and consultation** are important. The continued use of the most effective methods of engagement once an initiative is completed ensures the maximum use of resources:
    - *‘The delivery of some services, such as the identification of sites in development plan documents, is the end of one process and the start of another. The various committees and advisory groups established to participate in the process of site identification and the accommodation needs assessment will have considerable background information and expertise embedded in their membership. This will prove useful in the management and monitoring of subsequent work. ... Whilst on-going engagement with all service users is important, it is especially important with regard to Gypsies and Travellers, given their long history of marginalisation.’<sup>32</sup>*

Whilst the RTPI’s Good Practice Note Planning for Gypsies and Travellers predates the NPPF, the principles that it establishes at Part C remain largely relevant in terms of the role of local plan making. The Note advises that whilst the use of the site specific DPDs to identify sites for Gypsy and Traveller accommodation may seem less divisive, subsequent to identification of sufficient sites to meet identified need, local planning authorities should seek to integrate provision for Gypsies and Travellers within their general housing strategies and policies. Early involvement of stakeholders, the community and special interest groups will help achieve a consensus.

However, the RTPI point out that, due to the contentious nature of Gypsy and Traveller provision, the use of a criteria-based approach to the selection of development sites is unlikely to be *successful ‘in instances where considerable public opposition to the development might be anticipated.’* The paper concludes that it is not appropriate to rely solely on criteria as an alternative to site allocations where there is an identified need for the development.<sup>33</sup>

The RTPI advocate adopting a pragmatic approach, whereby local planning authorities work with the Gypsy and Traveller communities within their areas to identify a range of potentially suitable sites:

*‘The local authority and Gypsy and Traveller communities are both able to bring forward their suggested sites during this process, and the distribution and location*

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<sup>32</sup> RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part A page 18

<sup>33</sup> RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part C page 11

*of transit as well as permanent sites can be covered. The practicable options would then go forward for discussion with the local community, interest groups, and other stakeholders before the selection of preferred sites is finalised. The advantages of this approach are its transparency and the certainty it provides both for Gypsies and Travellers and for settled communities.*<sup>34</sup>

The RTPI also advocates the use of supplementary planning guidance to provide additional detail on policies contained within a Local Plan; in terms of Gypsies and Travellers this could include:

- Needs assessment evidence base;
- Design principles; and
- A design brief for the layout of sites.

#### **B.7 Guidance on Gypsy and Traveller Accommodation Needs Assessments, DCLG, October 2007**

This Guidance (formally cancelled in December 2016) sets out a detailed framework for designing, planning and carrying out Gypsy and Traveller accommodation needs assessments. It includes the needs of Showpeople. It acknowledges that the housing needs of Gypsies and Travellers are likely to differ from those of the settled community, and that they have hitherto been excluded from accommodation needs assessments.

The guidance stresses the importance of understanding accommodation needs of the whole Gypsy and Traveller population; and that studies obtain robust data. It recognises the difficulty of surveying this population and recommends the use of:

- Qualitative methods such as focus groups and group interviews;
- Specialist surveys of those living on authorised sites that are willing to respond; and
- Existing information, including local authority site records and the twice-yearly caravan counts.

The Guidance recognises that there are challenges in carrying out these assessments and accepts that while the approach should be as robust as possible it is very difficult to exactly quantify unmet need.

#### **B.8 Designing Gypsy and Traveller Sites Good Practice Guide, DCLG, May 2008**

The Guide (now cancelled) attempted to establish and summarise the key elements needed to design a successful site. In particular, the guidance intended to assist:

- Local authorities or Registered Providers looking to develop new sites or refurbish existing sites;
- Architects or developers looking to develop sites or refurbish existing sites; and
- Site residents looking to participate in the design/refurbishment process.

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<sup>34</sup> RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part C page 11

**B.9 The National Planning Policy Framework, March 2012**

The National Planning Policy Framework (NPPF) came into effect in March 2012 and sets out the Government's planning policies for England. It condenses previous guidance and places a strong emphasis on 'sustainable development'. It provides more focussed guidance on plan-making and refers to 'Local Plans' rather than Local Development Frameworks or Development Plan Documents. Despite the difference in terminology it does not affect the provisions of the 2004 Act which remains the legal basis for plan-making.

**B.10 DCLG Planning policy for traveller sites, March 2012 (subsequently updated August 2015)**

In March 2012 the Government also published *Planning policy for traveller sites*, which together with the NPPF replaced all previous planning policy guidance in respect of Gypsies and Travellers. The policy approach encouraged provision of sites for Gypsies and Travellers where there is an identified need, to help maintain an appropriate level of supply. The policy also encouraged the use of plan making and decision taking to reduce unauthorised developments and encampments. This policy document was replaced by updated PPTS in August 2015 (see below).

**B.11 Progress report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers, April 2012**

In April 2012 the Government published a Progress Report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers, which summarised progress in terms of meeting 'Government commitments to tackle inequalities and promote fairness for Gypsy and Traveller communities.'<sup>35</sup> The report covers 28 measures from across Government aimed at tackling inequalities, these cover:

- Improving education outcomes;
- Improving health outcomes;
- Providing appropriate accommodation;
- Tackling hate crime;
- Improving interaction with the National Offender Management Service;
- Improving access to employment and financial services; and
- Improving engagement with service providers.

**B.12 Dealing with illegal and unauthorised encampments: a summary of available powers, DCLG August 2012**

This guidance note (now superseded, March 2015) summarised the powers available to local authorities and landowners to remove encampments from both public and private land.

**B.13 Statutory Instrument 2013 No.830 Town and Country Planning (Temporary Stop Notice) (England) (Revocation) Regulations 2013: Made on 11<sup>th</sup> April 2013 and laid**

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<sup>35</sup> [www.communities.gov.uk/news/corporate/2124322](http://www.communities.gov.uk/news/corporate/2124322)

before Parliament on 12<sup>th</sup> April 2013 this Instrument revoking the regulations applying to Temporary Stop Notices (TSNs) in England came into force on 4<sup>th</sup> May 2013. The regulations were originally introduced to mitigate against the likely disproportionate impact of TSNs on Gypsies and Travellers in areas where there is a lack of sites to meet the needs of the Travelling community. Under the regulations, TSNs were prohibited where a caravan was a person's main residence, unless there was a risk of harm to a serious public interest significant enough to outweigh any benefit to the occupier of the caravan. Under the new arrangements local planning authorities are to determine whether the use of a TSN is a proportionate and necessary response.

- B.14 **Ministerial Statement 1<sup>st</sup> July 2013 by Brandon Lewis**<sup>36</sup> highlighted the issue of inappropriate development in the Green Belt and revised the appeals recovery criteria issued on 30<sup>th</sup> June 2008 to enable an initial six-month period of scrutiny of Traveller site appeals in the Green Belt. This was so that the Secretary of State could assess the extent to which the national policy, *Planning policy for traveller sites*, was meeting the Government's stated policy intentions. A number of appeals have subsequently been recovered. The Statement also revoked the practice guidance on 'Diversity and equality in planning'<sup>37</sup>, deeming it to be outdated; the Government does not intend to replace this guidance.
- B.15 **Dealing with illegal and unauthorised encampments: a summary of available powers 9<sup>th</sup> August 2013.** This guidance (now superseded, March 2015) replaced that published in August 2012, and updated it in respect of changes to Temporary Stop Notices.
- B.16 **DCLG Consultation: Planning and Travellers, September 2014.** This consultation document sought to:
- Amend the Planning policy for Traveller sites' definition of Travellers and Travelling Showpeople to exclude those who have ceased to travel permanently;
  - Amend secondary legislation to bring the definition of Gypsies and Travellers, set out in the Housing (Assessment of Accommodation Needs) (Meaning of Gypsies and Travellers) (England) Regulations 2006 in line with the proposed changed definition set out above for the Planning policy for Traveller sites;
  - Make the intentional unauthorised occupation of land be regarded by decision takers as a material consideration that weighs against the granting of planning permission. In other words, failure to seek permission in advance of occupation of land would count against the grant of planning permission;
  - Protect 'sensitive areas' including the Green Belt;
  - Update guidance on how local authorities should assess future Traveller accommodation requirements, including sources of information that authorities should use. In terms of future needs assessments, the consultation suggests that authorities should look at:

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<sup>36</sup> <https://www.gov.uk/government/speeches/planning-and-travellers>

<sup>37</sup> ODPM Diversity and Equality in Planning: A good practice guide 2005



- The change in the number of Traveller households that have or are likely to have accommodation needs to be addressed over the Plan period;
  - Broad locations where there is a demand for additional pitches;
  - The level, quality and types of accommodation and facilities needed (e.g. sites and housing);
  - The demographic profile of the Traveller community obtained from working directly with them;
  - Caravan count data at a local level; and
  - Whether there are needs at different times of the year.
- The consultation closed on 23<sup>rd</sup> November 2014.

**B.17 Dealing with illegal and unauthorised encampments: a summary of available powers, March 2015.** This Guidance also states that to plan and respond effectively, the police and landowners have to deal quickly with illegal and unauthorised encampments. The Guidance lists a series of questions that local authorities will want to consider including:

- Is the land particularly vulnerable to unlawful occupation/trespass?
- What is the status of that land? Who is the landowner?
- Do any special rules apply to that land (e.g. byelaws, statutory schemes of management, etc.) and, if so, are any of those rules relevant to the occupation/trespass activity?
- Has a process been established for the local authority to be notified about any unauthorised encampments?
- If the police are notified of unauthorised encampments on local authority land, do they know who in the local authority should be notified?
- If the power of persuasion by local authority officers (wardens/park officers/enforcement officers) does not result in people leaving the land/taking down tents, is there a clear decision-making process, including liaison between councils and local police forces, on how to approach unauthorised encampments? At what level of the organisation will that decision be made? How will that decision-maker be notified?

The Guidance also states that to plan and respond effectively local agencies should work together to consider:

- Identifying vulnerable sites;
- Working with landowners to physically secure vulnerable sites where possible;
- Preparing any necessary paperwork, such as applications for possession orders or injunctions, in advance;
- Working with private landowners to inform them of their powers in relation to unauthorised encampments, including advance preparation of any necessary paperwork;

- Developing a clear notification and decision-making process to respond to instances of unauthorised encampments;
- The prudence of applying for injunctions where intelligence suggests there may be a planned encampment and the site of the encampment might cause disruption to others;
- Working to ensure that local wardens, park officers or enforcement officers are aware of who they should notify in the event of unauthorised encampments;
- Working to ensure that local wardens or park officers are aware of the locations of authorised campsites or other alternatives; and
- Identifying sites where protests could be directed / permitted.

#### B.18 **DCLG Planning policy for traveller sites, August 2015**

To be read alongside the NPPF (March 2012), this national planning policy document replaces the original document (published in March 2012). *Planning policy for traveller sites* sets out that, “the Government’s overarching aim is to ensure fair and equal treatment for travellers, in a way that facilitates the traditional and nomadic way of life of travellers while respecting the interests of the settled community.”<sup>38</sup>

The document sets out a series of nine policies (Policy A to Policy I), which address different issues associated with traveller sites:

- Policy A: Using evidence to plan positively and manage development,
- Policy B: Planning for traveller sites,
- Policy C: Sites in rural areas and the countryside,
- Policy D: Rural exception sites,
- Policy E: Travellers sites in Green Belt,
- Policy F: Mixed planning use traveller sites,
- Policy G: Major development projects,
- Policy H: Determining planning applications for traveller sites, and
- Policy I: Implementation.

#### B.19 **DCLG Planning policy statement on Green Belt protection and intentional unauthorised development (31<sup>st</sup> August 2015)**

Issued as a letter to all Chief Planning Officers in England, this planning policy statement sets out changes to make intentional unauthorised development a material consideration in the determination of planning applications, and also to provide stronger protection for the Green Belt. The statement explains that the Planning Inspectorate will monitor all appeal decisions involving unauthorised development in the Green Belt, and additionally the DCLG will consider the recovery of a proportion of

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<sup>38</sup> DCLG *Planning policy for traveller sites*, August 2015, paragraph 3

relevant appeals for the Secretary of State’s decision “to enable him to illustrate how he would like his policy to apply in practice”, under the criteria set out in 2008.

In addition, the planning policy statement of 31<sup>st</sup> August 2015 announced that the Government has cancelled the documents *Guide to the effective use of enforcement powers, Part 1* (2006) and *Part 2* (2007) and *Designing Gypsy and Traveller Sites – Good Practice Guide* (2008).

**B.20 DCLG Draft guidance to local housing authorities on the periodical review of housing needs: Caravans and Houseboats, March 2016**

This draft guidance was published to explain how the Government wants local housing authorities to interpret changes to accommodation needs assessments (as required by Section 8 of the Housing Act 1985), specifically in relation to caravans and houseboats. It makes reference to Clause 115 of the Housing and Planning Bill, which has subsequently received royal assent and became legislation on 12 May 2016. The relevant clause has become Section 124 of the Housing and Planning Act 2016.

The draft guidance explains how Government wants local housing authorities to interpret changes to accommodation needs assessments (as required by Section 8 of the Housing Act 1985), specifically in relation to caravans and houseboats.

In the carrying out of accommodation needs assessments, the draft guidance stresses the importance of close engagement with the community. The use of existing data along with conducting a specialist survey is recommended.

**B.21 The National Planning Policy Framework July 2018**

This updates the 2012 NPPF and provides a framework within which locally prepared plans for housing and other development can be produced. Chapter 5 considers the delivery of a sufficient supply of homes and the size, type and tenure of housing need for different groups in the community should be assessed and reflected in planning policies. This includes travellers who meet the definition set out in the PPTS.

## Appendix C: Gypsy and Traveller Fieldwork Questionnaire

	Date and Time			
	Site Reference			
	Address			
1	Pitch/Property Type			
2	No. Statics/mobiles/bricks and mortar			
3	No. tourers			
4	Description of pitch occupancy			
5	No. households			
6	No. concealed households			
7	No. doubled up households			
8	Does anyone else use this pitch as their home?			
9	Household characteristics			
		Gender	Age	Relationship to respondent
	Respondent			
	Person 2			
	Person 3			
	Person 4			
	Person 5			
	Person 6			
	Person 7			
	Person 8			

10	Ethnicity	
11	How many bed spaces are there on your pitch?	
12	Overcrowding of home	Y / N
13	Overcrowding of pitch	Y / N

**Travelling questions**

14	In the last year have you or someone in your household travelled	Y / N
15	Previous to the last year, did you or someone in your household travel?	Y / N
16	Reason(s) for travelling	
17	Do you or a member of your household plan to travel next year?	Y / N
18	Do you think you or a member of your household will travel each year for the next five years and/or beyond	Y / N
19	What reasons do you have for not travelling now or in the future?	

**Future moving intentions**

20	Are you planning to move in the next 5 years?	Y / N
21	Where are you planning to move to? ( <b>Same Site</b> , <b>Other Site</b> in District, <b>Outside</b> District (if so where))	
22	What type of dwelling (caravan, trailer, house, flat, bungalow)	

23	<b>Emerging households:</b> Are there any people in your household who want to move to their own pitch in the next 5 yrs?	Y / N			
		HH1	HH2	HH3	HH4
24	Where are you planning to move to? ( <b>Same Site, Other Site</b> in District, <b>Outside</b> District (if so where))				
25	What type of dwelling (caravan, trailer, house, flat, bungalow)				
26	Have they travelled / plan to travel	Y/N	Y/N	Y/N	Y/N
27	Scope to expand site	Y / N			
28	No. additional pitches				
29	Scope to intensify pitches	Y / N			
30	No. additional pitches				
31	Is there a need for transit pitches (for people stopping over temporarily) in the district?	Y / N			
32	If so, now many are needed?				
33	Who should manage them (Council, Traveller Community)				
34	Is there a need for more authorised pitches (for people to live on all the time?)	Y / N			
35	If so, now many are needed?				
36	How many years have you lived here?				

If less than 6 years, please ask supplementary questions

**Supplementary questions if relevant**

37	Where did you move from? <b>(District)</b>	
38	When you moved here, was the pitch vacant, a new pitch or was the pitch sub-divided	
39	What were the reasons for moving here?	
40	Did you already have a connection with the area (e.g. family or friends living here; or you used to live here?)	
41	Do you know anyone in bricks and mortar housing looking to live on a site? If so, can you provide contact details	
42	Are there any vacant pitches on the site which could be used by another family? If so how many pitches	

## Appendix D: Glossary of terms

**B&M:** Bricks and Mortar Households are those living in houses, flats and bungalows

**Caravans:** Mobile living vehicles used by Gypsies and Travellers; also referred to as trailers.

**CJ&POA:** Criminal Justice and Public Order Act 1994; includes powers for local authorities and police to act against unauthorised encampments.

**CRE:** Commission for Racial Equality.

**DCLG:** Department for Communities and Local Government; created in May 2006. Responsible for the remit on Gypsies and Travellers, which was previously held by the Office of the Deputy Prime Minister (O.D.P.M.).

**GM:** Greater Manchester – comprising 10 local authorities: Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Stockport, Tameside, Trafford and Wigan.

**GRT:** Gypsies, Roma and Travellers – an addition term used by some to describe Gypsies and Travellers.

**Gypsies and Travellers:** Defined by DCLG *Planning policy for traveller sites* (August 2015) as “Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family’s or dependants’ educational or health needs or old age have ceased to travel temporarily, but excluding members of an organised group of travelling showpeople or circus people travelling together as such”. The planning policy goes on to state that, “In determining whether persons are “gypsies and travellers” for the purposes of this planning policy, consideration should be given to the following issues amongst other relevant matters: a) whether they previously led a nomadic habit of life b) the reasons for ceasing their nomadic habit of life c) whether there is an intention of living a nomadic habit of life in the future, and if so, how soon and in what circumstances”.

**Irish Traveller:** Member of one of the main groups of Gypsies and Travellers in England. Irish Travellers have a distinct indigenous origin in Ireland and have been in England since the mid nineteenth century. They have been recognised as an ethnic group since August 2000 in England and Wales (O’Leary v Allied Domecq).

**Mobile home:** Legally a ‘caravan’ but not usually capable of being moved by towing.

**Pitch:** Area of land on a Gypsy/Traveller site occupied by one resident family; sometimes referred to as a plot, especially when referring to Travelling Showpeople. DCLG *Planning policy for traveller sites* (August 2015) states that “For the purposes of this planning policy, “pitch” means a pitch on a “gypsy and traveller” site and “plot” means a pitch on a “travelling showpeople” site (often called a “yard”). This terminology differentiates between residential pitches for “gypsies and travellers” and mixed-use plots for “travelling showpeople”, which may / will need to incorporate space or to be split to allow for the storage of equipment”.

**Plot:** see pitch

**PPTS:** Planning Policy for Traveller Sites (DCLG, 2012 and 2015 editions)

**Roadside:** Term used here to indicate families on unauthorised encampments, whether literally on the roadside or on other locations such as fields, car parks or other open spaces.



**Romany:** Member of one of the main groups of Gypsies and Travellers in England. Romany Gypsies trace their ethnic origin back to migrations, probably from India, taking place at intervals since before 1500. Gypsies have been a recognised ethnic group for the purposes of British race relations legislation since 1988 (CRE V Dutton).

**RTPI:** Royal Town Planning Institute

**Sheds:** On most residential Gypsy/Traveller sites 'shed' refers to a small basic building with plumbing amenities (bath/shower, WC, sink), which are provided at the rate of one per pitch/pitch. Some contain a cooker and basic kitchen facilities.

**Showpeople:** Defined by DCLG *Planning policy for traveller sites* (August 2015) as “Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family’s or dependants’ more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily, but excludes Gypsies and Travellers as defined above”.

**Site:** An area of land laid out and used for Gypsy/Traveller caravans; often though not always comprising slabs and amenity blocks or ‘sheds’. An authorised site will have planning permission. An unauthorised development lacks planning permission.

**Slab:** An area of concrete or tarmac on sites allocated to a household for the parking of trailers (caravans)

**Stopping places:** A term used to denote an unauthorised temporary camping area tolerated by local authorities, used by Gypsies and Travellers for short-term encampments, and sometimes with the provision of temporary toilet facilities, water supplies and refuse collection services.

**Tolerated site:** An unauthorised encampment/site where a local authority has decided not to take enforcement action to seek its removal.

**Trailers:** Term used for mobile living vehicles used by Gypsies and Travellers; also referred to as caravans.

**Transit site:** A site intended for short-term use while in transit. The site is usually permanent and authorised, but there is a limit on the length of time residents can stay.

**Unauthorised development:** Establishment of Gypsy and Traveller sites without planning permission, usually on land owned by those establishing the site. Unauthorised development may involve ground works for roadways and hard standings. People parking caravans on their own land without planning permission are not Unauthorised Encampments in that they cannot trespass on their own land – they are therefore Unauthorised Developments and enforcement is always dealt with by Local Planning Authorities enforcing planning legislation.

**Unauthorised encampment:** Land where Gypsies or Travellers reside in vehicles or tents without permission. Unauthorised encampments can occur in a variety of locations (roadside, car parks, parks, fields, etc.) and constitute trespass. The 1994 Criminal Justice and Public Order Act made it a criminal offence to camp on land without the owner’s consent. Unauthorised encampments fall into two main categories: those on land owned by local authorities and those on privately owned land. It is up to the land owner to take enforcement action in conjunction with the Police.

**Wagons:** This is the preferred term for the vehicles used for accommodation by Showpeople.

**Yards:** Showpeople travel in connection with their work and therefore live, almost universally, in wagons. During the winter months these are parked up in what was traditionally known as 'winter quarters'. These 'yards' are now often occupied all year around by some family members.