

# Rossendale

## Gypsy and Traveller and Travelling Showperson Accommodation Assessment 2016

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Rossendale Borough Council

Final Report  
September 2016

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*Please note that in this report some of the tables include rounded figures. This can result in some column or row totals not adding up to 100 or to the anticipated row or column 'total' due to the use of rounded decimal figures. We include this description here as it covers all tables and associated textual commentary included. If tables or figures are to be used in-house then we recommend the addition of a similarly worded statement being included as a note to each table used.*

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# 1. Introduction

1.1 In June 2016, arc<sup>4</sup> were commissioned by Rossendale Borough Council to undertake a Gypsy and Traveller Accommodation Assessment (GTAA) to identify the housing needs of Gypsies and Travellers and Travelling Showpeople from across Rossendale. 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, Travellers and Travelling Showpeople.

1.2 The research provides information about the current and future accommodation needs and demands of Gypsies and Travellers and Travelling Showpeople, as well as providing information about their additional support needs.

1.3 The study adopts the definition of ‘Gypsies and Travellers’ set out within Planning Practice Guidance (PPG), *Planning policy for traveller sites* (first published in March 2012 and updated in August 2015), within which the following definition of ‘Gypsies and Travellers’ is adopted:

*“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 or permanently, but excluding members of an organised group of Travelling Showpeople or circus people travelling together as such.”<sup>1</sup>*

1.4 In addition, updated Government planning policy (August 2015) adds 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:*

- 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>2</sup>*

1.5 The following definition of ‘Travelling Showpeople’ is used, also taken from the planning policy document:

*“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 or permanently, but excludes Gypsies and Travellers as defined above.”<sup>3</sup>*

1.6 In addition:

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

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

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

*“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>4</sup>*

- 1.7 For the purposes of this study, therefore, Gypsies and Travellers live on pitches on sites, whilst Travelling Showpeople live on plots on yards.
- 1.8 The overall purpose of a Gypsy and Traveller Accommodation Assessment is to support the development of clear and realistic planning policies relating to Gypsies, Travellers and Travelling Showpeople. The study provides an evidence base to assist the Council in determining an appropriate level of pitch provision to be sought through the lifetime of the Local Plan and to identify the accommodation needs of Gypsies and Travellers to meet the Council’s obligations under Section 225 of the Housing Act 2004.
- 1.9 Note it is understood that there are no Travelling Showpeople or Bargee Travellers currently living in Rossendale Borough.

## Study components

- 1.10 The study comprised five stages, which are set out below:
  - **Stage 1:** Development of methodology. Collation and review of existing information and literature;
  - **Stage 2:** Stakeholder consultation;
  - **Stage 3:** Survey of Gypsies and Travellers across the study area;
  - **Stage 4:** Data analysis, calculation of needs and report production; and
  - **Stage 5:** Dissemination.

## Report structure

- 1.11 The report structure is as follows:
  - **Chapter 1 Introduction:** provides an overview of the study;
  - **Chapter 2 Legislative and policy context:** presents a review of the legislative and policy context;
  - **Chapter 3 Methodology:** provides details of the study’s research methodology;
  - **Chapter 4 Review of current Gypsy and Traveller population and provision of sites/plots:** reviews estimates of the Gypsy and Traveller population across Rossendale Borough and the scale of existing site provision;

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<sup>4</sup> DCLG *Planning policy for traveller sites* August 2015 Annex 1, para 5

- **Chapter 5 Pitch requirements:** focuses on current and future pitch and plot requirements. This chapter includes a detailed assessment of drivers of demand, supply and current shortfalls across the study area;
- **Chapter 6 Stakeholder consultation:** summarises views of stakeholders expressed through the on-line survey; and
- **Chapter 8 Conclusion and strategic response:** concludes the report, identifying headline issues, and 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 Gypsies and Travellers;
- **Appendix B** Literature review of policy, guidance, reports and best practice notes;
- **Appendix C** Fieldwork questionnaire;
- **Appendix D** Glossary of terms.

## 2. Legislative and Policy Context

- 2.1 This research is grounded in an understanding of how the national legislative and policy context has affected Gypsy and Traveller and Travelling Showpeople communities to date.

### Legislative background

- 2.2 Since 1960, three Acts of Parliament have had a major impact on Gypsies and Travellers and Travelling Showpeople:
- Caravan Sites and Control of Development Act 1960;
  - Caravan Sites Act 1968 (Part II); and the
  - Criminal Justice and Public Order Act 1994.
- 2.3 The 1994 Criminal Justice and Public Order Act abolished all statutory obligations to provide accommodation, discontinued Government grants for sites and made it a criminal offence to camp on land without the owner's consent.
- 2.4 Since the 1994 Act, the only places where Gypsies and Travellers and Travelling Showpeople can legally park their trailers and vehicles are:
- Council and Registered [Social Housing] Providers' Gypsy caravan sites;
  - Privately owned land with appropriate planning permission; and
  - Land with established rights of use, other caravan sites or mobile home parks by agreement or licence along with land required for seasonal farm workers.
- 2.5 The 1994 Act resulted in increased pressure on available sites. It eventually resulted in further reviews of law and policy, culminating in the Housing Act 2004 which placed a requirement (Section 225) on local authorities to assess Gypsy and Traveller and Travelling Showpeople accommodation needs when undertaking a review of housing needs in their district as required under the Housing Act 1985 (Section 8).
- 2.6 More detail on the legislation affecting Gypsies and Travellers and Travelling Showpeople can be found at Appendix A.

### Policy background

- 2.7 A considerable range of policy and guidance documents have been prepared by Central Government to assist local authorities in discharging their strategic housing and planning functions and numerous research and guidance documents have been published by other agencies. This review examines influential policy, guidance and research which relates specifically to Gypsies and Travellers and Travelling Showpeople or makes reference to them; more information is provided within Appendix B.
- 2.8 Some of the key themes to emerge from the review of relevant literature include:



- Recognising the long-standing role Gypsies and Travellers and Travelling Showpeople have played in society and how prejudice, discrimination and legislative change have increasingly marginalised these distinctive ethnic groups;
- A recognised shortage of provision for Gypsies and Travellers;
- The importance of understanding Gypsy and Traveller issues in the context of recent housing and planning policy development;
- Recognition that Gypsies and Travellers are one of the most socially excluded groups in society and are particularly susceptible to a range of inequalities relating to health, education, law enforcement and quality of accommodation; and
- A need for better communication and improved understanding between, and within, Travelling communities themselves, and between Travelling communities and elected members, service providers and permanently settled communities.

## Planning policy

- 2.9 In March 2012 the Government published both the National Planning Policy Framework (NPPF)<sup>5</sup> and its accompanying Planning Practice Guidance (PPG) covering a range of topics, including *Planning policy for traveller sites*<sup>6</sup> (PPTS 2012). These documents replaced all previous national planning policy in respect of Gypsies and Travellers and Travelling Showpeople.
- 2.10 Previously, local planning authorities had been required to set aside enough land for Gypsy and Traveller sites, with targets set in regional plans. The Coalition Government abolished regional planning under the provisions of the Localism Act 2011 and local authorities no longer have targets set out in regional plans.
- 2.11 PPTS 2012 instead encouraged local planning authorities to form their own evidence base for needs in their area and use this to set their own pitch and plot targets for their Local Plan.
- 2.12 In a written statement to Parliament on 17<sup>th</sup> January 2014 the Coalition Government stated:

*“Ministers are considering the case for further improvements to both planning policy and practice guidance to strengthen Green Belt protection in this regard. We also want to consider the case for changes to the planning definition of ‘travellers’ to reflect whether it should only refer to those who actually travel and have a mobile or transitory lifestyle. We are open to representations on these matters and will be launching a consultation in due course.”<sup>7</sup>*

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<sup>5</sup> DCLG National Planning Policy Framework March 2012

<sup>6</sup> DCLG *Planning policy for traveller sites* March 2012 (now superseded)

<sup>7</sup> House of Commons 17 January 2014, c35WS

- 2.13 Between September and November 2014 the Government consulted on proposed changes to PPTS. An updated PPG document, *Planning policy for traveller sites* (PPTS 2015) was subsequently published in August 2015<sup>8</sup>.
- 2.14 PPTS 2015 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>9</sup>
- 2.15 The policy sets out the Government’s aims in respect of traveller sites, namely:
- “a. that local planning authorities should make their own assessment of need for the purposes of planning*
  - b. to ensure that local planning authorities, working collaboratively, develop fair and effective strategies to meet need through the identification of land for sites*
  - c. to encourage local planning authorities to plan for sites over a reasonable timescale*
  - d. that plan-making and decision-taking should protect Green Belt from inappropriate development*
  - e. to promote more private traveller site provision while recognising that there will always be those travellers who cannot provide their own sites*
  - f. that plan-making and decision-taking should aim to reduce the number of unauthorised developments and encampments and make enforcement more effective*
  - g. for local planning authorities to ensure that their Local Plan includes fair, realistic and inclusive policies*
  - h. to increase the number of traveller sites in appropriate locations with planning permission, to address under provision and maintain an appropriate level of supply*
  - i. to reduce tensions between settled and traveller communities in plan-making and planning decisions*
  - j. to enable provision of suitable accommodation from which travellers can access education, health, welfare and employment infrastructure*
  - k. for local planning authorities to have due regard to the protection of local amenity and local environment”*<sup>10</sup>
- 2.16 It is within this policy context that local planning authorities will have to plan future provision for Gypsies and Travellers and Travelling Showpeople across their respective areas. ‘Policy A’ requires Councils to use evidence to plan positively and manage development. Paragraph 7 of PPTS 2015 states that:
- “In assembling the evidence base necessary to support their planning approach, local planning authorities should:*
- a) pay particular attention to early and effective community engagement with both settled and traveller communities (including discussing travellers’ accommodation needs with travellers themselves, their representative bodies and local support groups)*

<sup>8</sup> DCLG *Planning policy for traveller sites* August 2015

<sup>9</sup> DCLG *Planning policy for traveller sites* August 2015, paragraph 3

<sup>10</sup> DCLG *Planning policy for traveller sites* August 2015, paragraph 4

- b) *cooperate with travellers, their representative bodies and local support groups; other local authorities and relevant interest groups to prepare and maintain an up-to-date understanding of the likely permanent and transit accommodation needs of their areas over the lifespan of their development plan, working collaboratively with neighbouring local planning authorities*
- c) *use a robust evidence base to establish accommodation needs to inform the preparation of local plans and make planning decisions.”*
- 2.17 ‘Policy B’ of PPTS 2015 relates to plan-making and planning. It sets the context for Local Plan preparation, consistent with policies in the NPPF. Paragraph 9 sets out that local planning authorities should set pitch and plot targets which address the likely permanent and transit site accommodation needs of Travellers in their area, working collaboratively with neighbouring local planning authorities. Specifically, in producing their Local Plan, local planning authorities should:
- a) *“identify and update annually, a supply of specific deliverable sites sufficient to provide 5 years’ worth of sites against their locally set targets*
- b) *identify a supply of specific, developable sites, or broad locations for growth, for years 6 to 10 and, where possible, for years 11-15*
- c) *consider production of joint development plans that set targets on a cross-authority basis, to provide more flexibility in identifying sites, particularly if a local planning authority has special or strict planning constraints across its area (local planning authorities have a duty to cooperate on planning issues that cross administrative boundaries)*
- d) *relate the number of pitches or plots to the circumstances of the specific size and location of the site and the surrounding population’s size and density*
- e) *protect local amenity and environment.”*
- 2.18 PPTS 2015 explains that, to be considered ‘deliverable’, sites should be:
- available now,
  - offer a suitable location for development,
  - be achievable with a realistic prospect that development will be delivered on the site within five years.
  - Sites with planning permission should be considered deliverable until permission expires, unless there is clear evidence that schemes will not be implemented within five years, for example they will not be viable, there is no longer a demand for the type of units or sites have long term phasing plans.
- 2.19 In order to be considered ‘developable’, sites should be:
- in a suitable location for traveller site development and
  - there should be a reasonable prospect that the site is available and could be viably developed at the point envisaged.

### Changes to planning policy

- 2.20 The updated PPTS (2015) has introduced some key changes to policy, including:

### *Change of the definition of ‘traveller’*

2.21 The definition of Gypsies and Travellers adds the following ‘clarification’:

*“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>11</sup>*

2.22 This means that for planning-related purposes the definition of Gypsy and Traveller has been changed so that it excludes those who have permanently ceased from travelling.

2.23 The Government has also indicated that it will seek to amend primary legislation to clarify the duties of local authorities to plan for the housing needs of their residents.

### *Protecting the Green Belt*

2.24 The updated PPG document changes the weight that can be given to any absence of a five-year supply of permanent sites when deciding planning applications for temporary sites in land designated as Green Belt, sites protected under the Birds and Habitats Directives, sites designated as Sites of Special Scientific Interest, Local Green Space, Areas of Outstanding Natural Beauty or within a National Park or the Broads.

2.25 The Government has also changed planning policy so that unmet need and personal circumstances (subject to the best interests of the child) are unlikely to clearly outweigh harm to the Green Belt. This change applies to both the settled and Traveller communities.

### *Unauthorised occupation*

2.26 The updated PPG document 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.

2.27 In addition, the PPG document makes clear that in exceptional cases where a local authority is burdened by a large-scale unauthorised site that has significantly increased need and their area is subject to strict 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 deter large sites such as Dale Farm, a large unauthorised site in Essex, from being set up.

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<sup>11</sup> DCLG *Planning policy for traveller sites* August 2015 Annex 1, para 2

## Gypsy and Traveller Accommodation Needs Assessments Guidance

- 2.28 In October 2007, the DCLG published *Gypsy and Traveller Accommodation Needs Assessments Guidance*.
- 2.29 This Guidance sets out a detailed framework for designing, planning and carrying out Gypsy and Traveller accommodation needs assessments (GTAA's), including the needs of Showpeople as well as Gypsies and Travellers. 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.
- 2.30 The 2007 Guidance stresses the importance of understanding accommodation needs of the whole Gypsy and Traveller population and emphasises the importance of obtaining 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.
- 2.31 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.
- 2.32 The approach and methodology set out in the Guidance has formed the framework for this GTAA for Rossendale Borough Council and this has not been changed by the recent changes to planning guidance.

## Enforcement powers

- 2.33 In March 2015, the Government published *Dealing with illegal and unauthorised encampments: a summary of available powers*, which sets out “*the robust powers councils, the police and landowners now have to clamp down quickly on illegal and unauthorised encampments*”.<sup>12</sup> The powers are reiterated as part of the Government’s commitment to protecting the Green Belt. The summary advises authorities that they “*should not gold-plate human rights and equalities legislation*” and that they have in fact strong powers available to them to deal with unauthorised encampments. When dealing with encampments authorities are advised to consider the following:
- “*The harm that such developments can cause to local amenities and the local environment;*
  - *The potential interference with the peaceful enjoyment of neighbouring property;*

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<sup>12</sup> CLG Home Office and Ministry of Justice Dealing with illegal and unauthorised encampments a summary of available powers March 2015 introduction

- *The need to maintain public order and safety and protect health;*
  - *Any harm to good community relations; and*
  - *That the State may enforce laws to control the use of an individual's property where that is in accordance with the general public interest".*<sup>13</sup>
- 2.34 Despite having a clear leadership role, the summary urges local authorities to work collaboratively with other agencies, such as the Police and/or the Highways Agency to utilise these enforcement powers.
- 2.35 On 31<sup>st</sup> August 2015, alongside the publication of updated *Planning policy for traveller sites*, the DCLG wrote to all the local authority Chief Planning Officers in England attaching a planning policy statement on *Green Belt protection and intentional unauthorised development*<sup>14</sup> with immediate effect. The 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 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.
- 2.36 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).

## Caravan Counts

- 2.37 Snapshot counts of the number of Gypsy and Traveller caravans were requested by the Government in 1979, and have since been made by local authorities on a voluntary basis every January and July<sup>15</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 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 (i.e. capacity) on sites.
- 2.38 A major review<sup>16</sup> of the counting system was undertaken in 2003 by the then Office of the Deputy Prime Minister (ODPM), which made a number of recommendations and improvements to the process.

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<sup>13</sup> CLG Home Office and Ministry of Justice Dealing with illegal and unauthorised encampments a summary of available powers March 2015 introduction

<sup>14</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>15</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.

<sup>16</sup> Counting Gypsies and Travellers: A Review of the Caravan Count System, Pat Niner Feb 2004, ODPM

## Progress on tackling inequalities

- 2.39 In April 2012 the Coalition Government published a *Progress report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers*<sup>17</sup>, which summarised progress in terms of meeting “Government commitments to tackle inequalities and promote fairness for Gypsy and Traveller communities”<sup>18</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.
- 2.40 In respect of provision of appropriate accommodation, the report advises that financial incentives and other support measures have been put in place to help councils and elected members make the case for development of Traveller sites within their areas. Changing perceptions of sites is also identified as a priority, and to this end the Government made the following commitments:
- *“The Department for Communities and Local Government will help Gypsy and Traveller representative groups showcase small private sites that are well presented and maintained...”*
  - *Subject to site owners agreeing to have their homes included we will help produce a case study document which local authorities and councillors, potential site residents and the general public could use. It could also be adapted and used in connection with planning applications.”*<sup>19</sup>
- 2.41 Also aimed at improving provision of accommodation for Gypsies and Travellers, the Government committed to:
- The provision of support, training and advice for elected member services up to 2015 (which was done via a Planning Advisory Service event in Rossendale); and
  - The promotion of improved health outcomes for Travellers through the planning system; the report states that *“one of the Government’s aims in respect of traveller sites is to enable provision of suitable accommodation, which supports healthy lifestyles, and from which travellers can access education, health, welfare and employment infrastructure.”*<sup>20</sup>

<sup>17</sup> The study only includes reference to Gypsies and Travellers and not Travelling Showpeople

<sup>18</sup> [www.communities.gov.uk/news/corporate/2124322](http://www.communities.gov.uk/news/corporate/2124322)

<sup>19</sup> CLG Progress report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers April 2012 commitment 12 page 18

<sup>20</sup> CLG Progress report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers April 2012 para 4.13 page 19

## Previous Design Guidance

- 2.42 PPTS 2015 provides no guidance on design for Gypsy and Traveller sites, concentrating instead on the mechanics of the planning process, from using evidence to plan making and decision taking.
- 2.43 Previous design guidance<sup>21</sup> was set out in *Designing Gypsy and Traveller Sites – Good Practice Guide* (2008) which suggests that, among other things, there must be an amenity building on each site and that this must include, as a minimum:
- Hot and cold water supply;
  - Electricity supply;
  - A separate toilet;
  - A bath/shower room; and
  - A kitchen and dining area.
- 2.44 A Homes and Communities Agency (HCA) review (January 2012) of Non-Mainstream Housing Design Guidance found that the DCLG Design Guide most “succinctly outlines the physical requirements for site provision for travellers”. It also identified a number of ‘pointers’ for future guidance, and these are worth mentioning here:
- The family unit should be considered to be larger and more flexible than that of the settled community due to a communal approach to care for the elderly and for children;
  - A distinct permanent building is required on site to incorporate washing and cooking facilities, and provide a base for visiting health and education workers; and
  - Clearer diagrams setting out the parameters for design are called for, both in terms of the scale of the dwelling and the site. Incorporating requirements for maintenance, grazing, spacing, size provision, communal spaces, etc. ‘would ensure that a set of best practice principles can be established.’<sup>22</sup>
- 2.45 The HCA Review suggested the following design considerations:
- Travelling Showpeople should be considered in the development of provision for temporary/transit sites;
  - Vehicular access is a requirement and not an option;
  - Open space is essential for maintenance of vehicles and grazing of animals;
  - Open play space for children needs to be provided;
  - A warden’s office is required for permanent sites;
  - Communal rooms for use of private health/education consultations are required; and

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<sup>21</sup> This guidance does not apply to the provision of new yards for Travelling Showpeople. Further information about good practice in the provision of yards can be obtained from the Showmens’ Guild of Great Britain.

<sup>22</sup> Non-Mainstream Housing Design Guidance Literature Review, HCA January 2012 page 63



- An ideal ratio of facilities provision (stand pipes, parking area, recreation space) to the number of pitches.
- 2.46 On 31<sup>st</sup> August 2015, the DCLG letter to Chief Planning Officers (setting out the planning policy statement on *Green Belt protection and intentional unauthorised development*) set out that the Government thereby cancelled the document *Designing Gypsy and Traveller Sites – Good Practice Guide* (2008).

## Strategic policy

- 2.47 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 has introduced the Duty to Co-operate which the Planning Advisory Service<sup>23</sup> advises:
- Requires councils and public bodies to engage constructively, actively and on an on-going basis in relation to planning of sustainable development;
  - Requires councils to consider whether to enter into agreements on joint approaches or prepare joint Local Plans (if a local planning authority); and
  - Applies to planning for strategic matters in relation to the preparation of Local and Marine Plans, and other activities that prepare the way for these activities.
- 2.48 The Localism Act and the National Planning Policy Framework (NPPF) set out a requirement for local authorities to fulfil the Duty to Co-operate on planning issues, including provision for Gypsies and Travellers and Travelling Showpeople, to ensure that approaches are consistent and address cross border issues with neighbouring authorities. The Duty is intended to act as a driver for change in order to enhance co-operation and partnership working to assist in delivering appropriate provision of future accommodation for Gypsies and Travellers, which can be contentious.

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<sup>23</sup> PAS A simple guide to Strategic Planning and the Duty to Cooperate  
<http://www.pas.gov.uk/pas/core/page.do?pageld=2133454>

## 3. Methodology

3.1 In order to deliver the requirements of Government guidance<sup>24</sup> the methodology for this study has comprised:

- Desktop analysis of existing documents, including data on pitches/sites, plots/yards and unauthorised encampments;
- A survey of key stakeholders via an online questionnaire for professionals who have direct contact with and knowledge of local Gypsy and Traveller communities;
- A census of sites/yards reviewing total number of pitches/plots, number of pitches/plots occupied and vacant, and total number of households; and
- Interviews with Gypsies and Travellers on sites and those living in bricks and mortar accommodation.

3.2 The information gathering has been carried out in three phases, as outlined below:

- Phase 1: Literature/desktop review and steering group discussions;
- Phase 2: Survey of stakeholders and interviews with Gypsies and Travellers across the Borough; and
- Phase 3: Production of report.

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

3.3 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.

3.4 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 stakeholders<sup>25</sup>.

3.5 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.

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<sup>24</sup> CLG Gypsy and Traveller Accommodation Needs Assessments Guidance October 2007 [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/7838/accommneedsassessments.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/7838/accommneedsassessments.pdf)

<sup>25</sup> This includes CLG caravan count data and information on unauthorised encampment data provided by the Council (see chapter 6 for more information on this data)

- 3.6 The project steering group were fully consulted regarding the most appropriate methodology for undertaking the assessment work, including site fieldwork, and provided stakeholder contact information for undertaking the online questionnaire survey.

## Phase 2: Survey of stakeholders and interviews with Gypsies and Travellers

- 3.7 The views of a range of key stakeholders identified by Rossendale Borough Council have been sought as part of this study, and these are summarised at Chapter 7. A total of ten separate responses to the stakeholder consultation were obtained from representatives from district, borough and county councils, a housing association, the County ethnic minority, Gypsy, Roma and Traveller Achievement Service, a Showmens' guild and the National Bargee Travellers Association (NBTA).
- 3.8 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.
- 3.9 The Ethnic Minority/Gypsy, Roma and Traveller Achievement Service Team Leader at Lancashire County Council kindly notified residents in Rossendale Borough that the GTAA was taking place and six households agreed to be interviewed and for their contact details to be forwarded to arc<sup>4</sup>.
- 3.10 The household survey was undertaken, managed and monitored by arc<sup>4</sup>. It comprised of face-to-face interviews with members of the Gypsy and Traveller community currently living within Rossendale Borough, carried out over the period 13<sup>th</sup> June to 4<sup>th</sup> August 2016. A total of two interviews with households living on sites and five interviews with households living in bricks and mortar accommodation were achieved.
- 3.11 The overarching aim of the fieldwork was to maximise the number of interviews secured from households living on sites within the Borough. Consulting with stakeholders ensured that the fieldwork team had a good understanding of the local issues facing Gypsies and Travellers and helped to maximise the community's participation in the study.
- 3.12 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 Travelling people across the Borough living in different types of accommodation.

## Phase 3: Production of report

- 3.13 In conjunction with face-to-face interviews with members of the Travelling community, a range of complementary research methods have been used to permit the triangulation of results. These are brought together during the research process and inform the outputs of the work and include:
- Desktop analysis of existing documents and data;

- Preparing a database of authorised and unauthorised sites; and
  - Conducting a key stakeholder online questionnaire for professionals who have direct contact with local Gypsy and Traveller communities across the Rossendale area.
- 3.14 Good practice guidance and evidence from other studies emphasises that building trust with Travelling communities is a prerequisite of meaningful research. In this case it has been achieved by engaging with Gypsies and Travellers directly, by using local resources and workers to make links, and working with officers who have already established good relationships with local Travelling communities.
- 3.15 We have also used the following sources of information:
- The bi-annual caravan count for CLG [from January 2014 to January 2016]; and
  - Local Authority information on existing site provision and unauthorised developments.
- 3.16 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 information, with likely capacity through turnover assessed through the survey. A detailed explanation of the analysis of pitch requirements is contained in Chapter 5 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 demand for pitches; and
  - Turnover on existing pitches and total supply.
- 3.17 The approach used then reconciles the demand and supply data to identify overall pitch requirements.
- 3.18 To identify the need for transit provision, data on unauthorised encampment activity has been collated and analysed, the results of this analysis are assessed alongside other contextual information to identify an appropriate target for transit provision in the Borough. The assessment of transit requirements is based on the median<sup>26</sup> number of caravans per transit related unauthorised encampment for the 64 month period January 2011 to April 2016. This is set out in Chapter 6.

## Pitches and households

- 3.19 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.

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<sup>26</sup> The median figure is used and not the mean as it is more representative of unauthorised encampment activity more generally over the period. By using the median the overall transit target is not skewed by unrepresentative large or small scale one-off encampments

- 3.20 PPTS (August 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).
- 3.21 One of the key challenges faced with assessing Gypsy and Traveller need is the relationship between the number of pitches and households a site can support.
- 3.22 Planning decision notices usually refer 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.
- 3.23 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

- 3.24 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*”. 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*”. 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*”. 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

- 3.25 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
- 3.26 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
- 3.27 Quality, size of pitch and proximity of caravans on pitches vary dramatically.

## Response

- 3.28 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 include a consideration of 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 googlemaps or similar), planning history and local knowledge of planning, enforcement and liaison officers.
- 3.29 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. The current picture: Gypsy and Traveller population and pitch/plot provision

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 Censuses, in the 2011 Census<sup>27</sup>, a total of 20 households in Rossendale Borough were identified as having a ‘White: Gypsy or Irish Traveller’ (WGoIT) ethnicity (Table 4.1a). Of these, 18 households lived in bricks and mortar accommodation (house or bungalow, or flat, maisonette or apartment) and 2 lived in a caravan or other mobile or temporary structure.

Total: Accommodation type	House or bungalow	A flat, maisonette or apartment	A caravan or other mobile or temporary structure
20	14	4	2

4.3 The 2011 Census provides further information on actual residents and Table 4.1b provides details of the breakdown of people.

Total: Accommodation type	House or bungalow	A flat, maisonette or apartment	A caravan or other mobile or temporary structure
47	35	6	6

4.4 Table 4.1c provides an analysis of people and households and shows that the average household size is 2.35 for Gypsies and Travellers in Rossendale Borough. This compares with an average household size of 2.3 (down from 2.4 in 2001) for the UK as a whole and looking at all households. There is significant variation in the average Gypsy and Traveller household size between accommodation types, however, with an average of 1.5 person in flats/maisonettes/apartments compared with 3.0 persons in caravans/mobiles.

<sup>27</sup> Tables 5.1a to 5.1e 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/rel/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 4.1c People per Household, Calculation by Accommodation Type**

Total: Accommodation type	House or bungalow	A flat, maisonette or apartment	A caravan or other mobile or temporary structure
2.35	2.50	1.50	3.00

4.5 Table 4.1d identifies the age profile of Gypsies and Travellers compared with the total population. There are proportionately higher numbers of younger residents aged 0-24 and fewer residents aged 50 or over compared with the general population.

**Table 4.1d Age profile of residents identifying by WGoIT by age group**

Age group	% Gypsy and Traveller population	% Total population
0 to 24	42.6	30.1
25 to 49	36.2	34.1
50 to 64	14.9	20.3
65 and over	6.4	15.5
Total	100.0	100.0
Base (all ages)	47	67,982

## Caravan Count information

4.6 Since 2011, each January count has included a count of caravans occupied by Travelling Showpeople in each local authority in England. This Travelling Showpeople caravan count is undertaken annually.

4.7 The latest figures available are from the January 2016 Traveller Caravan Count<sup>28</sup>, which nationally found that:

- The total number of Traveller caravans in England in January 2016 was 21,306, which was 1,183 more than in January 2015;
- 7,046 caravans were on authorised socially rented sites, an increase of 179 since the January 2015 count;
- The number of caravans on authorised privately funded sites was 11,454, which was 869 more than in January 2015;
- The number of caravans on unauthorised developments, on land owned by travellers, was 2,130, which was 237 above the number in January 2015;
- The number of caravans on unauthorised encampments, on land not owned by travellers, was 676. This was 102 caravans less than in January 2015; and

<sup>28</sup> DCLG Count of Traveller Caravans January 2016 England, Housing Statistical Release 19 May 2016



- Overall, the January 2016 count indicated that 87 per cent of Traveller caravans in England were on authorised land and that 13 per cent were on unauthorised land.

4.8 The figures for the last five Traveller caravan counts for Rossendale are set out in Table 4.2. This shows that no caravans have been recorded for the last five counts, either on authorised or unauthorised sites.

**Table 4.2 Bi-annual Traveller caravan count figures January 2014 to January 2016**

Rossendale Count	Authorised sites with planning permission		Unauthorised pitches without planning permission	Total
	Social Rented	Total Private	Total Unauthorised	
Jan 2014	0	0	0	0
Jul 2014	0	0	0	0
Jan 2015	0	0	0	0
Jul 2015	0	0	0	0
Jan 2016	0	0	0	0
<b>Five-Count Average</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Five-Count % Average</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

Source: DCLG Traveller Caravan Count, Table 1

4.9 Table 4.3 sets out the last four Travelling Showpeople caravan counts, 2013-2016. These are taken annually, each January. This shows that no Travelling Showpeople caravans have been recorded in Rossendale, either on authorised or unauthorised sites, during the last four counts.

**Table 4.3 Annual Travelling Showpeople caravan count figures January 2014 to January 2016**

Rossendale Count	Authorised sites with planning permission		Unauthorised pitches without planning permission	Total
	Social Rented	Total Private	Total Unauthorised	
Jan 2013	0	0	0	0
Jan 2014	0	0	0	0
Jan 2015	0	0	0	0
Jan 2016	0	0	0	0
<b>Four-Count Average</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Four-Count % Average</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

Source: DCLG Travelling Showpeople Caravan Count, Table 3

## Local information

- 4.10 Data on the provision of sites considers both authorised and unauthorised sites and yards across Rossendale Borough.
- 4.11 Broadly speaking, authorised sites are those with planning permission and can be on either public or privately owned land. In this instance unauthorised sites are made up of either longer term<sup>29</sup> unauthorised encampments<sup>30</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).
- 4.12 From Council data, site census data and from related discussions with local authority officers, there are across the Rossendale Borough study area a total of two authorised private sites (of which both are occupied). Further details are provided in Table 4.4.

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<sup>29</sup> Approximately three months or longer

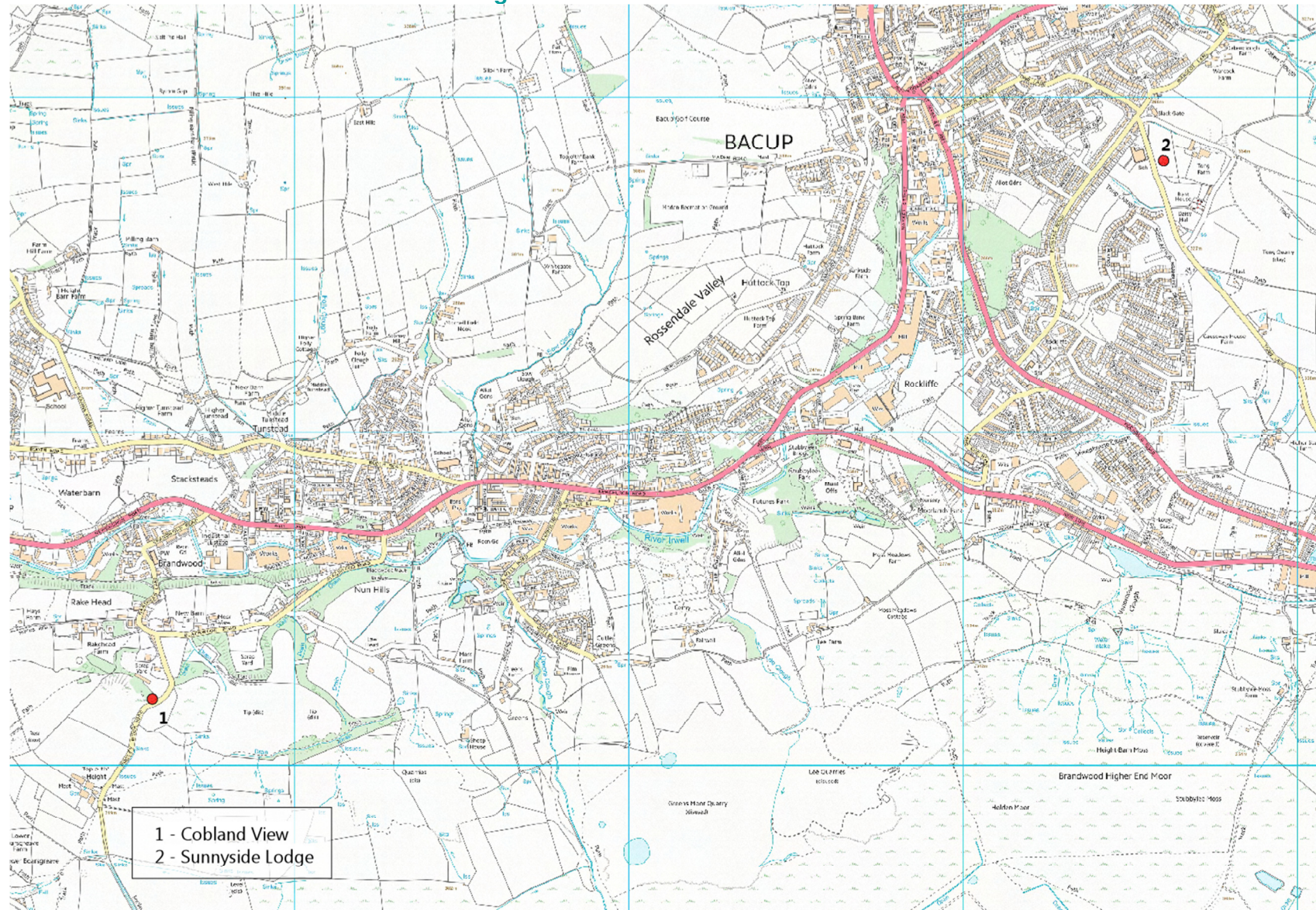
<sup>30</sup> Please note that unauthorised encampments also encompass short-term illegal encampments, which are more indicative of transit need, see para 7.10 for more information on these encampments.

**Table 4.4 List of Gypsy & Traveller Pitches on Sites (as at June 2016)**

Site Name	Site Location	Type of Site	Ownership	Official number of pitches	Current number of sub-divisions on Site	Total occupied sub-divisions	Total Potential sub-divisions	Description
Sunnyside Lodge	Tong Lane, Bacup	Permanent Authorised	Private	1	2	1	1	Currently one static accommodating one household. Potential for sub-division of pitch to accommodate emerging household.
Cobland View	Rowley Moor Road, Stacksteads, OL13 0PR	Permanent Authorised	Private	1	4	4	Further sub-divisions if needed	Currently four statics accommodating extended family unit. Potential for further sub-division to accommodate emerging households
<b>TOTAL</b>		<b>Permanent Authorised</b>	<b>Private</b>	<b>2</b>	<b>6</b>	<b>5</b>	<b>1+</b>	

Source: Rossendale Borough Council data 2016, site survey fieldwork 2016

Map 4.1 Location of sites in Rossendale Borough



## 5. Gypsy and Traveller pitch requirements

### Introduction

- 5.1 This section reviews the overall pitch requirements of Gypsies and Travellers across Rossendale Borough. It takes into account current supply and need, as well as future need, based on modelling of data, as advocated by the DCLG. This chapter also considers planning issues.
- 5.2 The calculation of pitch requirements is based on DCLG modelling as advocated in *Gypsy and Traveller Accommodation Assessment Guidance* (DCLG, 2007). The DCLG Guidance requires an assessment of the current needs of Gypsies and Travellers and a projection of future needs. The Guidance advocates the use of a survey to supplement secondary source information and derive key supply and demand information.
- 5.3 The household survey undertaken between June and August 2016 comprised seven interviews: two interviews with households living on pitches and five with households living in bricks and mortar accommodation.
- 5.4 The GTAA has modelled current and future demand and current and future supply. The following analysis focuses on Gypsies and Travellers specifically.

### Model overview

- 5.5 In terms of **need**, the model considers:
- The baseline number of households on authorised and unauthorised sites (as at June 2016);
  - Existing households planning to move in the next five years (currently on sites) and where they are planning to move to;
  - The current shortfall in pitches relative to households on existing sites; and
  - Emerging households currently on sites and planning to stay within the study area; to derive a figure for
  - Total need.
- 5.6 In terms of **supply**, the model considers:
- Total supply of current pitches on authorised sites;
  - Turnover on existing authorised sites; and
  - Total supply of authorised pitches based on turnover and existing pitch provision (as set out at Table 5.1).
- 5.7 The model then reconciles total need and existing authorised supply by summarising:
- Total need for pitches; and
  - Total supply of authorised and unauthorised tolerated pitches.

- 5.8 The assessment of current need should, in line with the guidance, take account of existing supply and demand. In the DCLG model, current residential supply refers to local authority residential sites and authorised privately owned sites.
- 5.9 We secured interviews from both households living on authorised private sites.

## Description of factors in the model

- 5.10 Table 5.1 provides a summary of the future pitch requirement calculation. Each component in the model is now discussed to ensure that the process is transparent and any assumptions clearly stated.

### Need

#### 5.11 **Current households living on pitches (1a to 1d)**

These figures are derived from local authority data and the site assessment carried out as part of the fieldwork. No household stated that they were overcrowded and there was no doubling up of households on pitches which was confirmed by site observation and discussion with occupants.

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

The 2011 census suggested there were 18 households living in bricks and mortar accommodation based on the 2011 Census. As part of the Rossendale GTAA, a number of households living in Bricks and Mortar accommodation were contacted. The Ethnic Minority/Gypsy, Roma and Traveller Achievement Service Team Leader at Lancashire County Council kindly notified known residents in Rossendale that the GTAA was taking place and six households agreed to be interviewed and for their contact details to be forwarded to arc<sup>4</sup>. Five interviews were completed: one household stated that they would prefer to move onto a pitch (plus two children who may require pitches in the longer-term) and four households stated that they (and their children) intended to remain in bricks and mortar accommodation.

#### 5.13 **Existing Households planning to move in the next five years (3)**

This was derived from information from the household survey for respondents currently on authorised pitches and in bricks and mortar accommodation. No households living on a pitch plan to move in the next five years from their current place of residence. Of identified households living in bricks and mortar accommodation, one would prefer to live on a pitch rather than live in bricks and mortar accommodation. Therefore, the overall net impact of existing households planning to move is a requirement for 1 pitch which assumes that the household in bricks and mortar accommodation moves onto a pitch.

#### 5.14 **Emerging households (4)**

This is the number of households expected to emerge in the next 5 years based on household survey information from respondents living on Council and private sites. One household is expected to form in the next 5 years and expects to remain on the current site of residence. On one site, there are some children who could potentially form new households during the period 2016/7 to 2020/21 but

they were not identified as emerging households and if they were to form separate households, these could be accommodated on the current site.

#### 5.15 **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 4 pitches.

### Supply

#### 5.16 **Current supply of 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 2 occupied authorised pitches and no vacant pitches. However, there is potential to expand both sites (Sunnyside Lodge could be sub-divided into two pitches and Cobland View by several pitches if needed).

#### 5.17 **Need minus supply (excluding turnover) (7)**

This is a summary of pitch need minus current supply and presents the underlying mismatch between supply and need. This suggests a shortfall of 2 pitches across Rossendale.

#### 5.18 **Turnover on existing pitches (8)**

Turnover needs to be considered as part of modelling, but this element of analysis needs to be carefully evaluated. As both sites are family sites which have been occupied for at least 5 years, no turnover is assumed.

#### 5.19 **Total supply including turnover (9)**

This figure is based on the total number of authorised permanent pitches available, vacant pitches and likely turnover. The model assumes a total supply of 2 pitches.

### Reconciling supply and demand

- 5.20 There is a total demand over the next five years (2016/17 to 2020/21) for 4 pitches in Rossendale (Table 5.1) compared with a supply of 2 authorised pitches. The result is an overall shortfall of 2 pitches. However, it is expected that need arising from an existing site (1 pitch) can be accommodated on this site through intensification of use. This leaves a shortfall of 1 pitch from a household in bricks and mortar accommodation that would prefer to live on a pitch.

<b>Table 5.1 Summary of demand and supply factors: Gypsies and Travellers – 2016/17 to 2020/21</b>			
<b>NEED</b>			<b>Rossendale G&amp;T</b>
<b>1</b>	<b>Total households living on pitches</b>	1a. On LA Site	0
		1b. On Private Site – Authorised	2
		1c. On Private Site – Tolerated/Unauthorised/Temporary	0
		<b>1d. TOTAL (1a to 1c)</b>	<b>2</b>
<b>2</b>	<b>Estimate of households in bricks and mortar accommodation</b>	<b>2a. TOTAL</b>	<b>18 (2011 Census)</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	0
		3b. To another site in LA area	0
		3c. From site to Bricks and Mortar	0
		3d. To a site/B&M outside study area/Plan to travel	0
		3e. From B&M to a site	1
	<b>3f. TOTAL net impact (3a+3b-3c-3d+3e)</b>	<b>1</b>	
<b>4</b>	<b>Emerging households (5 years)</b>	4a. Currently on site and planning to live on current site	1
		4b. Currently on site and planning to live on another site in LA	0
		4c. Currently on site and planning to live on site outside study area	0
		<b>4d. TOTAL (4a+4b+4c)</b>	<b>1</b>
<b>5</b>	<b>Total Need</b>	<b>1d+3f+4d</b>	<b>4</b>
<b>SUPPLY</b>			
<b>6</b>	<b>Current supply of authorised pitches</b>	6a. Current occupied authorised pitches	2
		6b. Current vacancies on authorised pitches	0
		<b>6c. TOTAL current authorised supply (6a+6b)</b>	<b>2</b>
<b>7</b>	<b>Summary of need and authorised supply excluding turnover</b>	7a. Need – supply (5-6c)	<b>2</b>
<b>8</b>	<b>Turnover on authorised sites</b>	8a. Turnover on pitches which will provide for residents moving within or having a connection with the LA area	<b>0</b>
<b>9</b>	<b>Total supply of pitches over 5 yrs (including turnover)</b>	9a. Current authorised pitch provision, vacant pitches and turnover (6c+8a)	<b>2</b>
<b>RECONCILING NEED AND SUPPLY</b>			
<b>10</b>	<b>Total need for pitches</b>	<b>5 years (from 5)</b>	<b>4</b>
<b>11</b>	<b>Total supply of authorised pitches (including turnover)</b>	<b>5 years (from 9a)</b>	<b>2</b>
<b>5 YEAR AUTHORISED PITCH SHORTFALL 2016/17 TO 2020/21 (see note on intensification below)</b>			<b>2</b>

**Note:** The analysis identifies a shortfall of pitches for 2 households. However, there is scope to intensify existing sites through sub-division which would address this requirement from existing households living on sites.



## Longer-term pitch requirements

- 5.21 Modelling has been carried out using known household structure information from the household survey of households living on pitches and in bricks and mortar accommodation. 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<sup>31</sup>.
- 5.22 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 2021/2-2030/1, with the assumption that they remain in Rossendale and that 50% of children will form households when they reach 18. Analysis would suggest a total requirement for 2 additional pitches over the period 2021/22-2031/32 (Table 5.2). This is based on 1 newly-forming household from bricks and mortar accommodation during the period 2021/22 to 2025/26 and 1 newly-forming household from a site during the period 2026/27 to 2030/31.
- 5.23 It is anticipated that pitch provision for newly-forming households currently living on sites can be accommodated through the sub-division of existing sites. The Council should be aware of the potential of the need to increase pitch provision over the period to 2030/31 to accommodate newly-forming households currently living in bricks and mortar accommodation.

**Table 5.2 Future pitch requirements based on the assumption that 50% of children form households on reaching 18**

Time period	No. children	Expected household formation
2021/22 – 2025/26	2	1
2026/27 – 2030/31	1	1
<b>Total (2021/22 to 2030/31)</b>	<b>3</b>	<b>2</b>

## Local Plan recommendations – Gypsies and Travellers

- 5.24 The study has established that there is a need for further accommodation provision on pitches for Gypsy and Traveller households. However, an element of this need can be satisfied through the intensification of use of existing sites.
- 5.25 There is a need for 2 additional permanent Gypsy and Traveller pitches from emerging households living on existing sites (one additional pitch 2016/17 to 2020/21 and one pitch over the period 2021/22 to 2031/32). However, it is expected that this need can be address through site intensification, that is, further subdivision of existing sites to accommodate household growth.
- 5.26 There is also an aspirational need from households living in bricks and mortar accommodation. There is an aspirational need for one pitch from an existing

<sup>31</sup> Travellers are more likely to establish their own household at a relatively early age; it is not uncommon for a Traveller to be living in their own household by the age of 18.

household living in bricks and mortar accommodation who would prefer to live on a site; and one additional pitch over the period 2021/22 to 2031/32 from newly-forming households currently living in bricks and mortar accommodation.

- 5.27 Overall we would recommend that the Council acknowledges a total need for 2 pitches from individuals currently living on sites and likely to be accommodated on existing sites; and an aspirational need for 2 pitches from individuals currently living in bricks and mortar accommodation. The Council should therefore consider any future pitch applications through the normal planning application process from households and emerging households moving from bricks and mortar accommodation.
- 5.28 The study has therefore established an overall need for up to four additional pitches across Rossendale Borough over the period 2016/17 to 2031/32, but half of this need could be met through the intensification of existing pitches, resulting in a net need of 2 pitches form households living in bricks and mortar accommodation.

### Comparison with the previous GTAA

- 5.29 This evidence supersedes the previous GTAA which was published in 2010 and indicated a need for 7 additional pitches over the period 2010-2026. This study was not based on primary household surveying and relied on estimates regarding Gypsy and Traveller population in Rossendale and their assumed requirements. As such the 2016 assessment provides a much clearer assessment that is grounded in information received from Rossendale households directly.

### Travelling Showperson plot requirements

- 5.30 There are currently no Travelling Showpeople living in Rossendale and on this basis there is no need for Travelling Showperson plots. This was also the conclusion of the 2010 GTAA.

## 6. Unauthorised encampments and transit requirements

6.1 The purpose of this chapter is to review unauthorised encampment activity within the Borough and identify any transit requirement for Rossendale.

### Transit sites and stop over places

6.2 The DCLG Guidance suggests that, in addition to the need for permanent provision, an assessment should be made of the need for temporary places to stop while travelling. Temporary, or transit, sites are intended for short-term use while in transit. These sites are authorised but there is a limit on the length of time residents can stay. In practice the length of stay on a transit pitch is generally limited to a maximum of 12 weeks (three months); however, no time limits are set out in any Government guidance.

6.3 There are two principal types of temporary provision: transit sites and stop over places.

6.4 Transit sites are not intended to be used as permanent accommodation by individual households. Former DCLG design guidance outlines the layout/access, services and facilities, health and safety and pitch characteristics of transit sites. Guidance for permanent sites generally applies and a transit pitch normally has a hard standing, electric hook up and amenity shed.

6.5 Temporary stop over places accommodate intermittent needs for site accommodation and characteristics are set out in former DCLG design guidance:

- They should provide safe and convenient access to road networks and be located so as to cause minimum disruption to surrounding communities;
- Markings and barriers should be in evidence to encourage users to park safely, allow access to emergency vehicles and enable maximum use of the site in accordance with intended capacity and fire safety standards;
- Road access must be of sufficient quality and size to enable access;
- There must be a clear barrier around the stopping place to discourage unauthorised expansion of the site;
- A cold water supply is essential accessed by a standpipe or bowser;
- Portalooos must be provided, with separate provision for men and women, with at least one portaloo for every four households;
- They should include a sewage disposal point and refuse disposal facilities.

6.6 Local authorities have a legal duty to provide emergency accommodation within their own areas if Travellers present themselves in that area. Whilst a local authority does not have a duty to find an authorised pitch or site, they are expected to facilitate the traditional (Traveller) way of life. A number of other

requirements<sup>32</sup>, in relation to welfare of children, access to essential services and right to private and family life, make it important that local authorities seek to provide sufficient pitches in their own area to reflect current, and meet possible future, transit needs.

- 6.7 The two key elements used in validating a need for transit provision were:
- Unauthorised encampment data; and
  - Contextual information from the Council regarding local unauthorised encampment activity.

## Unauthorised encampment activity

- 6.8 In order to establish the potential requirement for transit provision in Rossendale it is important to understand the extent of short-term unauthorised encampment activity across the area. Encampments occur as Gypsies and Travellers pass through an area either for the purposes of visiting or travelling through en route to an alternative destination; they are indicative of a lack of stop over or transit provision. Table 6.1 summarises unauthorised encampments across Rossendale for the period January 2011 to April 2016; there were a total of 28<sup>33</sup> encampments during this 64-month period. During the 3 year period May 2013 to April 2016 there have been a total of 12 encampments and the need for transit pitches is based on the latest 3 years' data.
- 6.9 The majority of unauthorised encampments are of short duration, with 62.5% lasting for one week or less and 37.5% lasted between one and two weeks. Two-thirds of unauthorised encampments have been reported at Futures Park, Bacup.

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<sup>32</sup> These are set out in a number of acts and regulations, including The Housing Act 1996; The Criminal Justice and Public Order Act 1994; and The Human Rights Act 1998

<sup>33</sup> There was at least one further encampment in August/Sept 2015 but no details are available

**Table 6.1** Unauthorised encampments January 2011 – April 2016

Date	Location	Duration (days)	Number of caravans	No. caravan days (duration x no. caravans)
04-Jan-11	Futures Park, Bacup	3	14	42
17-Feb-11	Futures Park, Bacup	3	8	24
29-Apr-11	Futures Park, Bacup	15	25	375
23-May-11	Ewood Bridge	15	39	585
13-Jun-11	New Hall Hey	15	2	30
15/06/2011	Leavengreave Rec	15	9	135
24/06/2011	Focus DIY	15	5	75
29/06/2011	Edenfield Recreation Ground	15	13	195
11/07/2011	Haslingden Sports Centre	25	2	50
22-Feb-12	Futures Park, Bacup	5	7	35
29-Feb-12	Heys St,Bacup	2	8	16
18-Jun-16	Futures Park, Bacup	5	9	45
27-Jun-12	Heys St,Bacup	5	12	60
29-Aug-12	Futures Park, Bacup	4	4	16
06-Jan-13	Heys St,Bacup	6	2	12
08-Jan-13	Futures Park – Highway	7	20	140
12-Feb-13	Futures Park – Highway	4	2	8
13-Jun-13	Futures Park – Highway	7	4	28
10-Mar-14	Futures Park	6	1	6
14-Mar-14	Futures Park	8	No data	
11-Apr-14	Heys St,Bacup	3	No data	
12-Aug-14	Oak Street, Whitworth (Leavengreave)	8	13	104
27-Oct-14	Futures Park	7	No data	
25-Jun-15	Futures Park	2	1	2
26-Jun-15	Phipps Car Park, Rawtenstall	No data	No data	No data
02-Jul-15	Oak Street, Whitworth (Leavengreave)	9	10	90
15-Feb-16	Futures Park	7	2	14
18-Apr-16	Futures Park – Highway	5	2	10

Source: Rossendale Council data; note transit requirement based on last 3 years' data and highlighted in blue in the above table

- 6.1 The level of unauthorised encampment activity has been increasing over the period 2013-2016, from 3 in 2013/14 (1<sup>st</sup> April to 31<sup>st</sup> March) and 2014/15 to 5 in 2015/16.

## Need for transit sites

- 6.2 Overall, analysis of unauthorised encampment data and contextual information indicates that new transit provision is needed across the Rossendale Borough. Based on the data for the period May 2013 to April 2016 (36 months), the median number of caravans was 7 (Table 6.2), although there was one larger

encampment of 9 caravans. It is recommended that provision is made for four transit pitches across Rossendale Borough.

- 6.3 For short periods or for family groups, it is possible that the provision of 4 transit pitches could accommodate up to 8 caravans. This would have been sufficient to accommodate 91% of all encampments that occupied between May 2013 and April 2016. Data in Table 6.1 also indicates that during 2011 there were a series of encampments with 15 or more caravans however this volume of caravans has not been witnessed since July 2011.

<b>Table 6.2      Unauthorised encampment data summary</b>	
<b>No. of months 36 (May 2013 – April 2016)</b>	
No encampments	12
Total caravan days	299*
Average caravan days each month	8.3
Average caravan days each year	100
Median duration (days)	3
Range of caravans	2 to 9
<b>Median no. caravans</b>	<b>7</b>
<b>Average no. caravans</b>	<b>7</b>

\*Data on caravan days available for 8 out of 12 encampments

### Summary of transit need

- 6.4 Overall, analysis of unauthorised encampment data and contextual information indicates that new transit provision is needed across Rossendale Borough. It is recommended that provision for four transit pitches be made across the study area on a transit site. A transit pitch normally has a hard standing, electric hook up and amenity shed.
- 6.5 Note that by definition the transit pitches would only be used for some parts of the year and it is not assumed that the scale of transit need reflects recent trends. By definition transit pitches are provided to meet the needs of those households travelling through an area, or visiting it temporarily. It is recommended that the Council continues to monitor this situation closely.
- 6.6 Provision of transit accommodation in line with the identified target (see Table 6.3 below) should address the majority of regular and on-going annual transit requirements of Travellers visiting or travelling through Rossendale. The actual occupancy levels of households using transit pitches should be monitored by the Council and compared with the anticipated need for transit pitches evidenced in this report.
- 6.7 It is assumed that each transit pitch would accommodate one caravan, however, established practice within the Travelling community means that pitches could accommodate up to two vans if the pitch is being occupied by the same household or members of a family group.

**Table 6.3 Summary of transit requirements in Rossendale Borough**

Five year pitch requirement (single van use)	Total maximum caravans that could be accommodated
4	8

- 6.8 Regarding sites for transit pitches/stop over places, the Council should look to their land banks for suitable and appropriate land for development that is not in need of remediation, as this may well incur more financial investment than site provision itself. The Council should be looking to review releasing land for development rather than seeing this as an opportunity for fiscal reward. The Homes and Communities Agency also have a land bank and this should also be explored. Local land owners should also be approached as there may be ‘set aside’ land that is not economically viable to the landowner, but would be suitable for a small family unit and could ‘reap’ a dividend, thus making it attractive as a business venture. There has been suggestion of some local authorities ‘gifting’ land for development which should be given consideration.
- 6.9 The idea of local community members ‘knowing’ what land is available or suitable is a misnomer that has been indicated by research carried out by HSSA that shows Travellers are usually unaware of planning restrictions and current/past land use. However, where land is already owned by Travellers, support could be offered to bring these sites forward for planning permission as permanent sites where this is appropriate. Where Travellers own land and have a temporary permission, any decision to take it forward as a permanent site needs to be made in the context of the appropriateness of the location and all other relevant planning policies. Planning policies state that such sites are inappropriate in the Green Belt except in exceptional circumstances. Land ownership itself cannot be a deciding factor on whether planning permission is granted.

## 7. Stakeholder consultation

### Overview

- 7.1 Stakeholder consultation in respect of the GTAA was undertaken in partnership with Rossendale Borough Council. A stakeholder survey was distributed to a list of key stakeholders operating in and around the Rossendale area. The findings of this consultation exercise are summarised in this chapter.
- 7.2 Stakeholders were invited to participate in a survey aimed at identifying a range of information, including establishing the key perceived issues facing the Gypsy and Traveller and Showpeople community within Rossendale, and ways in which these need to be addressed. Stakeholders were asked to respond to any of the questions within the survey.
- 7.3 A total of ten separate responses to the stakeholder consultation were obtained from representatives from district, borough and county councils, a housing association, the County ethnic minority, Gypsy, Roma and Traveller Achievement Service, a Showmens' guild and the National Bargee Travellers Association (NBTA). 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.

### General support for Gypsies and Travellers

- 7.4 Generally, respondents did not feel confident that there is a broad understanding of the education, employment, health and support needs of Gypsies, Travellers and Travelling Showpeople within Rossendale. Two respondents categorically stated no, there isn't sufficient understanding of these needs. Negative images in the press were mentioned as influencing those involved in education, employment and health. Raising awareness of Travelling cultures and promoting positive images were suggested to challenge these views. Another respondent noted that Rossendale Borough represents a suitable and appropriate location for Showpeople's working patterns and suggested that more provision be made for them (although it should be noted that there are currently no Travelling Showperson yards in the Borough).
- 7.5 In terms of monitoring the health, education, accommodation and support needs of Gypsies, Travellers and Travelling Showpeople, one respondent noted that the choice-based letting system for the allocation of social housing includes asking for the ethnicity of applicants, with one option being 'Gypsy/Traveller/Romany'. This information is then monitored. However, the respondent acknowledged that members of the Gypsy and Traveller and Travelling Showpeople community may not choose to self-categorise and the monitoring may therefore under-estimate the number of these households who are in housing need. Another respondent noted that the Travelling community can be very private and reluctant to engage with professionals unless a positive relationship exists. Regular, sustainable contact with the community is therefore important to help increase knowledge. The comment was also made that the monitoring is only one aspect of the problem and that the information obtained needs to be used to make the appropriate provision.



- 7.6 Of those stakeholders who responded to the relevant question, there was a general consensus that additional support is required to assist Gypsy, Traveller and Travelling Showpeople families living within Rossendale. One respondent referred to a study of the housing, health and social care needs of the Gypsy, Roma and Traveller community in Hyndburn in 2010/11 (Connected Care Study). This study led to an improved understanding of support needs and resulted in recommendations to promote housing, health and social care services to the community and signpost to other services.
- 7.7 Several respondents were concerned that there is not adequate awareness of the cultural, support and accommodation needs of Gypsies, Travellers and Travelling Showpeople in Rossendale. There was some evidence of stakeholder organisations taking action to raise awareness in neighbouring areas, however. For example, one respondent referred to a multi-agency Hyndburn Gypsy, Roma and Traveller Network meeting, including several awareness-raising sessions led by officers from the Lancashire County Council Gypsy, Roma and Traveller Achievement Service. This Service also works with schools, organisations and the community across Lancashire to raise awareness of Gypsy, Traveller and Travelling Showpeople communities and their needs.

## Provision of accommodation

- 7.8 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

- 7.9 There was limited response to the question relating to whether or not it is felt that there is sufficient provision of permanent pitches for Gypsies, Travellers and Travelling Showpeople in the study area. However all three stakeholders who answered the question felt that there was not sufficient permanent provision.
- 7.10 In terms of locations for new provision, the following points were made by respondents:
- Sites should be chosen based on the views of the community as well as availability; and
  - Hyndburn Borough Council area has a significant supply of sites, therefore positioning sites away from the borders with this Borough should be considered.
- 7.11 Respondents identified the following barriers to new site provision:
- Community and neighbourhood opposition;
  - Local negative press;
  - Land availability;
  - Site ownership and responsibility;
  - Lack of political will to make provision;

- Flawed methodology, with no mechanism to challenge the inaccuracy of assessments.

## Transit sites

- 7.12 Two respondents considered that transit sites are needed. One noted that this would prevent some of the illegal encampments in the local area, as often families are just moving through the area rather than settling; transit pitches would give them a safe place to stop. The other stakeholder commented that there are currently no public transit sites in Lancashire, despite being discussed for many years. They reported that there is a private site within Hyndburn that is classed as a transit site for five pitches, but this doesn't provide open access as a public site does. They also noted that the Hyndburn GTAA (2014) addressed the issue of transit sites and concluded that they would be a useful tool to assist in the managing of unauthorised encampments, but they would not necessarily need to be located in a particular area; it was suggested that this is an issue where cross boundary working has proven particularly effective in other regions and where a strategic approach should be adopted.
- 7.13 It was commented that Showmen do not agree with the concept of transit sites, raising the important issue of ensuring that new provision meets the cultural requirements of the intended future occupants.
- 7.14 One respondent also felt that emergency stopover sites are needed in Rossendale Borough, in order to reduce the number and cost of illegal encampments.
- 7.15 Similar barriers to transit and stopover provision were identified as with new site provision (above), including:
- District, community and neighbourhood opposition;
  - Negative press; and
  - Availability and identification of a suitable site.

## Existing permanent sites

- 7.16 Three respondents responded to the questions relating to existing sites and their facilities.
- 7.17 In terms of issues or tensions between Gypsies, Travellers and Travelling Showpeople and the settled community, one stakeholder noted that they were aware of a few high profile unauthorised encampments in various locations in the Borough in the last few years. However, they were not aware of any particular incidents relating to issues and tensions.

## Bricks and mortar

- 7.18 Only one of the stakeholders confirmed that they are aware of members of the Gypsy, Traveller and Travelling Showpeople community living in bricks and mortar accommodation within the study area.

- 7.19 Two other respondents had a more general awareness of the needs of Gypsies, Travellers and Travelling Showpeople who were living in conventional housing in other locations outside of Rossendale. One noted that the identification of these households can be very difficult. The other commented that Travellers being ‘forced’ into bricks and mortar accommodation often results in them living in a much lower standard of accommodation, e.g. a single room in a shared house.
- 7.20 Stakeholders were asked whether additional pitches should be made available for Travelling families living in bricks and mortar accommodation. Of the stakeholders who commented, there was a general acknowledgement that some Gypsies, Travellers and Travelling Showpeople may live in bricks and mortar because of a lack of pitch provision. One respondent mentioned that, from experience elsewhere, some Gypsies and Travellers live in bricks and mortar accommodation to enable them access services, or because of ill health or old age; some of these moves are temporary and others permanent.
- 7.21 The majority of respondents did not have enough knowledge on whether sufficient support is available to Gypsies, Travellers and Travelling Showpeople living in settled accommodation in the study area to help them manage their housing effectively. One stakeholder referred to the Calico floating support which is available in Hyndburn and includes housing-related support services for all client groups, including Gypsies and Travellers whether or not they live on sites or in bricks and mortar.
- 7.22 Likewise, 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, and if they have specific cultural needs. There was limited feedback to this question. One respondent commented that members of the Gypsy and Traveller community often prefer to be housed near to members of their own community. Another noted that members of the Travelling community living on pitches usually feel safer than those in bricks and mortar. Another stakeholder expressed concern that once Travellers have been forced to give up a traditional travelling lifestyle then they will not feel happy or secure, but will probably never in the future be offered the opportunity to be re-housed according to their cultural preference.
- 7.23 The stakeholder survey asked whether the respondents’ organisation provides accommodation in Rossendale, and whether any Gypsies, Travellers and Travelling Showpeople have approached them for accommodation during the past five years. No stakeholders responded to this question.

### Unauthorised encampments

- 7.24 Several respondents were aware of unauthorised encampment activity within the surrounding districts. It was noted that roadside activity is monitored by Lancashire County Council (Highways). Three or four Illegal encampments per year camping on Hyndburn Borough Council land were reported. In addition, two unauthorised encampments (under planning policy) in Hyndburn over the last five years or so were reported. Three current unauthorised encampments were reported in Blackburn with Darwen.
- 7.25 One stakeholder explained that unauthorised encampments under planning policy are problematic because local authorities often have to deal with appeals

when planning permission is refused. Illegal encampments are more problematic for the local residents affected. Another respondent took the view that unauthorised encampments are problematic because their organisation is not always able to access and assess the needs of families before they move on.

- 7.26 A number of respondents identified that unauthorised encampments usually create a negative impression with the wider community, made worse by local press.

## Planning policy

- 7.27 One respondent commented that the changes to planning policies that have taken place at national level have further restricted the provision of Gypsy and Travellers and Travelling Showperson sites, making a difficult task virtually impossible. They noted in particular the difficulties now facing those in the community who purchase land to seek their own planning permission (private sites), added to which there is a general absence of any will to provide by local authorities. Another stakeholder felt that more emphasis should be given to cross boundary working between local planning authorities in order to bring forward new sites. The importance of planning policy that encourages a realistic chance of bringing a site or yard to fruition was noted.
- 7.28 One respondent identified a range of problems associated with the planning policy changes introduced in August 2015. This includes the burden of defining who should be classed as a Traveller, which will fall upon local planning authorities, and the risk of legal challenge associated with this. They also noted that the new criterion relates to the person who will benefit from the planning permission in question, rather than the principle of the land use and the impacts of the proposal itself.
- 7.29 Several stakeholders commented that if planning policy changes result in a failure of pitch and plot provision to match demand then unauthorised encampments will increase.

## Cross-boundary issues

- 7.30 In terms of the movement of Gypsies, Travellers and Travelling Showpeople in the wider area, there was limited information. Migration routes between Blackburn with Darwen and Burnley and Hyndburn were reported. In addition, it was noted that Travelling Showpeople provide fun fairs in the study area and surrounding local authorities.
- 7.31 There was no knowledge of any sites in neighbouring authorities that straddle the boundary with Rossendale Borough, but significant site provision in Hyndburn Borough was noted. Neither was there any awareness of any nearby sites or locations where difficulties have arisen with Gypsy, Traveller or Travelling Showpeople.
- 7.32 In terms of cross-boundary issues, one respondent reported that there is currently a Lancashire Gypsy and Traveller Officer Group that meets on an infrequent basis (once or twice a year) to discuss county-wide and local issues relating to planning and housing. Topics discussed include sharing the

methodologies and findings of GTAAs, understanding travelling patterns, sharing best practice and exploring the distribution of need across the region etc. Feedback to the online stakeholder consultation indicated that officers from several of the neighbouring Lancashire authorities consider this Group to be a positive way for them to co-operate, and they would like to see this continued and built upon in the future.

7.33 Overall, stakeholders considered that the key outcomes of the study should be:

- A clearer understanding of the Gypsy, Traveller and Travelling Showpeople households' housing and support needs within Rossendale Borough and its impact on East Lancashire and the County as a whole;
- Establishing areas of joint and cross boundary working; and
- Identifying sites.

7.34 The overall feeling amongst stakeholders was that the stakeholder survey contributes to the requirement under the Duty to Co-operate with neighbouring authorities. Several respondents additionally noted the importance of local authorities continuing an ongoing process of consulting and engaging with one another, particularly regarding issues such as travelling patterns and the need for and location of transit sites. Two stakeholders did not have a high view of the Duty to Co-operate principle or its ability to deliver places for Gypsies, Travellers and Travelling Showpeople to live.

## 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 pitch/plot requirements

- 8.2 Overall we would recommend that the Council acknowledges a total need for 2 pitches from individuals currently living on sites and likely to be accommodated on existing sites; and an aspirational need for 2 pitches from individuals currently living in bricks and mortar accommodation. The Council should therefore consider any future pitch applications through the normal planning application process from households and emerging households moving from bricks and mortar accommodation and that this need does not need to be identified as allocations in the Local Plan.
- 8.3 The above would previously have been viewed as a minimum requirement based on the current supply of pitches and assumptions regarding need from households living in bricks and mortar dwellings. However, with the new revised guidance altering the definition of Travellers it is actually more likely that these may be seen as a maximum given that the new definition focuses on the needs of those who are actually Travelling or planning to travel. This calculation assumes that households satisfy the latest planning definition of Gypsies and Travellers.
- 8.4 There is no identified need for Travelling showperson plots and this was the conclusion of the 2010 GTAA.

### Meeting transit site/stop over requirements

- 8.5 Analysis of unauthorised encampment data and contextual information indicates that new transit provision is needed across Rossendale Borough. It is recommended that 4 transit pitches are provided over the Plan Period based on trends in unauthorised encampments over the period May 2013 to April 2016.

### Good practice in planning for Gypsy and Traveller provision

- 8.6 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>34</sup>.

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<sup>34</sup> I&DeA (now Local Government Agency) local leadership academy providing Gypsy and Traveller sites

- 8.7 Work undertaken by PAS<sup>35</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

- 8.8 The overarching purpose of this study has been to identify the accommodation requirements of Gypsies and Travellers across Rossendale Borough. Overall, the study has therefore established a need for up to four additional pitches across Rossendale Borough over the period 2016/17 to 2031/32, but half of this need could be met through the intensification of existing pitches, resulting in a net need of 2 pitches from households living in bricks and mortar accommodation.
- 8.9 Overall, it is recommended that the Council acknowledges a total need for 2 pitches from individuals currently living on sites and likely to be accommodated on existing sites; and an aspirational need for 2 pitches from individuals currently living in bricks and mortar accommodation. The Council should therefore consider any future pitch applications through the normal planning application process from households and emerging households moving from bricks and mortar accommodation and no specific Local Plan allocation is required,
- 8.10 The study also recommends the provision of 4 transit pitches across the Borough which should be identified in the Local Plan.
- 8.11 There are currently no Travelling Showperson's yards in Rossendale and it is assumed there is no need from Travelling Showpeople which was also the conclusion in the 2010 GTAA.
- 8.12 It is recommended that this evidence base is refreshed on a five-yearly basis to ensure that the level of pitch and pitch provision remains appropriate for the Gypsy and Traveller population across Rossendale.

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<sup>35</sup> PAS spaces and places for gypsies and travellers how planning can help

**Table 8.1 Summary of additional pitch/plot requirements over five years and longer term**

		Gypsy and Traveller Pitch additional requirements	Showperson Plot additional requirements
Rossendale	Five year shortfall 2016/17 to 2020/21	2*	0
	Longer-term requirements 2021/22 to 203/32	2**	0
	Total	4	0

\*Needs analysis identifies a shortfall of pitches for 2 households. However, there is scope to intensify existing sites through sub-division which would address this requirement from existing households living on sites

\*\* over the longer term, it is anticipated there is an additional need for +1 pitch from existing households living on a pitch and this need could be accommodated on existing authorised sites. The other +1 pitch need is from a household that may emerge from bricks and mortar accommodation.

**Table 8.2 Summary of transit requirements over Plan Period 2016/17 to 2031/32**

	Pitch requirements to address unauthorised encampment activity
Rossendale Total	4



## Appendix A: Legislative background

### Overall approach

- A.1 Between 1960 and 2003, three Acts of Parliament had a major impact upon the lives of Gypsies and Travellers. The main elements of these are summarised below.
- A.2 The **1960 Caravan Sites and Control of Development Act** enabled councils to ban the siting of caravans for human occupation on common land, and led to the closure of many sites.
- A.3 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 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.4 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.

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).

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.5 More recent legislation with a direct impact on the lives of Gypsies and Travellers includes the Housing Act 2004 and the Planning and Compulsory Purchase Act 2004.
- A.6 **Section 225: Housing Act 2004** imposes duties on local authorities in relation to the accommodation needs of Gypsies and Travellers:
- Every local housing authority must 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 district;
  - Where a local housing authority are required under section 87 of the Local Government Act 2003 to prepare a strategy to meet such accommodation needs, they must take the strategy into account in exercising their functions;
  - A local housing authority must 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.
- 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 allow 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>36</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.

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<sup>36</sup> DCLG A plain English guide to the Localism Act Nov 2011

## Appendix B: Literature review

### Introduction

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. Strong powers are available to the police, local authorities and other landowners to deal with unauthorised encampments. It provided detailed step-by-step practical guidance to the use of these powers, and sets out advice on:

- Choosing the most appropriate power;
- Speeding up the process;
- Keeping costs down;
- The eviction process; and
- Preventing further unauthorised camping.

#### 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>37</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 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>38</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>39</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.

<sup>37</sup> PAS *Spaces and places for gypsies and travellers how planning can help*, page 8

<sup>38</sup> PAS *spaces and places for gypsies and travellers how planning can help* page 8 & 14

<sup>39</sup> PAS *spaces and places for gypsies and travellers how planning can help* page 10

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;
- **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>40</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>41</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.

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<sup>40</sup> RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part A page 8

<sup>41</sup> RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part A page 13



- **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;
  - 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>42</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*

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<sup>42</sup> RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part A page 18

*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>43</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 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>44</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 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.

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<sup>43</sup> RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part C page 11

<sup>44</sup> RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part C page 11

**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.

**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 site has now been updated (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>45</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

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<sup>45</sup> [www.communities.gov.uk/news/corporate/2124322](http://www.communities.gov.uk/news/corporate/2124322)

- 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. Powers available to local authorities being:

- Injunctions to protect land from unauthorised encampments;
- Licensing of caravan sites;
- Tent site licences;
- Possession orders;
- Interim possession orders;
- Local byelaws;
- Power of local authorities to direct unauthorised campers to leave land;
- Addressing obstructions to the public highway;
- Planning contravention notice;
- Temporary stop notice;
- Enforcement notice and retrospective planning;
- Stop notice;
- Breach of condition notice; and
- Powers of entry onto 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 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>46</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

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<sup>46</sup> <https://www.gov.uk/government/speeches/planning-and-travellers>

practice guidance on 'Diversity and equality in planning'<sup>47</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. The Guidance listed powers available to local authorities, including:

- More powerful temporary stop notices to stop and remove unauthorised caravans;
- Pre-emptive injunctions that protect vulnerable land in advance from unauthorised encampments;
- Possession orders to remove trespassers from land;
- Police powers to order unauthorised campers to leave land;
- Powers of entry onto land so authorised officers can obtain information for enforcement purposes;
- Demand further information on planning works to determine whether any breach of the rules has taken place;
- Enforcement notices to remedy any planning breaches; and
- Ensuring sites have valid caravan or tent site licences.

It sets out that councils should work closely with the police and other agencies to stop camps being set up when council offices are closed.

**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>47</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 sets out the robust powers councils, 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 of the same name (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>48</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 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.

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<sup>48</sup> DCLG *Planning policy for traveller sites*, August 2015, paragraph 3

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).



## Appendix C: Fieldwork questionnaire

### Rossendale Borough Council Gypsy, Traveller and Travelling Showpeople Survey

#### Introduction

I am an independent researcher doing a study on the accommodation needs of Gypsies, Travellers and Travelling Showpeople. This work is being conducted on behalf of Rossendale Borough Council.

We want to find out:

- What sort of homes – sites, yards and houses – Gypsies, Travellers and Travelling Showpeople need.
- What you think of existing sites, yards and homes
- Whether you think new permanent and temporary sites and yards are needed
- Whether you think easier access to bricks and mortar accommodation is needed
- Whether you travel and if so whether you've had problems while travelling
- What you think about the costs of your homes – houses, yards and sites
- What other services you feel you need to support you

#### Interviewed before?

1. Have you been interviewed for this survey before?

- *If 'Yes' and in same location as previous interview, politely decline interview and find new respondent.*
- *If 'Yes' on roadside and in different location from previous interview carry on with introduction*
- *If 'No' carry on with introduction*

Do you have time to talk with me about these things – it will take about 30 to 40 minutes?

Your answers are completely confidential – I won't use your name in any report that I write and no one will be able to trace any answer back to you. You don't have to answer everything - if you don't want to answer any particular questions, just tell me to skip them.

[For most answers, check the boxes most applicable or fill in the blanks.]

#### Interview details

Attach label with interviewer details and URN

Date and time \_\_\_\_\_

Location (site name and address)  
 \_\_\_\_\_

Number of caravans on pitch

---

4.  4

5.  5 or more

Number of people in household

---

Number of households on pitch

---

Property type

1. Unauthorised Encampment  1
2. Unauthorised Development  2
3. Caravan in Garden  3
4. Local Authority Site  4
5. Private Site  5
6. House (Bricks and Mortar)  6

No. of separate **respondent** self identified households living on pitch [this is to be added to site census sheets after all interviews completed]

1.  1
2.  2
3.  3

### Home base

1a. Do you usually live here? Is this your primary home base?

1.  Yes

2.  No

1b. Do you have any other home bases?

1.  Yes Go to Q1c

2.  No Go to Q2

1c. Please tell us about your other home base (record details of next most used home base). What type of home is it? (Select only one.)

1.  Trailer or wagon

2.  Chalet/mobile home (or similar)

3.  House

4.  Bungalow

5.  Flat

6.  Sheltered/Extra care housing

7.  Other **[please state]:** \_\_\_\_\_

1d. How much time do you spend there (other home base)?  
(Select only one.)

1.  up to 1 month a year
2.  Over 1 and up to 2 months a year
3.  Over 2 and up to 3 months a year
4.  Over 3 and up to 4 months a year
5.  Over 4 and up to 5 months a year
6.  5 months or over a year

1e. Do you have any other home bases?

1.  Yes Go to Q1f
2.  No Go to Q2

1f. Please tell us about your other home base (record details of next most used home base). What type of home is it?  
(Select only one.)

1.  Trailer or wagon
2.  Chalet/mobile home (or similar)
3.  House
4.  Bungalow
5.  Flat
6.  Sheltered/Extra care housing

7.  Other ***[please state]:***

---

1g. How much time do you spend there (other home base)?  
(Select only one.)

1.  up to 1 month a year
2.  Over 1 and up to 2 months a year
3.  Over 2 and up to 3 months a year
4.  Over 3 and up to 4 months a year
5.  Over 4 and up to 5 months a year
6.  5 months or over a year

2. Why do you live here (at the location of interview)?  
(Select all that apply.)

- 1.  Close to family and friends
- 2.  Near to place of work
- 3.  Near to child(rens) school/nursery
- 4.  Close to hospital
- 5.  Close to church
- 6.  Nowhere else that is suitable
- 7.  Choose to travel
- 8.  Simply chose this place/No particular reason
- 9.  Other **[please state]**  
: \_\_\_\_\_

3. How long have you lived here (at the location of interview)? (Select only one.)

- 1.  up to 1 year
- 2.  Over 1 and up to 2 years
- 3.  Over 2 and up to 3 years
- 4.  Over 3 and up to 4 years

5.  Over 4 and up to 5 years

6.  5 years or over

4. What do you normally live in (at the location of interview)?  
(Select only one.)

- 1.  Trailer or wagon
- 2.  Chalet/mobile home (or similar)
- 3.  House
- 4.  Bungalow
- 5.  Flat
- 6.  Sheltered/Extra Care housing
- 7.  House and yard with or without trailers
- 8.  Other **[please state]:**  
\_\_\_\_\_

5. Are you happy with your main home base/house or would you prefer to live in a different type of home? (Select only one.)

- 1.  Happy with house/bungalow/flat/sheltered/other Go to Q7
- 2.  Happy with trailer/wagon/chalet/mobile home Go to Q7
- 3.  Prefer trailer Go to Q6
- 4.  Prefer caravan Go to Q6
- 5.  Prefer wagon Go to Q6
- 6.  Prefer chalet Go to Q6
- 7.  Prefer house/bungalow/flat/sheltered/other Go to Q6
- 8.  Prefer Trailer/Mobile Home/Chalet or similar with support for older people Go to Q6
- 9.  Other **[please state]:** Go to Q6

- 3.  Prefer bricks and mortar (Got to Q6b)
- 4.  Prefer Caravan/trailer/wagon/pitch (Got to Q6b)
- 5.  I don't like where I currently live (Got to Q6b)
- 6.  Want to travel (Got to Q7d)
- 7.  Want to settle down (Got to Q7d)
- 8.  Other **[please state]:**

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6b. If you would prefer a different type of home such as moving from a caravan to bricks and mortar/moving from bricks and mortar to a caravan or if you do not like where you currently live please tell us more about this:

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6. If you would prefer to live in a different type of home please tell us about your reasons for this? (Select all that apply.)

- 1.  Health/Old age/illness (Got to Q7d)
- 2.  Lifestyle/Belief (Got to Q7d)

7a. In your view is the place where you live a popular place/location/site for Travellers to live?

- 1.  Yes
- 2.  No

7b. Why do you say this?

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7c. Does the place where you currently live have any anti-social behaviour issues?

- 1.  Yes
- 2.  No

7d. What do you think can be done to prevent anti-social behaviour?

- 1.  Nothing
- 2.  Don't know/Not sure
- 3.  Other

---



---

7e. Do you rent or own the home where you normally live? (Select only one.)

- 1.  Rent from Council
- 2.  Rent privately
- 3.  Rent from Housing Association/Registered Provider/Registered Social Landlord
- 4.  Own home
- 5.  Not applicable
- 6.  Other **[please state]:** \_\_\_\_\_

8. Do you own or rent the land you live on? (Select only one.)

- 1.  Own land where trailer/wagon is normally located (with planning permission)
- 2.  Own land where trailer/caravan is normally located (no planning permission)
- 3.  Own land where trailer/wagon is normally located seeking planning permission
- 4.  Rent pitch from Council
- 5.  Rent pitch from Housing Association/Registered Provider/Registered Social Landlord
- 6.  Rent pitch privately (with planning permission)
- 7.  Rent pitch privately (no planning permission)
- 8.  Neither own or rent the land (unauthorised)
- 9.  Tolerated site
- 10.  Not applicable
- 11.  Other **[please state]** \_\_\_\_\_

**[ONLY FOR PEOPLE LIVING ON SITES/YARDS]**

9. How many pitches/plots are there currently on the site/yard where you are living?

.....

10. Are these all occupied?

- 1.  Yes (Go to Q13)
- 2.  No (Go to Q11)
- 3.  Don't know (Go to Q13)

11. If no, how many pitches/plots are vacant?

12a. How long have these been empty? If more than one vacant pitch/plot please comment on the one that has been vacant for the longest time.

- 1.  up to 1 year
- 2.  1 to 2 years
- 3.  2 to 3 years
- 4.  3 to 4 years
- 5.  4 to 5 years
- 6.  over 5 years

12b. In your opinion why is it that these pitches are vacant:

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13. In your opinion, is there capacity for further development in the site/yard on which you live to incorporate new pitches/plots?

- 1.  Yes
- 2.  No

14. If yes, how many new pitches/plots?

[     ]

15. Do you have development option(s) for land adjacent to the site? (select one only)

- 1.  Yes, including ownership or lease for the land. If 'Yes' please go to Q16a
- 2.  Yes, with no ownership or lease for the land. If 'Yes' please go to Q16a
- 3.  No. If 'No' please go to Q17a

16a. If you do have options for land around the site where are these and how many additional pitches could potentially be accommodated?

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17a. Do you have an option(s) for a new site? (i.e. on land that would not be an extension to your existing site)

- 1.  Yes    Go to Q17b
- 2.  No        Go to Q18

17b. If you do have option(s) for a new site where are these and how many additional pitches could potentially be accommodated?

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**INTERVIEWER NOTE:** If the respondent would like to make the Council aware of their land/potential site or redevelopment please ask them if they would like a form to complete on behalf of the Council.

18. Do you have any other comments about the capacity of the site/yards you are currently living on?

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**ALL RESPONDENTS**

19. Do you think your home/trailer/pitch is overcrowded? (Select only one.)

- 1.  Yes
- 2.  No

20. If yes, please tell us in what way the home is overcrowded (i.e. number of caravans/households living on pitch)

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21. What repairs or improvements, if any, are needed to your home? (Select all that apply.)

- 1.  none
- 2.  more space on pitch
- 3.  slab/drive
- 4.  roof
- 5.  doors/windows
- 6.  kitchen facilities
- 7.  bathroom facilities
- 8.  Other **[please state]:**

---

22. How would you describe the state of repair of your home? (Select only one.)

- 1.  Very Good
- 2.  Good
- 3.  Neither Good nor Poor
- 4.  Poor
- 5.  Very Poor

23. Do you feel you have enough space:
- a) for your trailers, wagons, horse boxes, vehicles and loads?  
 Yes 1.  No 2.
  - b) in your own amenity block (shed) - if relevant?  
 Yes 1.  No 2.  Not relevant 3.
  - c) on your pitch - if relevant?  
 Yes 1.  No 2.  Not relevant 3.
  - d) for travelling show people only, room to repair equipment - if relevant?  
 Yes 1.  No 2.  Not relevant 3.

24. Do you have to share any of the following facilities with another household (this could be a family in another trailer/pitch)? (Select all that apply.)
- 1.  Bathroom
  - 2.  Toilet
  - 3.  Kitchen
  - 4.  Laundry

25. How many bedrooms/sleeping trailers or wagons do you have in this home?  
 Number: \_\_\_\_\_

26. How much does your home cost per week (excluding water, heating and lighting; including rent, mortgage, and ground rent)?  
 Please state amount  
 £ \_\_\_\_\_

27. How much of your housing costs, if any, are covered by housing benefit? (Select only one.)
- 1.  None
  - 2.  Part
  - 3.  All

**Neighbourhood and local services**

28. How satisfied are you with the location of your home? (By home we mean the location where the interview is taking place and this covers questions 28-29. Location can mean the street/road/site) (Select only one.)
- 1.  Very Satisfied
  - 2.  Satisfied
  - 3.  Neither Satisfied nor Dissatisfied
  - 4.  Dissatisfied
  - 5.  Very Dissatisfied

29. Please say if being near to the following is important, slightly important or not important to you? (Near can be classed as having easy/quick access)

	Important	Slightly Important	Not important
a) Primary schools	1 [ ]	2 [ ]	3 [ ]
b) Secondary schools	1 [ ]	2 [ ]	3 [ ]
c) Doctors	1 [ ]	2 [ ]	3 [ ]
d) Shops	1 [ ]	2 [ ]	3 [ ]
e) Post Office/ cash point machine	1 [ ]	2 [ ]	3 [ ]
f) Pubs	1 [ ]	2 [ ]	3 [ ]
g) Public Transport	1 [ ]	2 [ ]	3 [ ]
h) Main roads	1 [ ]	2 [ ]	3 [ ]
i) Other (specify)	1 [ ]	2 [ ]	3 [ ]

### Housing History

30. Where did you live before you came here (or moved to your existing home)?

1. [ ] Please state town/Borough \_\_\_\_\_
2. [ ] Travelling all the time (no permanent home) - **go to Q35a**
3. [ ] Homeless - **go to Q35a**

31. How long did you live there?  
(Select only one.)

1. [ ] up to 1 year
2. [ ] 1 to 2 years
3. [ ] 2 to 3 years
4. [ ] 3 to 4 years
5. [ ] 4 to 5 years
6. [ ] over 5 years

32. What kind of home did you have there?  
(Select only one.)

- 1.  Trailer or wagon
- 2.  Chalet/mobile home (or similar)
- 3.  House
- 4.  Bungalow
- 5.  Flat
- 6.  Sheltered
- 7.  Other

**[please state]** \_\_\_\_\_ :

33. Why did you leave that place?

\_\_\_\_\_

\_\_\_\_\_

34. How many times have you moved pitch (not including travelling) in the last 2 years

Number: \_\_\_\_\_

**Or**  b. Travelled for the whole time

**Or**  c. None/Have not moved

### Travelling

35a. In the last year, have you travelled?  
(Select only one.)

- 1.  Yes
- 2.  No - **go to Q35b**

35b. Previous to the last year, did you travel?  
(Select only one.)

- 1.  Yes
- 2.  No - **go to Q35c**

35c. Do you plan to travel next year?  
(Select only one.)

- 1.  Yes
- 2.  No - **go to Q35d**

35d. Do you think you will travel each year for the next five years and/or beyond?  
(Select only one.)

- 1.  Yes

2.  No - **go to Q39a**

36a. How many days or weeks do you normally travel every year?

(Select only one.)

- 1.  No more than thirteen days
- 2.  2 to 4 weeks (or one month)
- 3.  5 to 8 weeks (or 2 months)
- 4.  9 to 12 weeks (or 3 months)
- 5.  13 to 26 weeks (or 6 months)
- 6.  Over 6 months but less than 10 months
- 7.  Over 10 months but less than 12 months
- 8.  All year

36b. How many days or weeks do you plan to travel in any given year in the future?

(Select only one.)

- 1.  No more than thirteen days
- 2.  2 to 4 weeks (or one month)
- 3.  5 to 8 weeks (or 2 months)

- 4.  9 to 12 weeks (or 3 months)
- 5.  13 to 26 weeks (or 6 months)
- 6.  Over 6 months but less than 10 months
- 7.  Over 10 months but less than 12 months
- 8.  All year

37. Where would you normally go when you are travelling, when and why? And what is the main route you would take to get there (please specify main roads taken /towns passed through)

Location	Month	Reason	Route
a.			
b.			
c.			
d.			

38a. What problems, if any, do you have while travelling?  
(Select all that apply)

- 1.  No places to stop over
- 2.  Closing of traditional stopping places
- 3.  Abuse, harassment or discrimination
- 4.  Lack of toilet facilities
- 5.  No water facilities
- 6.  Problems with rubbish collection
- 7.  Police behaviour
- 8.  Enforcement officer behaviour
- 9.  Behaviour of other Travellers
- 10.  Other ***[please state]:***

---

Please now go to Q39b unless you do not or will not be travelling now or in the future. If this is the case then go to Q39a.

39a. What reasons do you have for not travelling now or in the future? (Select all that apply or write in your reasons in the space provided)

- 1.  To many problems related to travelling
- 2.  Long-term health reasons
- 3.  Short-term health reasons
- 4.  Prefer not to travel
- 5.  Family commitments
- 6.  Work/Job commitments
- 7.  Do not need to travel
- 8.  Other members of my household travel
- 9.  Other [please state] for example if you have different reasons for not travelling now compared to the future:

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39b. Transit sites are intended for short-term use while in transit. Sites are usually permanent and authorised, but there is a limit on the length of time residents can stay.

- 1.  Yes
- 2.  No

Is there a need for transit sites in the Rossendale Borough Council area?

40. If yes, where should the transit site(s) be located? (Select all that apply.)

Where are transit sites needed?	How big does the site need to be? (no pitches)	Who needs this transit site?	When is this transit site needed? (all the time/certain times of year – please specify)	
Rossendale Borough Council area [please specify]				<b>1</b>
Other local authority area bordering Rossendale Borough Council [please specify]				<b>2</b>

45. What type of facilities do you think would be needed on transit sites?

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41. Who should manage transit sites? (Select all that apply.)

- 1.  Councils
- 2.  Registered Social Landlords/Housing Associations
- 3.  Private (Gypsy/Traveller/Showman)
- 4.  Private (non-Gypsy or Traveller/Showman)
- 5.  Other **[please state]:**

---

42. Why do you travel? (Select all that apply.)

- 1.  Cultural heritage
- 2.  Personal preference
- 3.  Work related
- 4.  Visit family/friends
- 5.  Only way of life I know
- 6.  Limited opportunity to settle/no pitch on which to live/lack of site provision
- 7.  Other **[please state]**

---



## Advice, support, health and other services

43a. Have you used any of the following services in the last year? (Select all that apply.)

1.  Gypsy services
  2.  Traveller Education
  3.  Adult education
  4.  Housing Options service/Rossendale Homefinder/Housing Advice Service
  5.  Citizens Advice Bureau
  6.  Other welfare rights advice
  7.  Doctor (G.P.)
  8.  Dentist
  9.  Accident and emergency
  10.  Health visitors
  11.  Healthy Living Services (e.g. Health Trainers, Food and Health Team)
  12.  Children's Centres
  13.  Social services
  14.  Law Centre
  15.  Other ***[please state]:***
-

43b. Do you or anyone in your household have any health problems (Select all that apply for each person.)

	R (a)	P2 (b)	P3 (c)	P4 (d)	P5 (e)	P6 (f)	P7 (g)
Arthritis	1 [ ]	1 [ ]	1 [ ]	1 [ ]	1 [ ]	1 [ ]	1 [ ]
Asthma	2 [ ]	2 [ ]	2 [ ]	2 [ ]	2 [ ]	2 [ ]	2 [ ]
Stress/Depression/anxiety disorders	3 [ ]	3 [ ]	3 [ ]	3 [ ]	3 [ ]	3 [ ]	3 [ ]
Diabetes (Type 1/Type 2)	4 [ ]	4 [ ]	4 [ ]	4 [ ]	4 [ ]	4 [ ]	4 [ ]
Problems with hearing	5 [ ]	5 [ ]	5 [ ]	5 [ ]	5 [ ]	5 [ ]	5 [ ]
Learning difficulties/dyslexia	6 [ ]	6 [ ]	6 [ ]	6 [ ]	6 [ ]	6 [ ]	6 [ ]
Problems with mobility	7 [ ]	7 [ ]	7 [ ]	7 [ ]	7 [ ]	7 [ ]	7 [ ]
Problems with vision	8 [ ]	8 [ ]	8 [ ]	8 [ ]	8 [ ]	8 [ ]	8 [ ]
Respiratory condition/bronchitis	9 [ ]	9 [ ]	9 [ ]	9 [ ]	9 [ ]	9 [ ]	9 [ ]
Weight Problem (want to lose weight)	10 [ ]	10 [ ]	10 [ ]	10 [ ]	10 [ ]	10 [ ]	10 [ ]
High Blood Pressure	11 [ ]	11 [ ]	11 [ ]	11 [ ]	11 [ ]	11 [ ]	11 [ ]
Heart Disease/CVD/ Angina	12 [ ]	12 [ ]	12 [ ]	12 [ ]	12 [ ]	12 [ ]	12 [ ]
Other <i>[please state]:</i>	13 [ ]	13 [ ]	13 [ ]	13 [ ]	13 [ ]	13 [ ]	13 [ ]

43c. Has living here at this location/address/site affected your physical or mental health in anyway?

- 1.  Yes (Go to Q43d)
- 2.  No (Go to Q43e)

43d. In what way(s) has it affected you?

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43e. Have you experienced any problems accessing health services in the past year?

- 1.  Yes Go to Q43f
- 2.  No Go to Q43g

43f. Have these problems been due to any of the following? (Select all that apply.)

- 1.  Language
- 2.  Hours the service were open
- 3.  Transport
- 4.  Knowledge of services offered
- 5.  Lack of privacy

- 6.  Getting an appointment
- 7.  Other **[please state]:**

---

43g. Does your home need adapting in any way, for instance to help with mobility around the home?

- 1.  Yes Go to **Q44**
- 2.  No Go to **Q45**

44. In your opinion, what assistance/adaptations are required to help? e.g. Handrails, re-positioned sockets etc

Adaptation 1	
Adaptation 2	
Adaptation 3	

45. What type of services (other than those you currently receive) would help you with your health care needs?

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46. Is there anything else that you would like to tell us about your health or health services?

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### The future

47. ***In the next five years, is your household:***

1.  Planning to stay where you are based now – ***go to Q50***
2.  Plan to move elsewhere - ***go to Q48***

48. If you are planning to move elsewhere, are you planning to move to (select one):

1.  Another pitch/plot on the same site/yard in a trailer/wagon go to Q50
2.  Another pitch/plot on the same site/yard in a chalet/mobile home go to Q50
3.  Onto another site/yard (if so, where)

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\_\_\_\_\_ go to Q50

4.  Into bricks and mortar accommodation go to Q49

5.  From bricks and mortar accommodation onto a site/yard (if so, where?) go to Q50

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6.  Other [please specify]: \_\_\_\_\_ go to Q50

49. If you are planning to move to bricks and mortar accommodation

a. Where would it be (town/village/local authority area)?

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b. What type of accommodation?

1.  House
2.  Bungalow
3.  Flat
4.  Sheltered/extra care housing

c. Would you be renting or buying?

- 1.  Rent from Council
- 2.  Rent privately
- 3.  Rent from Housing Association/RP/RSL
- 4.  Buy
- 5.  Other
- 6. **[please state]:** \_\_\_\_\_

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51. Is there a need for new permanent site(s) in the Rossendale Borough Council area or in another area?

- 1.  Yes
- 2.  No

49d. What are your reasons for wanting to move to bricks and mortar accommodation?

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49e. If planning to move to bricks and mortar accommodation would you use (or have you used) the Housing Options Service/Rossendale Homefinder/Housing Advice Service

- 1.  Yes, would use or have used (Go to Q50)
- 2.  No (Go to Q49f)
- 3.  Don't know/not sure

49f. If you said you would not use the service please can you tell us why this is the case?

52. If yes, in which of the following locations? (Tick all that apply)

Where are permanent sites needed?	Why this location?	How big does the site need to be? (no pitches)	
Rossendale Borough Council area [please specify]			<b>1</b>
Other local authority area bordering Rossendale Borough Council [please specify]			<b>2</b>

50. How do you think sites should be managed?  
(Select only one.)

- 1.  Councils
- 2.  Private (Gypsy/Traveller/Showman)
- 3.  Private (non-Gypsy/Traveller/Showman)
- 4.  Registered Social Landlords/Housing Associations
- 5.  Other **[please state]:** \_\_\_\_\_

53. Is there anything else that you want to tell us about the future need for homes and sites for Gypsies, Travellers and Travelling Showpeople?

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54. Do you have children or grandchildren who want to live in a similar way to you (e.g. Travelling lifestyle)?  
(Select only one.)

- Yes
- No

### Emerging Families

55. How many members of your family who are living with you now, if any, are likely or need to move on and set up by themselves in the next five years? ***[IF POSSIBLE, ASK THOSE WHO ARE LIKELY TO MOVE ON THE 'EMERGING FAMILIES' QUESTIONS DIRECTLY - PLEASE TICK THE APPROPRIATE BOX]***

(Select only one.)

- 1.  1
- 2.  2
- 3.  3
- 4.  4

Q56 (Select only one.)	✓
1. Respondent is part of emerging household	
2. Respondent is not part of emerging household	

57. What type of household (HH) are you (or they) likely to form? (Select only one for each household.)

		HH1 (a)		HH2 (b)		HH3 (c)		HH4 (d)
Single person (under 60 years)	1	[ ]	1	[ ]	1	[ ]	1	[ ]
Single person (60 years and over)	2	[ ]	2	[ ]	2	[ ]	2	[ ]
Lone parent	3	[ ]	3	[ ]	3	[ ]	3	[ ]
Young couple (under 30) with no children	4	[ ]	4	[ ]	4	[ ]	4	[ ]
Young couple (under 30) with child(ren)	5	[ ]	5	[ ]	5	[ ]	5	[ ]
Couple (aged 30-under 60) with no children	6	[ ]	6	[ ]	6	[ ]	6	[ ]
Couple (aged 30-under 60) with children.	7	[ ]	7	[ ]	7	[ ]	7	[ ]
Older Couple (at least one over 60 years)	8	[ ]	8	[ ]	8	[ ]	8	[ ]
Other <i>[please state]:</i>	9	[ ]	9	[ ]	9	[ ]	9	[ ]



58. What would you (or they) want as a permanent base?

		HH1 (a)		HH2 (b)		HH3 (c)		HH4 (d)
Continue to live on current site/yard	1	[ ]	1	[ ]	1	[ ]	1	[ ]
Move to another site/yard	2	[ ]	2	[ ]	2	[ ]	2	[ ]
Move to bricks and mortar accommodation	3	[ ]	3	[ ]	3	[ ]	3	[ ]
Other (please specify)	4	[ ]	4	[ ]	4	[ ]	4	[ ]

59. If planning to move to another location, where would you (they) prefer to live? Please state town/Borough. This can be an area outside Rossendale Borough.

HH1 \_\_\_\_\_

HH2 \_\_\_\_\_

HH3 \_\_\_\_\_

HH4 \_\_\_\_\_

60. If planning to move to another location, what are the main reasons for this?

HH1 \_\_\_\_\_

HH2 \_\_\_\_\_

HH3 \_\_\_\_\_

HH4 \_\_\_\_\_

61. What type of home do you (or do you think they would) want as a permanent base?  
(Select only one for each household.)

		HH1 (a)		HH2 (b)		HH3 (c)		HH4 (d)
Trailer or wagon go to Q62	1	[ ]	1	[ ]	1	[ ]	1	[ ]
Chalet/mobile home or similar go to Q62	2	[ ]	2	[ ]	2	[ ]	2	[ ]
House - go to Q63	3	[ ]	3	[ ]	3	[ ]	3	[ ]
Bungalow - go to Q63	4	[ ]	4	[ ]	4	[ ]	4	[ ]
Flat - go to Q63	5	[ ]	5	[ ]	5	[ ]	5	[ ]
Sheltered housing go to Q63	6	[ ]	6	[ ]	6	[ ]	6	[ ]
Extra Care Housing – go to Q63	7	[ ]	7	[ ]	7	[ ]	7	[ ]
No permanent base required– go to Q62	8	[ ]	8	[ ]	8	[ ]	8	[ ]
Other (please specify) – go to Q62	9	[ ]	9	[ ]	9	[ ]	9	[ ]

Interviewer note:

**Sheltered housing** is usually a group of bungalows or flats and you have your own front door. Schemes usually have a manager/warden to arrange services and are linked to a careline/alarm service

**Extra Care housing** is designed with the needs of frailer older people in mind. It includes flats, bungalows and retirements villages. You have your own front door. Domestic support and personal care are available.)

62. Which of the following options would you (or do you think they would) require? (Select only one.)

		HH1 (a)		HH2 (b)		HH3 (c)		HH4 (d)
Rent pitch/plot from Council	1	[ ]	1	[ ]	1	[ ]	1	[ ]
Rent pitch/plot from Registered Provider/Housing Association	2	[ ]	2	[ ]	2	[ ]	2	[ ]
Rent pitch/plot privately	3	[ ]	3	[ ]	3	[ ]	3	[ ]
Own land where trailer/ caravan is normally located	4	[ ]	4	[ ]	4	[ ]	4	[ ]
To travel/Use multiple/various sites	5	[ ]	5	[ ]	5	[ ]	5	[ ]
Other <b><i>[please state]:</i></b>	6	[ ]	6	[ ]	6	[ ]	6	[ ]

63. If in a house, which of the following options would you (or do you think they would) require?  
(Select only one.)

		HH1 (a)		HH2 (b)		HH3 (c)		HH4 (d)
Rent house/flat from Council	1	[ ]	1	[ ]	1	[ ]	1	[ ]
Rent house/flat privately	2	[ ]	2	[ ]	2	[ ]	2	[ ]
Rent house/flat from Registered Provider/Housing Association	3	[ ]	3	[ ]	3	[ ]	3	[ ]
Own house	4	[ ]	4	[ ]	4	[ ]	4	[ ]
Other <i>[please state]:</i>	5	[ ]	5	[ ]	5	[ ]	5	[ ]

64. Do you (or do you think they will) want to travel for some time of the year? (Select only one.)

		HH1 (a)		HH2 (b)		HH3 (c)		HH4 (d)
Yes	1	[ ]	1	[ ]	1	[ ]	1	[ ]
No	2	[ ]	2	[ ]	2	[ ]	2	[ ]

## Your Household (Respondent)

65. Family type (Select only one.)

1.  Single person (under 60 years)
2.  Single person (60 years and over)
3.  Lone parent
4.  Young couple (aged under 30) – no children
5.  Young Couple (aged under 30 years) - with children
6.  Couple (aged 30 to under 60) - no children
7.  Couple (aged 40 to under 60) - with children
8.  Older Couple (at least one of 60 years or over)
9.  Other [please state]: \_\_\_\_\_

## Number of Households sharing a pitch

66. How many **other** households are **currently** living on your pitch/plot with you? (i.e. grandparents, parents, children and their respective spouses)

Number of households:

1.  0 Just a single household
2.  1 More households
3.  2 More households
4.  3 More households
5.  4 More households
6.  Other (please specify): \_\_\_\_\_

67. Of these households, how many want to live on their own pitch/plot on a site/yard?

1.  0 – None of them
2.  1 – One of them
3.  2 – Two of them
4.  3 – Three of them
5.  4 – Four of them
6.  Other (please specify): \_\_\_\_\_

68. Over the next 15 years do you have dependents/children who would want to live on a pitch on a site and who will need additional pitches? If you do then please tell us the number of dependents/children/new households needing pitches or a pitch in the next 15 years:

- 1.  Not applicable/No pitch on a site requirement
- 2.  Dependents would prefer another type of home
- 3.  1
- 4.  2
- 5.  3
- 6.  4
- 7.  Other (please specify): \_\_\_\_\_

69. If you do have dependents who will need additional pitches could you tell us their age?

	Dependent (a)	Dependent (b)	Dependent (c)	Dependent (d)	Dependent (e)	Dependent (f)	Dependent (g)
Age							

**IF RESPONDENT HAS A SPOUSE OR PARTNER THEN RECORD INFORMATION ABOUT THIS PERSON IN THE SECOND COLUMN.**

70. For each person in your household, starting with yourself and then your spouse (partner, husband or wife) please could you tell us their sex and age? (Select only one for each person.)

		R (a)		P2 (b)		P3 (c)		P4 (d)		P5 (e)		P6 (f)		P7 (g)
Male	1	[ ]	1	[ ]	1	[ ]	1	[ ]	1	[ ]	1	[ ]	1	[ ]
Female	2	[ ]	2	[ ]	2	[ ]	2	[ ]	2	[ ]	2	[ ]	2	[ ]

71. Age

	R (a)	P2 (b)	P3 (c)	P4 (d)	P5 (e)	P6 (f)	P7 (g)
Age							

**IF NO SCHOOL AGE CHILDREN GO TO Q73**

72. What type of education are your children receiving? (Select all that apply.)

1. [ ] Nursery education
2. [ ] State school
3. [ ] Private school
4. [ ] Home schooled
5. [ ] College or university
6. [ ] Other **[please state]:** \_\_\_\_\_

73. Employment status (Select only one for each person.)

	R (a)	P2 (b)	P3 (c)	P4 (d)	P5 (e)	P6 (f)	P7 (g)
Full-time employee	1 [ ]	1 [ ]	1 [ ]	1 [ ]	1 [ ]	1 [ ]	1 [ ]
Part-time employee	2 [ ]	2 [ ]	2 [ ]	2 [ ]	2 [ ]	2 [ ]	2 [ ]
Self-employed	3 [ ]	3 [ ]	3 [ ]	3 [ ]	3 [ ]	3 [ ]	3 [ ]
Retired	4 [ ]	4 [ ]	4 [ ]	4 [ ]	4 [ ]	4 [ ]	4 [ ]
No paid work	5 [ ]	5 [ ]	5 [ ]	5 [ ]	5 [ ]	5 [ ]	5 [ ]
Disability benefit	6 [ ]	6 [ ]	6 [ ]	6 [ ]	6 [ ]	6 [ ]	6 [ ]
In education	7 [ ]	7 [ ]	7 [ ]	7 [ ]	7 [ ]	7 [ ]	7 [ ]
Other <i>[please state]:</i>	8 [ ]	8 [ ]	8 [ ]	8 [ ]	8 [ ]	8 [ ]	8 [ ]



74. How would you describe yourself (ethnic or cultural identity)? (Select all that apply)

	R (a)		P2 (b)		P3 (c)		P4 (d)		P5 (e)		P6 (f)		P7 (g)	
Romany Gypsy	1	[ ]	1	[ ]	1	[ ]	1	[ ]	1	[ ]	1	[ ]	1	[ ]
English Gypsy	2	[ ]	2	[ ]	2	[ ]	2	[ ]	2	[ ]	2	[ ]	2	[ ]
English Traveller	3	[ ]	3	[ ]	3	[ ]	3	[ ]	3	[ ]	3	[ ]	3	[ ]
Irish Traveller	4	[ ]	4	[ ]	4	[ ]	4	[ ]	4	[ ]	4	[ ]	4	[ ]
Welsh Gypsy	5	[ ]	5	[ ]	5	[ ]	5	[ ]	5	[ ]	5	[ ]	5	[ ]
Welsh Traveller	6	[ ]	6	[ ]	6	[ ]	6	[ ]	6	[ ]	6	[ ]	6	[ ]
Scottish Gypsy	7	[ ]	7	[ ]	7	[ ]	7	[ ]	7	[ ]	7	[ ]	7	[ ]
Scottish Traveller	8	[ ]	8	[ ]	8	[ ]	8	[ ]	8	[ ]	8	[ ]	8	[ ]
New Traveller	9	[ ]	9	[ ]	9	[ ]	9	[ ]	9	[ ]	9	[ ]	9	[ ]
Showman	10	[ ]	10	[ ]	10	[ ]	10	[ ]	10	[ ]	10	[ ]	10	[ ]
Circus Traveller	11	[ ]	11	[ ]	11	[ ]	11	[ ]	11	[ ]	11	[ ]	11	[ ]
DK/No answer	12	[ ]	12	[ ]	12	[ ]	12	[ ]	12	[ ]	12	[ ]	12	[ ]
None of the above	13	[ ]	13	[ ]	13	[ ]	13	[ ]	13	[ ]	13	[ ]	13	[ ]
Other <b>[please state]:</b>	14	[ ]	14	[ ]	14	[ ]	14	[ ]	14	[ ]	14	[ ]	14	[ ]

75. **IMPORTANT:** Do you know of any households/family/friends in bricks and mortar accommodation? Could you provide some contact details as we may approach them for an interview to better understand their needs?

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76. Is there anything else you would like to tell us?

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77. Would you be happy to be contacted again? Yes [ ] No [ ].

If yes, record contact details on SEPARATE SHEET and **please now take a note of the respondents FULL TELEPHONE number for quality assurance purposes.** We may use the number provided to check the response to a small number of questions as part of our internal quality processes. FULL TELEPHONE NUMBER:-

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78. If you would like us/the Council to contact you with the results of this research please provide either an email or postal address for us to advise you of the results. Yes [ ] No [ ]. If yes, record contact details on SEPARATE SHEET TO THE ONE ABOVE

79. Are there any housing needs issues raised in this questionnaire that you would like your Council to contact you about? If so do we have your permission to pass on your contact details to your Council for this purpose only? Yes [  ] No [  ]. If yes, record contact details on SEPARATE SHEET TO THE ONE ABOVE

## Appendix D: Glossary of terms

**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.).

**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).

**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.