

Lancaster

**Gypsy and Traveller and Travelling Showperson  
Accommodation Assessment 2017**

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Lancaster City Council

**Final Report**  
September 2017

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# Executive Summary

## Introduction

Lancaster Gypsy and Traveller Accommodation Assessment (GTAA) analyses the latest available evidence to identify the accommodation needs of Gypsies, Travellers and Travelling Showpeople from across the area.

The Lancaster GTAA (2017) has comprised the following evidence sources:

- A review of existing (secondary) data,
- An online survey of 18 key stakeholders, and
- Interviews with 30 Gypsy and Traveller households<sup>1</sup> and seven houseboat-dweller households living within the study area.

This data has been analysed to provide a picture of current provision and activity across Lancaster City and an assessment of future need. The findings of the study provide an up-to-date, robust and defensible evidence base for policy development.

## Current provision and activity

The 2011 Census identified a total of 112 households in Lancaster with a 'White: Gypsy or Irish Traveller' ethnicity. Of these, 14 households lived in a caravan or other mobile or temporary structure and 98 households lived in bricks and mortar (house, bungalow, flat, maisonette or apartment).

The bi-annual DCLG Traveller caravan count indicates an average of around 63 caravans over the last five counts<sup>2</sup>. Of these, just over a half (54.3%) are on private authorised sites, 29.2% are on social rented authorised sites and 16.5% have been on unauthorised sites without planning permission. This represents an average of around ten unauthorised caravans per count. The annual Travelling Showperson caravan count (undertaken each January) indicates that no Travelling Showperson caravans have been present in the area during the past four counts (2014-2017).

There is one authorised permanent Council-owned Gypsy and Traveller site in Lancaster. In addition, there are 18 authorised permanent private sites and one transit site. There are no Travelling Showperson's yards. The Lancaster Canal has a number of mooring sites that are used by houseboat dwellers.

The triangulation of secondary data, Council records and fieldwork survey has identified a total of 82 pitches across the City of Lancaster, of which 57 are occupied by Gypsy and Traveller households. 12 pitches are vacant, a further 8 are unoccupied on family sites (reserved for family members) and 5 pitches are occupied by non-Gypsy and Traveller households.

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<sup>1</sup> Basic demographic and mobility data for a further 12 households was also obtained

<sup>2</sup> The Council reports that the caravan count may not be accurate for Lancaster City

The GTAA 2017 identifies 58 Gypsy and Traveller households living on pitches and 2 Gypsy and Traveller households living in bricks and mortar accommodation on sites.

## Gypsy and Traveller pitch requirements

The calculation of pitch requirements in the GTAA 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 Travelling Showpeople and a projection of future needs. The Guidance advocates the use of a fieldwork survey to supplement secondary source information and derive key supply and demand information.

The GTAA 2017 found evidence of Gypsy and Traveller pitch need over the next five years (2017/18 to 2021/22) equating to 11 pitches under a cultural definition, or 4 pitches under the PPTS 2015 definition of Gypsy/Traveller.

For the full Local Plan Period (2011/12 to 2030/31) the GTAA has identified a cultural need for 24 pitches and a PPTS need for 8 pitches.

## Travelling Showperson plot requirements

The GTAA 2017 has not evidenced any need for Travelling Showperson's plots during the plan period. However, it is recommended that the Council should continue to engage with the Travelling Showperson community and consider future applications to meet the needs of households that may emerge.

## Transit site requirements

The GTAA 2017 has not evidenced any need for the provision of transit pitches during the plan period, but the regular monitoring of unauthorised encampment activity is recommended.

## Houseboat mooring requirements

The GTAA 2017 considered the need for houseboat moorings through interviews with residents living on houseboats across the City. Respondents generally felt there was a need for more permanent moorings in the Lancaster City area and in particular there was a need to replace moorings being lost in Carnforth. It is therefore suggested that the Council considers up to 10 additional moorings within the Lancaster City area and should work with the Canals and Rivers Trust to facilitate the development of additional moorings.



# 1. Introduction

1.1 In April 2017, arc<sup>4</sup> were commissioned by the City of Lancaster Council to undertake a Gypsy and Traveller Accommodation Assessment (GTAA) to identify the accommodation needs of Gypsies and Travellers and Travelling Showpeople from across Lancaster City. 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 study adopts the definition of ‘Gypsies and Travellers’ set out within *Planning policy for traveller sites* (PPTS) (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, but excluding members of an organised group of Travelling Showpeople or circus people travelling together as such.’<sup>3</sup>*

1.3 In addition, updated PPTS (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>4</sup>*

1.4 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, but excludes Gypsies and Travellers as defined above.’<sup>5</sup>*

1.5 In addition:

*‘For the purposes of this planning policy, “pitch” means a pitch on a “gypsy and traveller” site and “plot” means a pitch on a “travelling showpeople” site (often called a “yard”). This terminology differentiates between residential pitches for “gypsies and*

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

<sup>4</sup> DCLG *Planning policy for traveller sites* August 2015 Annex 1, para 2

<sup>5</sup> DCLG *Planning policy for traveller sites* August 2015 Annex 1, para 3

*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>6</sup>*

- 1.6 For the purposes of this study, therefore, Gypsies and Travellers live on pitches on sites, whilst Travelling Showpeople live on plots on yards.
- 1.7 The overall purpose of a Gypsy and Traveller Accommodation Assessment (GTAA) is to support the development of clear and reasonable 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 8 of the Housing Act 1985 (as amended by section 124 of the Housing and Planning Act 2016).

## Study components

- 1.8 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

- 1.9 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 pitches/plots:** reviews estimates of the Gypsy and Traveller and Travelling Showpeople population across Lancaster City and the scale of existing site provision;
  - **Chapter 5 Household survey findings** presents relevant data obtained from the household survey research;

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<sup>6</sup> DCLG *Planning policy for traveller sites* August 2015 Annex 1, para 5

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

1.10 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 questionnaires;
- **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. Following further reviews of law and policy, the Housing Act 2004 was passed, which included placing a requirement (section 225) on local authorities to assess Gypsy and Traveller and Travelling Showpeople accommodation needs within their area.
- 2.6 The recent Housing and Planning Act 2016 (section 124) creates a new duty under section 8 of the Housing Act 1985 to consider the needs of people residing in or resorting to a local authority area with respect to sites for caravans and the mooring of houseboats as part of the periodical review of housing needs. It deletes sections 225 and 226 of the Housing Act 2004.
- 2.7 More detail on the legislation affecting Gypsies and Travellers and Travelling Showpeople can be found at Appendix A.

### Policy background

- 2.8 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.

2.9 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

2.10 In March 2012 the Government published both the National Planning Policy Framework (NPPF)<sup>7</sup> and its accompanying National Planning Practice Guidance (NPPG) covering a range of topics, including *Planning policy for traveller sites*<sup>8</sup> (PPTS 2012). These documents replaced all previous national planning policy in respect of Gypsies and Travellers and Travelling Showpeople.

2.11 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.

2.12 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.

2.13 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*

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<sup>7</sup> DCLG National Planning Policy Framework March 2012

<sup>8</sup> DCLG *Planning policy for traveller sites* March 2012 (now superseded)

*transitory lifestyle. We are open to representations on these matters and will be launching a consultation in due course.’<sup>9</sup>*

- 2.14 Between September and November 2014 the Government consulted on proposed changes to PPTS. An updated NPPG document, *Planning policy for traveller sites* (PPTS 2015) was subsequently published in August 2015<sup>10</sup>. Alongside the publication on 31<sup>st</sup> August 2015, a letter to Chief Planning Officers in England was issued by the DCLG Chief Planner (Steve Quartermain)<sup>11</sup>. The letter and accompanying planning policy statement dealt specifically with the issue of Green Belt protection and intentional unauthorised development. On 17<sup>th</sup> December 2015, the Minister of State for Housing and Planning (Brandon Lewis) made a Written Statement confirming the changes to national policy set out in the letter and statement, that intentional unauthorised development is a material consideration in the determination of planning applications and appeals<sup>12</sup>
- 2.15 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>13</sup>*
- 2.16 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*

<sup>9</sup> House of Commons 17 January 2014, c35WS

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

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

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

<sup>13</sup> DCLG *Planning policy for traveller sites* August 2015, paragraph 3

- 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>14</sup>

2.17 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)*
- 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.'*

2.18 '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.'*

2.19 PPTS 2015 explains that, to be considered 'deliverable', sites should be:

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<sup>14</sup> DCLG *Planning policy for traveller sites* August 2015, paragraph 4

- 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.
- 2.20 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

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

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

- 2.22 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>15</sup>*

- 2.23 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.
- 2.24 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*

- 2.25 PPTS 2015 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

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<sup>15</sup> DCLG *Planning policy for traveller sites* August 2015 Annex 1, para 2



designated as Sites of Special Scientific Interest, Local Green Space, Areas of Outstanding Natural Beauty or within a National Park or the Broads.

- 2.26 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*

- 2.27 The planning policy statement issued with PPTS 2015<sup>16</sup> (and confirmed by Ministerial Statement<sup>17</sup>) makes clear that if a site is intentionally occupied without planning permission this would be a material consideration in any retrospective planning application for that site. Whilst this does not mean that retrospective applications will be automatically refused, it does mean that failure to seek permission in advance of occupation will count against the application.
- 2.28 In addition, PPTS 2015 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.

### *Gypsy and Traveller Accommodation Needs Assessments Guidance*

- 2.29 In October 2007, the DCLG published *Gypsy and Traveller Accommodation Needs Assessments* Guidance.
- 2.30 This Guidance sets out a detailed framework for designing, planning and carrying out Gypsy and Traveller accommodation needs assessments (GTAAs), 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.
- 2.31 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;

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<sup>16</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>17</sup><http://www.parliament.uk/business/publications/written-questions-answers-statements/written-statement/Commons/2015-12-17/HCWS423/>

- 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.
- 2.32 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.
- 2.33 The approach and methodology set out in the Guidance has formed the framework for this GTAA for Lancaster City Council and this has not been changed by the recent changes to planning guidance.

### Draft guidance to local housing authorities on the periodical review of housing needs: caravans and houseboats

- 2.34 In March 2016, the DCLG published *Draft guidance on the periodical review of housing needs: Caravans and Houseboats*. The draft guidance relates to Clause 115 of the Housing and Planning Bill, which has become Section 124 of the Housing and Planning Act 2016 (passed in May 2016).
- 2.35 The draft guidance explains how Government wants local housing authorities to interpret changes to accommodation needs assessments (as required by Section 8 of the Housing Act 1985), specifically in relation to caravans and houseboats.
- 2.36 In the carrying out of accommodation needs assessments, the draft guidance stresses the importance of close engagement with the community. The use of existing data along with conducting a specialist survey is recommended.
- 2.37 The draft guidance has been taken into account in the planning, preparation and undertaking of this GTAA for Lancaster City.
- 2.38 The publication of finalised guidance is awaited.

### Enforcement powers

- 2.39 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>18</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:

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<sup>18</sup> CLG Home Office and Ministry of Justice Dealing with illegal and unauthorised encampments a summary of available powers March 2015 introduction

- *'The harm that such developments can cause to local amenities and the local environment;*
  - *The potential interference with the peaceful enjoyment of neighbouring property;*
  - *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>19</sup>
- 2.40 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.
- 2.41 On 31<sup>st</sup> August 2015, alongside the publication of updated PPTS the DCLG wrote to all local authority Chief Planning Officers in England attaching a planning policy statement on *Green Belt protection and intentional unauthorised development*<sup>20</sup> with immediate effect. The statement, which was confirmed as national planning policy in a Ministerial Statement on 17<sup>th</sup> December 2015<sup>21</sup>, 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.
- 2.42 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

- 2.43 Snapshot counts of the number of Gypsy and Traveller caravans were requested by the Government in 1979, and have since been undertaken bi-annually by local authorities on a voluntary basis every January and July<sup>22</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

<sup>19</sup> CLG Home Office and Ministry of Justice Dealing with illegal and unauthorised encampments a summary of available powers March 2015 introduction

<sup>20</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>21</sup><http://www.parliament.uk/business/publications/written-questions-answers-statements/written-statement/Commons/2015-12-17/HCWS423/>

<sup>22</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.

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.

- 2.44 In addition, there is an annual snapshot count of the number of Travelling Showpeople caravans, which is undertaken alongside the January count of Gypsy and Traveller caravans (as above).
- 2.45 A major review<sup>23</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.

### Progress on tackling inequalities

- 2.46 In April 2012 the Coalition Government published a *Progress report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers*<sup>24</sup>, which summarised progress in terms of meeting ‘Government commitments to tackle inequalities and promote fairness for Gypsy and Traveller communities’<sup>25</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.

- 2.47 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*

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<sup>23</sup> Counting Gypsies and Travellers: A Review of the Caravan Count System, Pat Niner Feb 2004, ODPM

<sup>24</sup> The study only includes reference to Gypsies and Travellers and not Travelling Showpeople

<sup>25</sup> [www.communities.gov.uk/news/corporate/2124322](http://www.communities.gov.uk/news/corporate/2124322)

*residents and the general public could use. It could also be adapted and used in connection with planning applications.*<sup>26</sup>

2.48 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; 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>27</sup>

### Previous Design Guidance

2.49 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.

2.50 Previous design guidance<sup>28</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.

2.51 A Homes and Communities Agency (HCA) review (January 2012) of Non-Mainstream Housing Design Guidance found that the DCLG Design Guide *‘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

<sup>26</sup> CLG Progress report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers April 2012 commitment 12 page 18

<sup>27</sup> CLG Progress report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers April 2012 para 4.13 page 19

<sup>28</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 Showmen’s Guild of Great Britain.

- 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>29</sup>

2.52 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
- An ideal ratio of facilities provision (stand pipes, parking area, recreation space) to the number of pitches.

2.53 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

2.54 Despite the revocation of regional spatial strategies, the need for strategic planning remains, especially to ensure coherent planning beyond local authority boundaries. To this end the Localism Act 2011 and the National Planning Policy Framework (NPPF) set out that public bodies have a duty to cooperate on planning issues that cross administrative boundaries (NPPF, paragraph 178).

2.55 National planning practice guidance (NPPG) includes a guidance document specific to the *Duty to cooperate* (March 2014). This states that duty to cooperate is not a duty to agree, but local planning authorities should make every effort to secure the necessary cooperation on strategic cross boundary matters before they submit their Local Plans for examination (paragraph 1). In addition, it states that the duty to cooperate seeks to ensure that local planning authorities lead strategic planning effectively through their Local Plans, addressing social, environmental and economic issues that can only be addressed effectively by working with other local planning authorities beyond their own administrative boundaries (paragraph 8).

2.56 PPTS 2015 sets out that the preparation of Local Plans and setting of pitch and plot targets should be undertaken by local planning authorities working collaboratively

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<sup>29</sup> Non-Mainstream Housing Design Guidance Literature Review, HCA January 2012 page 63

with neighbouring planning authorities (paragraphs 8 and 9). It reiterates that local planning authorities have a duty to cooperate on planning issues that cross administrative boundaries (paragraph 10).

- 2.57 The Gypsy, Roma and Traveller Achievement Service for Lancashire is part of Lancashire County Council's School Improvement Service. It provides support to schools and central teams to improve the engagement, attendance and achievement of pupils from Gypsy and Traveller families. The service can provide support for settling in, assistance with home-school liaison, advice improving pupil engagement and training around cultural awareness for staff and in the classroom<sup>30</sup>.

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<sup>30</sup> [http://www.lancsngfl.ac.uk/projects/ema/index.php?category\\_id=56](http://www.lancsngfl.ac.uk/projects/ema/index.php?category_id=56)

### 3. Methodology

3.1 In order to deliver the requirements of Government guidance<sup>31</sup> the methodology for this study has comprised:

- Desktop analysis of existing documents, including data on pitches/sites, plots/yards and unauthorised encampments;
- A review of existing provision of sites; and
- The collection of primary data, including a stakeholder survey, fieldwork survey and household interviews with Gypsies and Travellers (on sites and living in bricks and mortar accommodation) and houseboat dwellers.

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

- Phase 1: Literature/desktop review, steering group discussions and survey of stakeholders;
- Phase 2: Site survey (including census) and interviews with Gypsies and Travellers and houseboat dwellers across the Lancaster area; and
- Phase 3: Production of report.

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

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 City (drawn from Local Authority policy documents, planning documents, housing strategies and homelessness strategies); and
- Analysis of existing data sources available from stakeholders<sup>32</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.

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

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<sup>31</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>32</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)



- 3.7 The survey of stakeholders was conducted by means of an online questionnaire. Contact information for key stakeholders was provided by the steering group. Stakeholders were contacted and asked to participate in the online questionnaire, answering whichever questions they felt were relevant to their knowledge and experience. The questionnaire was made available for three weeks and reminder emails were sent out to encourage as many responses as possible.
- 3.8 A total of 18 responses to the stakeholder survey were obtained and these have been analysed quantitatively and qualitatively, as appropriate to the relevant data. The findings of the survey are set out in Chapter 6 of this report.

## Phase 2: Fieldwork survey and interviews with Gypsies and Travellers and houseboat dwellers

- 3.9 The primary fieldwork for this study comprised survey work with Gypsies and Travellers and houseboat dwellers. The questionnaires (Appendix C) were designed by arc<sup>4</sup> in consultation with the project steering group and build upon our standard questionnaire.
- 3.10 The household survey was undertaken by arc<sup>4</sup>. The overarching aim of the fieldwork was to maximise the number of interviews secured from Gypsy and Traveller and houseboat dweller households living within the City. Consulting with stakeholders ensured that the fieldwork team had a good understanding of the local issues facing Gypsies and Travellers and houseboat dwellers and helped to maximise the community's participation in the study.
- 3.11 The cultural needs of Gypsies and Travellers and houseboat dwellers differ from those of the rest of the population and consideration of culturally specific requirements such as the need for additional permanent caravan sites and/or transit sites and/or stopping places (or improvements to existing sites) are key to this study. The research has therefore explicitly sought information from Gypsies and Travellers and houseboat dwellers from across the City living in different types of accommodation.
- 3.12 Interviews with Gypsies and Travellers took place during April and May 2017. Responses achieved by tenure and type of site/accommodation are presented in Table 3.1.
- 3.13 For Gypsies and Travellers, there are currently 82 pitches across the City of Lancaster, of which 57 are occupied by Gypsy and Traveller households. 12 pitches are vacant, a further 8 are unoccupied on family sites (reserved for family members) and 5 pitches are occupied by non-Gypsy and Traveller households. The GTAA 2017 identifies 58 Gypsy and Traveller households living on pitches and 2 Gypsy and Traveller households living in bricks and mortar accommodation on sites.
- 3.14 28 households living on pitches responded to the interview questionnaire and two interviews were achieved with Gypsies and Travellers living in bricks and mortar accommodation on sites. From a total of 58 identified Gypsy and Traveller households, a total of 30 survey responses were achieved representing a 51.7% response rate. Including discussions with households not participating (an additional 12 households), there was a response rate of 69.0%.

3.15 There are no Travelling Showperson's yards in Lancaster City.

<b>Gypsies and Travellers</b>									
<b>Tenure and type of site</b>	<b>Pitch numbers</b>					<b>Household numbers</b>			
	<b>Total pitches</b>	<b>Occupied pitches</b>	<b>Vacant pitches</b>	<b>Unoccupied pitches on family sites</b>	<b>Pitch not occupied by G&amp;T</b>	<b>Total G&amp;T households</b>	<b>Interviews achieved</b>	<b>Site observation discussions</b>	<b>Refused</b>
Council (permanent) authorised	19	19	0	0	0	19	13	0	6
Private (permanent) authorised	63	38	12	8	5	39*	15	12	12
Authorised transit	0	0	0	0	0	0	0	0	0
<b>Total Gypsy and Traveller pitches</b>	<b>82</b>	<b>57</b>	<b>12</b>	<b>8</b>	<b>5</b>	<b>58</b>	<b>28</b>	<b>12</b>	<b>18</b>
Bricks and mortar accommodation	-	-	-	-	-	2	2	-	-
<b>Total Gypsy and Traveller</b>	<b>82</b>	<b>57</b>	<b>12</b>	<b>8</b>	<b>5</b>	<b>60</b>	<b>30</b>	<b>12</b>	<b>18</b>

\*Note three households live on two pitches at Priv10 296 Oxcliffe Road

- 3.16 Analysis of the household survey data establishes that 33.3% of respondent households on Gypsy and Traveller sites meet the new PPTS definition of being a Gypsy/Traveller household. These households meet the definition by either travelling in the preceding year or within the past 5 years and/or intend to travel in the next year or in any year in the next five years.
- 3.17 In addition to considering the accommodation needs of Gypsies, Travellers and Travelling Showpeople, this GTAA also takes account of the needs of houseboat dwellers. The Lancaster Canal goes through the study area and provides moorings in a number of locations. Some of these moorings include houseboats, in addition to pleasure boats and (in some cases) sea-going craft.
- 3.18 Fieldwork included the survey of mooring sites throughout the study area. These were identified using secondary information sources and desktop research such as observations on Google maps. Site visits were undertaken in June 2017, with seven household survey questionnaires obtained from houseboat dwellers. The findings of the survey are set out in the relevant section of chapter 5.

### Phase 3: Production of report

- 3.19 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 stakeholder survey of professionals who have direct contact with local Gypsy and Traveller communities across the Lancaster area.
- 3.20 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.
- 3.21 We have also used the following sources of information:
- The DCLG caravan counts (up to January 2017); and
  - Local Authority information on existing site provision and unauthorised developments.
- 3.22 The assessment of pitch requirements has been calculated by utilising information on current supply of pitches and the results from the survey. The overall number of pitches has been calculated using Local Authority information, with likely capacity through turnover assessed through the survey. A detailed explanation of the analysis of pitch requirements is contained in Chapter 7 but briefly comprises analysis of the following elements:

- Current pitch provision, households living in bricks and mortar accommodation; households planning to move in the next FIVE years, and emerging households to give total demand for pitches; and
  - Turnover on existing pitches and total supply.
- 3.23 The approach used then reconciles the demand and supply data to identify overall pitch requirements.
- 3.24 To identify any need for transit provision, findings from the household survey have been analysed alongside other contextual information.

## Pitches and households

- 3.25 One of the key challenges faced when assessing Gypsy and Traveller pitch requirements is the actual nature of pitches and how this relates to the number of households they can support.
- 3.26 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).
- 3.27 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.
- 3.28 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

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

*bicycles, wheelchair storage etc.), parking space for two vehicles and a small garden area’.*

- 3.32 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

- 3.33 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.
- 3.34 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.
- 3.35 Quality, size of pitch and proximity of caravans on pitches vary dramatically.

### Response

- 3.36 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 Google maps or similar), planning history and local knowledge of planning, enforcement and liaison officers.
- 3.37 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 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 research, the 2011 Census<sup>33</sup> identifies a total of 112 households in Lancaster as having a ‘White: Gypsy or Irish Traveller’ (WGoIT) ethnicity (Table 4.1a). Of these, 87.5% (98 households) lived in bricks and mortar accommodation (house or bungalow, or flat, maisonette or apartment) and 12.5% (14 households) 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
112	84	14	14

Source: 2011 Census

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
323	258	29	36

2011 Census

4.4 Table 4.1c provides an analysis of people and households and shows that the average household size is 2.9 persons for Gypsies and Travellers in Lancaster City. This compares with an average household size of 2.3 (down from 2.4 in 2001) for the UK as

<sup>33</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>

a whole and looking at all households. There is some variation in the average Gypsy and Traveller household size between accommodation types, however, with an average of 3.1 persons per household in houses/bungalows compared with 2.1 persons per household in flats/maisonettes/apartments and 2.6 persons per household in caravans/mobiles.

<b>Total: Accommodation type</b>	<b>House or bungalow</b>	<b>A flat, maisonette or apartment</b>	<b>A caravan or other mobile or temporary structure</b>
2.88	3.07	2.07	2.57

Source: 2011 Census

## Caravan Count information

- 4.5 The Traveller caravan count (previously called the Gypsy and Traveller caravan count) is carried out bi-annually, every January and July.
- 4.6 The latest figures available are from the January 2017 Count of Traveller Caravans (England)<sup>34</sup>, which nationally found that:
- The total number of traveller caravans in England in January 2017 was 22,004. This is 698 more than the 21,306 reported in January 2016.
  - 6,807 caravans were on authorised socially rented sites. This is a decrease of 239 since the January 2016 count of 7,046.
  - The number of caravans on authorised privately funded sites was 12,276. This was 822 more than the 11,454 recorded in January 2016.
  - The number of caravans on unauthorised encampments on land owned by travellers was 2,141. This is 11 above the January 2016 figure of 2,130.
  - The number of caravans on unauthorised encampments on land not owned by travellers was 780. This was 104 caravans more than the January 2016 count of 676.
  - Overall, the January 2017 count indicated that 87 per cent of traveller caravans in England were on authorised land and that 13 per cent were on unauthorised land. This is the same as the previous year.
- 4.7 The figures for the last five Traveller caravan counts for Lancaster are set out in Table 4.2. This shows that an average of 63 caravans have been recorded on sites in the City during the five-count period. Of these, just over half (54.3%) have been on private authorised sites (with planning permission) and 29.2% have been on social rented

<sup>34</sup> DCLG Count of Traveller Caravans January 2017 England, Housing Statistical Release 25 May 2017



authorised sites. 16.5% have been on unauthorised sites (without planning permission), representing an average of around 10 caravans per count.

**Table 4.2 Bi-annual Traveller caravan count figures January 2015 to January 2017**

Lancaster Count	Authorised sites with planning permission		Unauthorised sites without planning permission	Total
	Social Rented	Total Private	Total Unauthorised	
Jan 2015	20	34	14	68
Jul 2015	16	37	5	58
Jan 2016	20	34	14	68
Jul 2016	16	32	5	53
Jan 2017	20	34	14	68
<b>Five-Count Average</b>	<b>18.4</b>	<b>34.2</b>	<b>10.4</b>	<b>63</b>
<b>Five-Count % Average</b>	<b>29.2%</b>	<b>54.3%</b>	<b>16.5%</b>	<b>100.0%</b>

Source: DCLG Traveller Caravan Count, Live Table 1 (January 2017)

4.8 An annual count of Travelling Showpeople caravans is undertaken every January, alongside the January Traveller caravan count. The most recent available data is therefore January 2017. Table 4.3 sets out the data from the last four Travelling Showpeople caravan counts, 2014-2017. This shows that no Travelling Showperson caravans have been recorded during the four-count period.

**Table 4.3 Annual Travelling Showpeople caravan count figures January 2014 to January 2017**

Lancaster Count	Authorised sites with planning permission		Unauthorised sites without planning permission	Total
	Social Rented	Total Private	Total Unauthorised	
2014	0	0	0	0
2015	0	0	0	0
2016	0	0	0	0
2017	0	0	0	0
<b>Four-Count Average</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

Source: DCLG Travelling Showpeople Caravan Count, Live Table 3 (January 2017)

4.9 The DCLG caravan count data also records Traveller and Travelling Showpeople caravan sites provided by local authorities and private registered providers in

England<sup>35</sup>. The most up-to-date data from January 2017 is set out in Table 4.4. This identifies one site in Lancaster City, namely Mellishaw.

**Table 4.4 Traveller and Travelling Showpeople caravan sites provided by local authorities and registered providers in Lancaster, January 2017**

Site and address	Date site opened	Date of last site changes	Total no. of pitches	of which		Caravan capacity
				residential	transit	
Mellishaw Mellishaw Lane, Heaton with Oxcliffe	-	-	20	20	0	30

Source: DCLG Traveller Caravan Count, Live Table 2 (January 2017)

## Local information

- 4.10 Data on the provision of sites considers both authorised and unauthorised sites across Lancaster.
- 4.11 Broadly speaking, authorised sites are those with planning permission and can be on either public or privately owned land. Unauthorised sites are made up of either longer term<sup>36</sup> unauthorised encampments<sup>37</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 Table 4.5 sets out information relating to the Gypsy and Traveller sites and located within Lancaster City, and the locations of these sites are shown on Map 4.1. These sites include one authorised permanent Council site (which correlates with the information in the DCLG Caravan Count as set out in Table 4.4, above). In addition, there are 18 authorised permanent private sites and one transit site.
- 4.13 There are currently 82 pitches across the City of Lancaster, of which 57 are occupied by Gypsy and Traveller households. 12 pitches are vacant, a further 8 are unoccupied on family sites (reserved for family members) and 5 pitches are occupied by non-Gypsy and Traveller households.
- 4.14 In terms of households, the GTAA 2017 identifies 58 Gypsy and Traveller households living on pitches and 2 Gypsy and Traveller households living in bricks and mortar accommodation on sites.
- 4.15 There are no Travelling Showpersons' yards.

<sup>35</sup> DCLG Count of Traveller Caravans January 2017 England, Housing Statistical Release 25 May 2017, Live Table 2

<sup>36</sup> Approximately three months or longer

<sup>37</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.

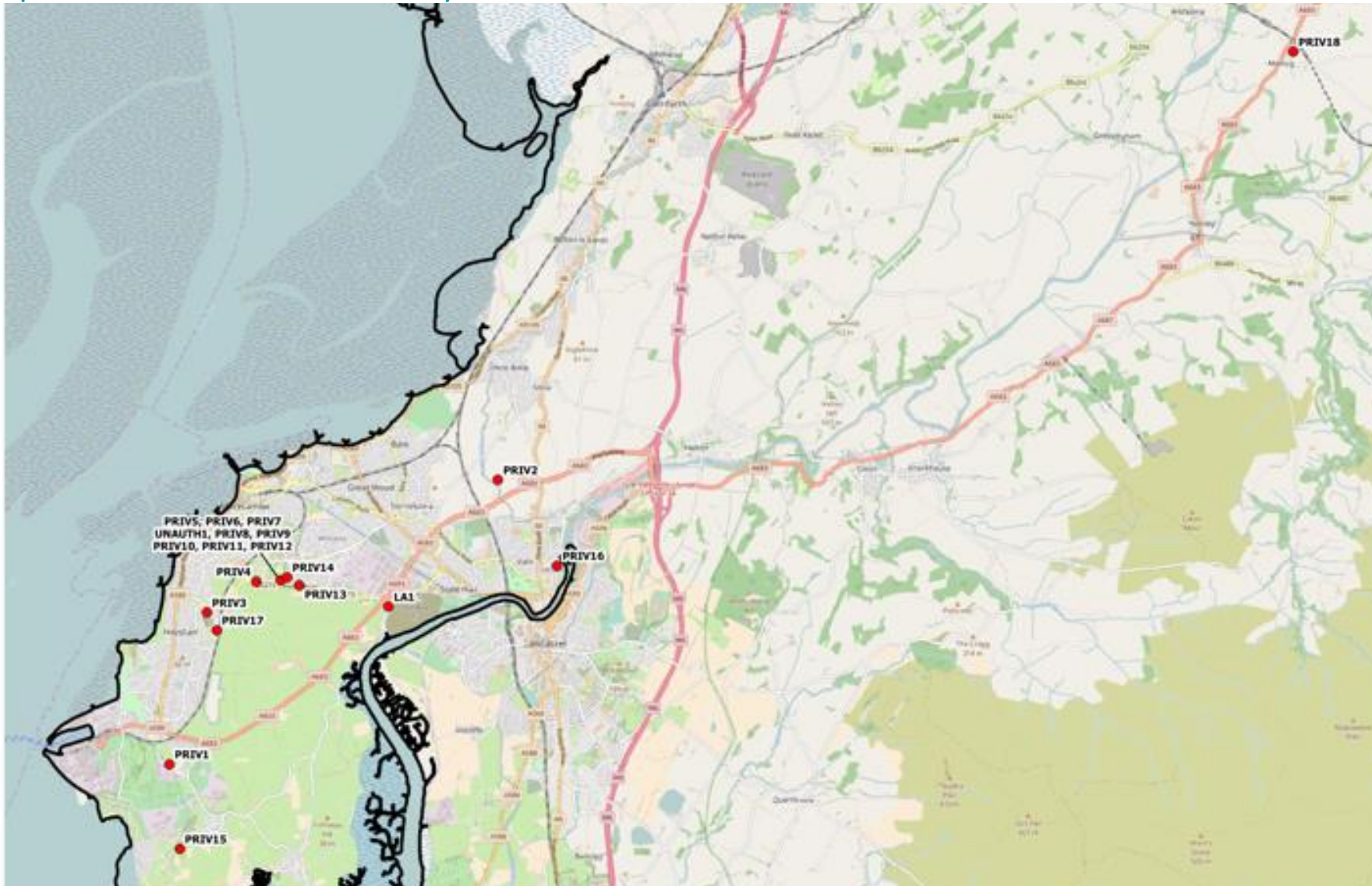
**Table 4.5 List of Gypsy & Traveller sites in Lancaster City (as at May 2017)**

Site code	Site name and address	Type of site	Ownership	Total Pitches	G&T Occupied Pitches	Vacant Pitches	Unoccupied pitches on family site	Pitches not occupied by Gypsies and Travellers	Gypsy and Traveller Households
LA1	Mellishaw Park, Mellishaw Lane, LA3 3FB	Authorised	Council	19	19	0			19
PRIV1	Borrans Lane, Middleton, Morecambe, LA3 3JJ	Authorised	Private	5	5	0			5
PRIV1 (B&M)	Borrans Lane, Middleton, Morecambe, LA3 3JJ	Authorised	Private	-	-	-			1
PRIV2	Folly Lane, Slyne with Hest, Lancaster, LA2 6AB	Authorised	Private	2	2	0			2
PRIV3	20 Hale Carr Lane, Heynsham, LA3 2AE	Authorised	Private	8	3	0	5		3
PRIV4	244 Oxcliffe Road, Heaton with Oxcliffe, Morecambe, LA3 3EQ	Authorised	Private	3	3	0			3
PRIV5 (B&M)	258-260 Oxcliffe Road, Heaton with Oxcliffe, Morecambe, LA3 3EH	Bricks and Mortar	Private	-	-	-			1
PRIV6	278 Oxcliffe Road, Heaton with Oxcliffe, Morecambe, LA3 3EH	Authorised	Private	4	0	0		4	0
PRIV7	282 Oxcliffe Road, Heaton with Oxcliffe, Morecambe, LA3 3EH	Authorised	Private	2	2	0	-	-	2
PRIV8	292 Oxcliffe Road, Heaton with Oxcliffe, Morecambe, LA3 3EH	Authorised	Private	1	1	0	-	-	1
PRIV9	294 Oxcliffe Road, Heaton with Oxcliffe, Morecambe, LA3 3EH	Authorised	Private	1	0	0		1	0
PRIV10	296 Oxcliffe Road, Heaton with Oxcliffe, Morecambe, LA3 3EH	Authorised	Private	2	2	0	-	-	3

Site code	Site name and address	Type of site	Ownership	Total Pitches	G&T Occupied Pitches	Vacant Pitches	Unoccupied pitches on family site	Pitches not occupied by Gypsies and Travellers	Gypsy and Traveller Households
PRIV11	300 Oxcliffe Road, Heaton with Oxcliffe, Morecambe, LA3 3EH	Authorised	Private	4	4	0	-	-	4
PRIV12	304 Oxcliffe Road, Heaton with Oxcliffe, Morecambe, LA3 3EH	Authorised	Private	7	7	0	-	-	7
PRIV13	338 Oxcliffe Road, Heaton with Oxcliffe, Morecambe, LA3 3EJ	Authorised	Private	4	2	0	2	-	2
PRIV14	Green Lane, Heaton with Oxcliffe, Morecambe, LA3 3EL	Authorised	Private	12	0	12	-	-	0
PRIV15	Beach Side, Carr Lane, Middleton, LA3 3LH	Authorised	Private	2	2	0	-	-	2
PRIV16	179 Main Street, Land to the rear of 179 Main Street, Lancaster, LA1 2DD	Authorised	Private	3	3	0	-	-	3
PRIV17	5 Blackberry Hall Crescent, Heynsham, Morecambe, LA3 2AQ	Authorised	Private	1	1	0	-	-	1
PRIV18	Dunroaming, Vicar Lane, Melling, Carnforth, LA6 2QZ	Authorised	Private	2	1	0	1	-	1
TRANSIT1	Beach Side, Carr Lane, Middleton, LA3 3LH	Transit	Private						
<b>TOTAL PROVISION</b>				<b>82</b>	<b>57</b>	<b>12</b>	<b>8</b>	<b>5</b>	<b>60</b>

Source: City of Lancaster Council data 2017, site survey fieldwork 2017

Map 4.1 Location of sites in Lancaster City



## 5. Household survey findings

- 5.1 This chapter presents the findings of the household survey, which was carried out to provide primary data to inform this GTAA. The survey aimed to reach as many Gypsy and Traveller households living within Lancaster City as possible. It was conducted using the questionnaires which are set out in Appendix C. The methodology is set out in Chapter 3.
- 5.2 There were a total of 30 responses to the Gypsy and Traveller household survey. Of these:
- 13 were living on pitches on the Council-owned Gypsy and Traveller site; and
  - 17 were living on pitches on privately-owned Gypsy and Traveller sites.
- 5.3 There were no Travelling Showpeople households identified within the study area. However, there were a total of seven responses to the houseboat dweller questionnaire survey.
- 5.4 In order to maintain the confidentiality of respondents, the Gypsy and Traveller survey data has been analysed as a single dataset with a base of 30 respondents. The findings are set out in this chapter. Given the small number of responses to the houseboat dweller survey, data has been analysed by broad summaries of the findings. These are set out at the end of this chapter.

### Gypsy and Traveller survey findings

#### Population characteristics

- 5.5 As shown in Table 5.1, the household survey included more female respondents than male with around three-quarters (73.3%) of respondents being female.

Gender	Gypsy and Traveller households	
	Count	Percentage
Female	22	73.3%
Male	8	26.7%
Total/Base	30	100.0%

Source: 2017 Household Survey

- 5.6 Just under a half (48.3%) of all of the respondents are aged 19-39 years and the same proportion (48.3%) are aged 40-64 years. Only one respondent is aged 65 years or above (Table 5.2).

Age Group	Gypsy and Traveller households	
	Count	Percentage
19-39	14	48.3%
40-64	14	48.3%
65+	1	3.4%
Valid Total	29	100.0%
<i>Missing/no response</i>	1	
<i>Base</i>	30	

Source: 2017 Household Survey

5.7 Table 5.3 sets out the economic activity of respondents. Overall, a quarter (25.0%) of respondents are in employment, 14.3% wholly retired from work, 3.6% unemployed and 3.6% permanently sick or disabled. Over half (53.6%) of respondents are looking after the home and family.

Economic activity	Gypsy and Traveller households	
	Count	Percentage
Employed full-time	4	14.3%
Employed part-time	2	7.1%
Self-employed	1	3.6%
Wholly retired from work	4	14.3%
Unemployed and available for work	1	3.6%
Permanently sick/disabled	1	3.6%
Looking after the home and family	15	53.6%
Total	28	100.0%
<i>Missing/no response</i>	2	
<i>Base</i>	30	

Source: 2017 Household Survey

5.8 As shown in Table 5.4, half (50.0%) of respondents identified as Irish Traveller. Just over one-quarter (26.7%) identified as English Gypsy, 16.7% as English Traveller, 3.3% as Romany Gypsy and 3.3% as 'other' ethnic group.

Ethnicity	Gypsy and Traveller households	
	Count	Percentage
Irish Traveller	15	50.0%
English Gypsy	8	26.7%
English Traveller	5	16.7%
Romany Gypsy	1	3.3%
Other ethnic group	1	3.3%
Total/Base	30	100.0%

Source: 2017 Household Survey

5.9 Table 5.5 shows household composition by type of household. Overall, 30.0% of households identified as lone parents and 20.0% as couples with children. This suggests that around half of households include children, although some of these households could have included adult children living at home. 40.0% of respondents identified as single-person households, the majority of whom were aged under 65 years.

Type of household	Gypsy and Traveller households	
	Count	Percentage
Single person (under 65)	11	36.7%
Older single person 65+	1	3.3%
Couple (no children)	1	3.3%
Couple with children	6	20.0%
Lone parent	9	30.0%
Other	2	6.7%
Total/Base	30	100.0%

Source: 2017 Household Survey

## Accommodation

5.10 Table 5.6 sets out the type of accommodation lived in by respondents. Of Gypsy and Traveller households, just over half (56.7%) live in a static/mobile home/chalet and 30.0% in a trailer/wagon. 10.0% stated that they live in a house and 3.3% a bungalow.



Table 5.6 Accommodation type		
Accommodation type	Gypsy and Traveller households	
	Count	Percentage
Trailer/wagon	9	30.0%
Static/mobile home/chalet	17	56.7%
House	3	10.0%
Bungalow	1	3.3%
Total/Base	30	100.0%

Source: 2017 Household Survey

5.11 Information provided by respondents on the number of bedspaces available in their accommodation is set out in Table 5.7. The majority (60.0%) of Gypsy and Traveller households have two bedspaces available. A further 33.3% have three or four bedspaces available.

Table 5.7 Number of bedspaces		
Bedspaces	Gypsy and Traveller households	
	Count	Percentage
One	2	6.7%
Two	18	60.0%
Three	5	16.7%
Four	5	16.7%
Total/Base	30	100.0%

Source: 2017 Household Survey

5.12 Tables 5.8 and 5.9 set out respondents' views on whether or not their home/trailer (Table 5.8) and pitch (Table 5.9) is overcrowded (based solely on their own opinion). 13.3% of households (four respondents) consider their home to be overcrowded and 3.3% (one respondent) considers their pitch to be overcrowded.

Table 5.8 Overcrowding of home or trailer		
Do you think your home is overcrowded?	Gypsy and Traveller households	
	Count	Percentage
Yes	4	13.3%
No	26	86.7%
Total/Base	30	100.0%

Source: 2017 Household Survey

Table 5.9 Overcrowding of pitch		
Do you think your pitch/plot is overcrowded?	Gypsy and Traveller households	
	Count	Percentage
Yes	1	3.3%
No	29	96.7%
Total/Base	30	100.0%

Source: 2017 Household Survey

5.13 The survey asked respondents how long they have lived at their current location (Table 5.10). Overall, 30.0% have lived at their current residence for less than two years, 20.1% for between two and five years and 50.0% for five years or more.

Table 5.10 Duration of residence		
How long have you lived here?	Gypsy and Traveller households	
	Count	Percentage
Up to 1 year	5	16.7%
Over 1 and up to 2 years	4	13.3%
2 years and up to 3 years	2	6.7%
3 years and up to 4 years	2	6.7%
4 years and up to 5 years	2	6.7%
5 years or more	15	50.0%
Total/Base	30	100.0%

Source: 2017 Household Survey

5.14 In terms of the location of previous residence (Table 5.11), 69.0% of all households had moved to their current residence from within Lancaster City which would suggest a large degree of self-containment, with the majority of residents moving from within Lancaster City.

Table 5.11 Previous address		
Where did you move from?	Gypsy and Traveller households	
	Count	Count
From within the district	20	69.0%
From outside the district	9	31.0%
Total	29	100.0%
<i>Missing/no response</i>	1	
<i>Base</i>	30	

Source: 2017 Household Survey

- 5.15 When respondents were asked why they moved onto their current pitch, the most frequently-mentioned reasons were to be close to family/friends, pitch provided by family/friends and nowhere else was suitable.

### Travelling practices

- 5.16 The household survey asked respondents whether or not they have travelled in the last year (Table 5.12) and also previous to last year (Table 5.13). In both cases, 26.7% (eight households) stated that they have travelled.

Table 5.12 Travelled in the last year		
Have you travelled in the last year?	Gypsy and Traveller households	
	Count	Percentage
Yes, in the last year	8	26.7%
No, not in the last year	22	73.3%
Total/Base	30	100.0%

Source: 2017 Household Survey

Table 5.13 Travelled previous to last year		
Have you travelled previous to last year?	Gypsy and Traveller households	
	Count	Percentage
Yes, previous to last year	8	26.7%
No	22	73.3%
Total/Base	30	100.0%

Source: 2017 Household Survey

- 5.17 The main reasons for travel given were work-related, to attend fairs and cultural reasons.
- 5.18 The household survey asked whether respondents plan to travel in the next year (Table 5.14) and every year for the next five years and/or beyond (Table 5.15). The response was the same for both questions, with, 35.7% of households intending to travel in the next year and for the next five years and beyond.

Table 5.14 Intention to travel in the next year		
Do you plan to travel in the next year?	Gypsy and Traveller households	
	Count	Percentage
Yes	10	35.7%
No	18	64.3%
Total	28	100.0%
<i>Missing/no response</i>	2	
<i>Base</i>	30	

Source: 2017 Household Survey

Table 5.15 Intention to travel for the next five years and/or beyond		
Do you think you will travel each year for the next five years and/or beyond?	Gypsy and Traveller households	
	Count	Percentage
Yes	10	35.7%
No	18	64.3%
Total	28	100.0%
<i>Missing/no response</i>	2	
<i>Base</i>	30	

Source: 2017 Household Survey

5.19 Table 5.16 sets out information provided by respondents relating to the typical duration of their travels and Table 5.17 sets out their intentions for the future. Overall, ten respondents provided an answer, and the same pattern of responses was received to each question. All respondents travel for at least one month a year. Half (50%) travel for five to 12 weeks, one (10%) for 13-26 weeks and four (40.0%) for six to ten months.

Table 5.16 Duration of travel		
How long do you normally travel for each year?	Gypsy and Traveller households	
	Count	Percentage
Up to 4 weeks (or one month)	0	0.0%
5 to 8 weeks (or 2 months)	2	20.0%
9 to 12 weeks (or 3 months)	3	30.0%
13 to 26 weeks (or 6 months)	1	10.0%
6 to 10 months	4	40.0%
Total	10	100.0%
<i>Missing/no response</i>	20	
<i>Base</i>	30	

Source: 2017 Household Survey

Table 5.17 Intended duration of travel		
How long do you plan to travel for each year in the future?	Gypsy and Traveller households	
	Count	Percentage
Up to 4 weeks (or one month)	0	0.0%
5 to 8 weeks (or 2 months)	2	20.0%
9 to 12 weeks (or 3 months)	3	30.0%
13 to 26 weeks (or 6 months)	1	10.0%
6 to 10 months	4	40.0%
Total	10	100.0%
<i>Missing/no response</i>	20	
<i>Base</i>	30	

Source: 2017 Household Survey

- 5.20 A range of locations of travel were given by respondents, including ‘all over the country’, Appleby, Pickering, Scotland, Morecambe, Wales, Driffield, Stow, Chelmsford and London. Routes mentioned include ‘all routes’ and the M6. In terms of the timing of travel, respondents all mentioned summer months between May and October. The reasons given for travel were work, fairs and ‘steamfairs’.
- 5.21 The questionnaire asked respondents for reasons why they do not travel, if relevant. Reasons given include prefer not to travel, too many problems relating to travelling and long-term health reasons.

## Provision of sites

- 5.22 The household survey asked respondents for their views on the need for sites in Lancaster City.
- 5.23 In terms of transit provision, two-thirds (66.7)% of Gypsy and Traveller households felt that there was a need for provision within the City (Table 5.18).

Is there a need for transit sites in Lancaster?	Gypsy and Traveller households	
	Count	Percentage
Yes	20	66.7%
No	10	33.3%
Total/Base	30	100.0%

Source: 2017 Household Survey

- 5.24 The private management of transit sites by Gypsy and Travellers was preferred (Table 5.19), stated by 60% of respondents. 40% said they would prefer that transit sites are managed by the Council.

Who should manage transit sites?	Gypsy and Traveller households	
	Count	Percentage
Council	8	40.0%
Private (Gypsies and Travellers)	12	60.0%
Total	20	100.0%
<i>Missing/no response</i>	<i>10</i>	
<i>Base</i>	<i>30</i>	

Source: 2017 Household Survey

- 5.25 Overall, 70.0% of respondents felt that there was a need for new permanent sites in Lancaster City (Table 5.20). Private management of these sites was preferred, with two-thirds (66.6%) of respondents preferring management privately by Gypsies and Travellers and one-third (33.3%) preferring management by the Council.

Table 5.20 Need for new permanent sites		
Is there a need for new permanent sites in Lancaster?	Gypsy and Traveller households	
	Count	Percentage
Yes	21	70.0%
No	9	30.0%
Total/Base	30	100.0%

Source: 2017 Household Survey

Table 5.21 Preferred management of permanent sites		
Who should manage permanent sites?	Gypsy and Traveller households	
	Count	Percentage
Council	7	33.3%
Private (Gypsies and Travellers)	14	66.6%
Total	21	100.0%
<i>Missing/no response</i>	9	
<i>Base</i>	30	

Source: 2017 Household Survey

## Moving plans

5.26 The household survey asked about plans for the future (Table 5.22). Only one household (3.4%) stated an intention to move home within the next five years.

Table 5.22 Intention to move in the next five years		
Are you planning to move in the next five years?	Gypsy and Traveller households	
	Count	Percentage
Yes	1	3.4%
No, planning to stay here	28	96.6%
Total	29	100.0%
<i>Missing/no response</i>	1	
<i>Base</i>	30	

Source: 2017 Household Survey

5.27 In addition, the survey asked whether there are any people within current households who want to move to their own caravan, pitch or house within the next five years (i.e. emerging households) (Table 5.23). One respondent stated that there is one person and three respondents stated that there are two people within their households. This

represents a total of seven emerging households. When asked where these people would like to move to, all four respondents said that the members of their households would like to move to a wagon/trailer on a pitch on their current site. They all said that these household members would like to travel for some of the year.

Are there any people in your household who want to move to their own caravan, pitch or house in the next five years?	Gypsy and Traveller households	
	Count	Percentage
Yes, one	1	25.0%
Yes, two	3	75.0%
Total	4	100.0%
<i>Missing/no response</i>	26	
<i>Base</i>	30	

Source: 2017 Household Survey

5.28 Respondents were asked whether they consider there to be potential for the further expansion of the sites where they live (Table 5.24). Overall, one-third (33.3%) of respondents considered that there was expansion potential. This ranged from space for between two and 12 additional pitches.

Thinking of where you live, is there potential for further expansion?	Gypsy and Traveller households	
	Count	Percentage
Yes	10	33.3%
No	20	66.7%
Total/Base	30	100.0%

Source: 2017 Household Survey

5.29 In terms of potential sub-division of existing pitches (Table 5.25), 13.3% of Gypsy and Traveller households (4 respondents) considered that this was possible.



Thinking of where you live, is there potential for sub-division of existing pitches?	Gypsy and Traveller households	
	Count	Percentage
Yes	4	13.3%
No	26	86.7%
Total/Base	30	100.0%

Source: 2017 Household Survey

## Houseboat dweller survey findings

5.30 The fieldteam identified several locations where boats are moored on the Lancaster Canal. Areas surveyed included:

- Galgate Marina,
- Glasson Dock Marina,
- Waterwitch (Central Lancaster),
- Capenwray,
- Tewitfield Marina,
- Hest Bank,
- Carnforth Nu Way Acorn,
- Outside Carnforth,
- Bolton-le-Sands, and
- Potters Brook.

5.31 A range of houseboats, narrow boats, pleasure boats and sea-going boats were observed across these sites in the study area. Interviews were attempted with all of the occupied houseboats and narrowboats used as dwellings.

5.32 Seven questionnaire responses were obtained and below is a summary of the survey findings:

- Most lived on narrow boats, with two stating houseboats and one stating wide beam (10-12 ft wide);
- All were singles or couples;
- All of the respondents travelled on the Lancaster Canal or the local vicinity; no other waterways were mentioned;
- Five said that their boat was their main home base while two stated that they also own a bricks and mortar house;
- Five had lived on their boats for less than two years and two had lived on their boat for over 5 years; all own their boat, some outright and some with a mortgage, and rent the land where the boat is located;

- All were happy with their home base and respondents commented positively on where they live:
  - “nice area”
  - “nice location”
  - “it’s quiet”;
- Respondents mainly used mains electric, solar generators and diesel engines for electric power and most used diesel cabin heating and solid fuel (coal/wood) as a heating source;
- None stated their home was overcrowded and all stated that there were no repair problems with their home, with most stating the state of repair of their home as very good;
- Four households had not moved moorings in the preceding year, while three said that they had moved mooring;
- Some had travelled and this was stated as personal preference, although one respondent mentioned that they have to move because of the closure of Carnforth moorings;
- Five of the seven respondents identified that problems while travelling include that there are no places/moorings to stop over and/or the closure of traditional stopping places;
- Other problems with travelling mentioned were:
  - “lack of time on moorings”
  - “limited to two-day stays in main areas”
  - “dredging needs doing”
  - “canal shallow at edges – not suitable for modern boats”;
- Six of the respondents stated that living where they did affected their physical or mental health in any way, while one stated that it was “positive to health”;
- In the next five years, all planned to stay living on a houseboat in Lancaster except for one respondent who planned to move abroad;
- Six respondents stated there was a need for permanent moorings in the Lancaster area and/or neighbouring area – Lancaster and Carnforth were specifically mentioned due to the lack of moorings and Carnforth closing;
- Three stated that the Canal and Rivers Trust should manage moorings, while three stated a preference for British Waterways and one preferred private management.

## 6. Stakeholder consultation

### Overview

- 6.1 Stakeholder consultation for the GTAA was undertaken in partnership with Lancaster City Council. A list of key stakeholders operating in and around the Lancaster area were contacted. Stakeholders were invited to participate in an online survey aimed at identifying a range of information, including establishing the key perceived issues facing the Gypsy and Traveller and Travelling Showpeople communities within the area and ways in which these need to be addressed.
- 6.2 A total of 18 responses were obtained (some only partial) from local and county council representatives. Respondents were asked to answer questions that they felt were relevant to their knowledge and experience. This is a qualitative summary of the views expressed by the stakeholders responding to the online surveys.

### General Support for Gypsies and Travellers

- 6.3 Views of respondents were mixed as to whether there was sufficient understanding and monitoring of the education, employment, health, accommodation and support needs of Gypsies, Travellers and Travelling Showpeople within the study area. Some respondents felt that there is adequate understanding, whilst others felt that there was not. Some representatives from other areas were not sure about the situation in Lancaster. Financial and staffing resource limitations were noted as reasons why councils are restricted in how much they can do. An example was that the County Council have had to stop the provision of a learning bus, which used to go on-site for young children.
- 6.4 Several respondents felt that there could be greater awareness of the cultural, support and accommodation needs of Gypsies, Travellers and Travelling Showpeople in the study area. More engagement with the community themselves was suggested to establish what their needs are. In addition, it was noted that some agencies do not have an awareness of the culture and have insufficient knowledge to offer support. Staff training was proposed.
- 6.5 A number of respondents said that their organisation had undertaken action to raise awareness of the cultural, support and accommodation requirements of Gypsies, Travellers and Travelling Showpeople. These actions include training, curriculum work in schools and running a Gypsy and Traveller awareness week with children including cooking activities etc. In addition, actions directly with Gypsy and Traveller families themselves were reported, for example projects through children's centres and attending a fair. Support for families on Mellishaw Lane in Morecambe was specifically mentioned by one respondent, helping residents to access services such as housing, education and health.
- 6.6 Concerns were expressed regarding potential funding cuts and the negative impact in terms of the loss of specialist support services for Gypsies and Travellers.

## Provision of Accommodation

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

### Need for new permanent provision

- 6.8 Asked if there is sufficient provision of permanent pitches/plots in Lancaster City, respondents expressed a range of views. Some were uncertain, one said yes and five said no.
- 6.9 In terms of any new provision, respondents stated that this should be located close to local amenities but not too close to established housing. Good access to schools and key services such as shops, health centres and public transport were mentioned. The Morecambe and Heysham area was proposed as a popular location. One respondent said that a new site would need to be reflective of local connections with family members, and suggested that the Oxcliffe Road area would address this.
- 6.10 The following barriers to the provision of new permanent sites (or yards) were identified by respondents:
- Planning restrictions,
  - Land availability and lack of suitable sites,
  - Funding,
  - Viability,
  - Lack of evidence of need and engagement with the Gypsy and Traveller community, and
  - Public resistance.

### Transit

- 6.11 When asked about the potential need for transit site provision within Lancaster City Council's area, several respondents were not sure. One stakeholder felt that a transit site would be a good idea to deal with the demand from those travelling through the area and '*pitching up*' resulting in unauthorised encampments. However, another respondent expressed some concern regarding transit provision, in particular regarding periods of residency. It was noted that a shortfall in permanent provision might result in households using transit pitches long-term. '*Tolerated areas*' were proposed as an alternative, although liaison with local residents and the management of anti-social behaviour would still need to be resourced.
- 6.12 Barriers to the provision of new transit pitches were felt to be similar to those associated with providing permanent pitches. The following specific barriers were identified by respondents:

- local objections, especially as the short-term nature of stays leads to a perception of increased anti-social or criminal behaviour with perpetrators '*escaping justice*';
- identifying suitable sites with access to the strategic road network;
- lack of knowledge; and
- obtaining planning permission.

### Existing sites

- 6.13 In terms of existing pitch provision within Lancaster City Council area, several respondents were aware of the local authority site at Mellishaw. The overall view was that the site meets '*basic accommodation needs*' and is '*adequate*', although some respondents commented that it is becoming run-down with no gas supply and poor sheds that required updating and are damp. It was also noted that the Mellishaw site is isolated, located on industrial land away from the local community which makes it unattractive to families. It was also suggested that there is a division within the Gypsy and Traveller community itself, with a stigma attached to being housed on a local authority site rather than in privately-owned accommodation.
- 6.14 In terms of how sites are managed, one respondent stated that Mellishaw is '*managed well*'. Another explained that there is a member of Lancaster City Council staff on-site who is part of the community. Contentious issues such as anti-social behaviour are dealt with by the Council's Estate Management Team.
- 6.15 In terms of tensions, there was limited feedback regarding tensions between Gypsies and Travellers and the settled community. However, issues between different sub-groups within the Traveller community were acknowledged; two respondents mentioned that Mellishaw has a large extended family presence, with implications for other residents.
- 6.16 One stakeholder suggested that improved and more diverse site provision, integrated into local areas, would be ideal.

### Bricks and mortar

- 6.17 Stakeholders were asked if they know of any Gypsies, Travellers and Travelling Showpeople living in bricks and mortar accommodation within Lancaster City. Several respondents had an awareness of Gypsies and Travellers living in either bricks and mortar or static mobile home accommodation within the study area.
- 6.18 None of the stakeholders were aware of a need for additional pitches/plots to accommodate the requirements of Gypsies, Travellers and Travelling Showpeople currently living in settled accommodation. One stakeholder identified that it is common for Gypsy and Traveller families living in houses to provide gravel or paved hard-standing alongside or behind their property so that relatives and visitors can live in a caravan. This means that some people have a bricks and mortar address whilst being caravan-dwellers.

- 6.19 Asked whether there is sufficient support available to Gypsies, Travellers and Travelling Showpeople living in settled accommodation to help them manage their housing effectively, the overall view was that *'mainstream'* services provide support in terms of housing services, citizens advice and benefit support and that this support is used by Gypsies and Travellers in the Lancaster area. One respondent suggested that the lack of an independent, voluntary Gypsy and Traveller advocacy organisation (as exists in some places) is unfortunate as such a group can be effective in improving engagement with, and uptake of, mainstream services.
- 6.20 There was limited feedback on whether Gypsies, Travellers and Travelling Showpeople feel safe in bricks and mortar accommodation. One stakeholder suggested that younger families have assimilated better into local housing, helped by their contact with settled communities through school and/or work. In addition, more positive media images have increased acceptance of Gypsies and Travellers from local communities. However, some abuse was acknowledged to have taken place within the County.

### Unauthorised encampments

- 6.21 In terms of unauthorised encampments, several stakeholders were aware of these taking place in neighbouring authority areas. With respect to Lancaster, no specific data was provided by stakeholders.
- 6.22 When asked whether unauthorised encampments are problematic to the organisations represented by the stakeholders the overall view was that they are not a major problem in the wider surrounding area. However, it was noted that reduced staffing and resources means that often travelling families have *'moved on'* before agencies are able to make contact and address needs such as short-stay schooling.
- 6.23 In terms of local perceptions, two respondents commented that unauthorised encampments usually create a negative impression on the settled local community. However, another stakeholder commented that although there are still some cases of anti-social behaviour by a small number of Gypsy and Traveller families, or intimidation by a small number of local residents, there has been an improvement in mutual respect on both sides and fewer incidents of direct conflict.

### Planning Policy

- 6.24 The stakeholders taking part in the survey were asked whether there are areas within planning policy that they consider have restricted the provision of new sites/yards for Gypsies, Travellers and Travelling Showpeople. One respondent noted that planning policy generally supports provision to meet evidenced needs. Another commented that national policy directs communities towards sites in *'sustainable locations'* but this is measured in terms of the settled community which usually means close to or within urban areas. This can result in tensions with the general population. It was suggested that Gypsies and Travellers would prefer a degree of isolation.
- 6.25 In terms of doing more through planning policy and site allocation in the Local Plan to identify and bring forward sites, one respondent did not feel that much more could be

done. Another observed that if there is evidenced need then a site(s) could potentially be identified through the Land Allocations process. However, another stakeholder expressed the view that, regardless of planning policy, the main barrier is finding landowners who are willing to support an allocation a Gypsy and Traveller site or Travelling Showperson's yard.

- 6.26 Several stakeholders expressed concerns regarding the impact of the change in the definitions of Gypsy and Traveller and Travelling Showperson through *Planning Policy for Traveller Sites* (PPTS) 2015. One stakeholder felt that 'a negative effect' was possible. Another stated that *'our general understanding is that the change in definition will reduce evidence of need by excluding those that have ceased to travel.'* It was also suggested that *'the narrow focus on actually travelling in the revised PPTS has reduced the accounted need and does not take into account cultural requirements/needs. This can only be overcome by a reversion to the previous definition.'*
- 6.27 One respondent felt that the revised PPTS makes it more difficult to justify separate provision to elected members and the public. Another said that *'self-definition'* should be sufficient, along with improving engagement with the Gypsy and Traveller community.

## Cross-Boundary Issues

- 6.28 In respect of movements from neighbouring areas into or out of Lancaster City, few stakeholders had an awareness of this issue. One respondent identified that there is seasonal movement between Lancashire and Cumbria or Manchester. Another mentioned travel to Appleby Fair.
- 6.29 Asked if they were aware of sites or locations close to the boundary of Lancaster City where difficulties have arisen, no feedback was received from stakeholders.
- 6.30 In terms of cross-boundary issues to be considered as part of the GTAA study, one respondent reported tensions between Preston and Lancaster communities, particularly between some of the larger families. Another stakeholder highlighted the problem of 'double counting' households in different needs surveys where these individuals or families have moved areas. They also reported that Travelling Showpeople feel that the current approach of identifying need where it arises does not take into account the demands of Showpeople living outside of an area but who wish to move into it.
- 6.31 Stakeholders identified the following key outcomes that they felt should come from the GTAA study:
- Identification of permanent accommodation and transit site needs for Gypsies, Travellers and Travelling Showpeople;
  - Evidence of the need for support for the community in the study area;
  - An understanding of the community's social and economic circumstances; and
  - Material to help launch improved engagement with the community.

## Neighbouring authorities

- 6.32 There was generally limited feedback, but two respondents agreed that the stakeholder questionnaire contributes to the Council's requirement on the Duty to Co-operate with neighbouring authorities. Another stakeholder welcomed the survey in terms of co-operation of cross-boundary issues; however, the respondent felt that it does not explicitly seek data or information on the needs and issues in adjacent areas, and suggested that this might be useful.



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

### Introduction

- 7.1 This section reviews the overall pitch requirements of Gypsies and Travellers and Travelling Showpeople across the City of Lancaster. 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 transit pitch requirements for Gypsies and Travellers. Finally, it presents planning policy recommendations.
- 7.2 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.
- 7.3 The GTAA has modelled current and future demand and current and future supply. The following analysis focuses on Gypsies and Travellers specifically as there are no Travelling Showpeople resident in Lancaster City. For this study, the model has assumed a cultural definition of Gypsies and Travellers but also takes account of the new planning definition as an element of modelling output.
- 7.4 The analysis includes Gypsies and Travellers living on authorised and unauthorised sites and also households living in bricks and mortar accommodation.

### Pitch requirement model overview

- 7.5 Pitch requirements are assessed over an initial five-year period (2017/18 to 2021/22) (the 5-year model) and then longer-term need is based on the expected number of households likely to form over the remainder of the plan period (2022/23 to 2030/31) based on the age profile of children under 13 living in Gypsy and Traveller households on pitches (the longer-term model). The modelling is based on the cultural need for pitches but the impact of the PPTS definition on need is also considered.
- 7.6 For children currently aged 13-17, they are assumed to be forming households in the next 5 years in the model.
- 7.7 For residents in households age 18 and over, if they have stated they intend to form a new household they are included in the emerging household figure. However, if they have not specified they intend to form, it is assumed this is by choice and that they want to remain within the existing family unit and are therefore not included in need.
- 7.8 In terms of **cultural need**, the 5-year model considers:
  - The baseline number of households on all types of site (authorised, unauthorised and temporary authorised sites) as at May 2017;

- Existing households planning to move in the next five years (currently on sites and also from bricks and mortar and where they are planning to move to; and
  - Emerging households currently on sites and planning to emerge in the next five years and stay within the study area on a pitch; to derive a figure for
  - Total pitch need.
- 7.9 In terms of **supply**, the model considers:
- Total supply of current pitches on authorised sites;
  - Vacant pitches on authorised sites.
- 7.10 The model then reconciles total need and existing authorised supply over the next 5 years by summarising:
- Total need for pitches; and
  - Total supply of authorised pitches.
- 7.11 The longer-term element of the model then considers the cultural need over the remainder of the plan period (to 2031) and applies the PPTS need based on existing evidence of the number of households meeting this definition.

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

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

### Need

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

These figures are derived from local authority data, site observation and household survey information. Note that no household stated they were doubled up or included concealed households. However, site observation suggests there are more households than pitches, with 58 households living on 57 pitches<sup>38</sup>. The need from this 1 additional household is factored into modelling.

#### 7.14 Current households in bricks and mortar accommodation (2a)

The 2011 Census suggested there were 98 households living in bricks and mortar accommodation. Stakeholder engagement did not reveal any quantified number wanting to move to sites although there was a suggestion there may be some households requiring a pitch. Two bricks and mortar interviews were obtained and

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<sup>38</sup> Note 3 households live on 2 pitches at Priv 10 296 Oxcliffe Road, Heaton with Oxcliffe, Morecambe

attempts were made to contact further households living in bricks and mortar accommodation but this was unsuccessful.

On the basis of 41 arc<sup>4</sup> studies, it is estimated that 5.3% of households living in bricks and mortar would prefer to live on a site. The model therefore assumes a need from 5 pitches from households currently living in bricks and mortar housing.

#### **7.15 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. To account for non-response, the data in the model has been weighted by a factor of 1.45<sup>39</sup>

Overall, there is a need from 2 households planning to move to another pitch within Lancaster City and the model assumes 5 households planning to move from bricks and mortar to a pitch.

#### *Housing register information*

There are currently (July 2017) two households on the register for a pitch at Mellishaw Lane and these are included in the modelling.

This results in an overall net requirement of +9 pitches from existing households planning to move in the next 5 years.

#### **7.16 Emerging households (4)**

This is the number of households expected to emerge in the next 5 years based on household survey information plus an allowance for children aged 13-18 who are likely to form households in the next 5 years. The total number is 9 which has been weighted by factor of 1.45 to take account of non-response households resulting in a need from 13 emerging households.

#### **7.17 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 78 pitches.

## Supply

#### **7.18 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 57 authorised pitches plus 12 vacant pitches resulting in a total supply of 69 authorised pitches. Note that the 12 vacant pitches relates to the site in Green Lane which appears to have been abandoned.

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<sup>39</sup> 58 responses from 99 G&T households on pitches results in a weighting factor of  $99/58 = 1.707$ .

Table 7.1 Summary of demand and supply factors: Gypsies and Travellers – 2017/18 to 2021/22			
CULTURAL NEED		City of Lancaster	
1	Total households living on pitches	1a. On LA Site	19
		1b. On Private Site – Authorised	39
		1c. Unauthorised	0
		<b>1d. Total (1a to 1c)</b>	<b>58</b>
2A	Estimate of households in bricks and mortar accommodation	<b>2a. TOTAL (2011 Census)</b>	<b>98</b>
<b>Weighting applied to stages 3 and 4 = 1.45 to account for G&amp;T household no-response</b>			
3	Existing households planning to move in next 5 years	<b>Currently on sites</b>	
		3a. To another pitch/same site	0
		3b. To another site in District	2
		3c. From site to Bricks and Mortar	0
		3d. To a site/bricks and mortar outside District	0
		3e. From site to Bricks and Mortar outside District	0
		<b>Currently in Bricks and Mortar</b>	
		3f. Planning to move to a site in LA	5
		3g. Planning to move to another B&M property	0
		<b>Currently on housing register</b>	
3h. Household currently on housing register	<b>2</b>		
3i. TOTAL Net impact (3a+3b-3c-3d-3e+3f+3h)	<b>9</b>		
4	Emerging households (5 years)	4a. Currently on site and planning to live on current site	10
		4b. Currently on sites and planning to live on another site in LA	3
		4c. Currently on site and planning to live on site outside the study area	0
		4d. Currently on caravan site (not G&T) and planning to move to a site	0
		4e. Currently in B&M planning to move to a site in LA	0
		4f. Currently in B&M and moving to B&M (no net impact)	0
		4g. Currently on Site and moving to B&M (no net impact)	0
		<b>4h. TOTAL Net impact (4a+4b+4d+4e)</b>	<b>13</b>
5	<b>Total Need</b>	<b>1d+3i+4h</b>	<b>80</b>
SUPPLY			
6	Current supply of authorised pitches	6a Current occupied authorised pitches	57
		6b Current vacancies on authorised pitches	12
		<b>6c. Total current authorised supply (6a+6b)</b>	<b>69</b>
RECONCILING NEED AND SUPPLY			
7	Total need for pitches	5 years (from 5)	80
8	Total supply of authorised pitches	5 years (from 9a)	69
<b>5 YEAR AUTHORISED PITCH SHORTFALL 2017/18 TO 2021/22</b>			<b>11</b>

## Reconciling supply and demand

- 7.19 There is a total need over the next five years (2017/18 to 2021/22) for 80 pitches in the City of Lancaster (Table 7.1) compared with a supply of 69 authorised pitches (including vacant pitches). The result is an overall cultural shortfall of 11 pitches.

## Longer-term pitch requirement modelling

- 7.20 Longer-term pitch need modelling has been carried out using known household structure information from the household survey of households living on pitches. On the basis of the age of children in households, it is possible to determine the extent of 'likely emergence', which assumes that a child is likely to form a new household at the age of 18.
- 7.21 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 2022/3-2030/31. A reasonable assumption is that half of these children will form new households, bearing in mind culturally women tend to move away on marriage and men tend to stay in close proximity to their families on marriage. The model therefore assumes that 50% of children will form households when they reach 18 and that these households remain in the City of Lancaster<sup>40</sup>. Analysis would suggest a total cultural need for 8 additional pitches over the period 2022/23-2030/31 (Table 7.2).

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

Time period	No. children	Expected household formation
2022/23 – 2026/27	9	4
2027/28 – 2030/31	7	4
<b>Total (2022/23 to 2030/31)</b>	<b>16</b>	<b>8</b>

## In- and out-migration

- 7.22 The household survey identifies 15 households (53.6%) who had moved to their pitches in the preceding 5 years. Of these, only 4 stated their previous place of residence (1 moved from within the City of Lancaster and 3 moved from outside the District). The household survey identifies zero households planning to move out of the District in the next 5 years.
- 7.23 Households moving into the City either moved onto pitches that were new; or vacant and previously occupied.

<sup>40</sup> This approach has been tested at inquiry including Worcestershire and Shropshire

- 7.24 Although there has been in-migration into the City, most moved onto previously occupied pitches which had become vacant and none moved onto unauthorised sites. Therefore, on the basis of observed trends, no further allowance for pitch provision is recommended for in-migrant households as it is likely that households have been able to move onto pitches because the previous occupants had moved away or the pitch had become available for other reasons e.g. the death of the occupant).

### Planning Policy for Traveller Sites (PPTS) definition

- 7.25 Analysis of household survey data establishes that 33.3% of Gypsies and Travellers living on pitches across the City of Lancaster satisfy the PPTS definition of Gypsies and Travellers (this is based on the 28 responses from households living on Gypsy and Traveller pitches) and discussed at paras 3.16. This proportion is applied to the cultural need evidenced in the 5-year and longer-term modelling of pitch requirements to establish a PPTS need for pitches.

### Overall plan period pitch need

- 7.26 Table 7.3 summarises the overall need for pitches across the City of Lancaster over the plan period to 2031. It presents the overall cultural need based on households identifying as Gypsy and Traveller and a PPTS need which is a subset of the cultural need and is based on those households who meet the PPTS definition of need<sup>41</sup>. The base date for the 2017 GTAA is the financial year 2017/18. As the plan period runs from 2011 to 2031, the summary also includes a need for the period 2011/12 to 2016/17 based on the annualised need established in the 2017 GTAA (1.34 cultural and 0.45 PPTS). The model also takes into account 3 pitches which became authorised during the period 2011/12 to 2016/17.

	<b>Cultural need</b>	<b>Of which: PPTS need</b>
<b>Pitch need 2011/12 to 2016/17 (based on previous GTAA)</b>	<b>8</b>	<b>2.7</b>
<b>Additional pitches authorised 2011/12 to 2016/17</b>	<b>3</b>	
<b>Residual pitch need 2011/12 to 2016/17</b>	<b>5</b>	<b>1.7</b>
<b>5yr pitch need (2017/18 to 2021/22)</b>	<b>11</b>	<b>3.6</b>
<b>Longer-term need to 2030/31</b>	<b>8</b>	<b>2.7</b>
<b>TOTAL pitch need 2011/12 to 2030/31 (Plan Period)</b>	<b>24</b>	<b>8</b>

<sup>41</sup> Note that both the cultural and PPTS need for pitches is derived from individual household data and their pitch requirements which has been weighted to reflect the total number of households living on pitches. This should be viewed as a general guide to additional provision that is required but it is not possible to identify individual households in the figures derived.

- 7.27 It is recommended that the Local Plan recognises there is a cultural need for 24 pitches over the plan period and a need for 8 pitches under the PPTS definition.
- 7.28 Assuming a 20-year period (2011/12 to 2030/31), this results in an annualised cultural need for 1.18 pitches and an annualised PPTS need for 0.39 pitches.

### Turnover on sites

- 7.29 Turnover relates to the number of pitches that are expected to become available for occupancy. Analysis only includes expected turnover on public sites as this is referenced in (former) CLG guidance and more accurate data on changes in pitch occupancy is likely to be available. Although there is likely to be turnover on private sites, the ability of households to move onto private sites may be more restrictive (for instance the site may be restricted to a particular family) and less likely to be recorded.
- 7.30 Household survey data indicates that 46.2% of respondents living on the Local Authority site have lived there for less than 5 years, implying a 9.2% turnover rate. An analysis of households planning to move would suggest that none are planning to move in the next 5 years, resulting in a 0% annual turnover of pitches.
- 7.31 Management data for Mellishaw Park indicates that around 22 pitches have become available for new occupants over the period April 2012 to July 2017 or around 4 pitches each year. However, some of these lettings may have been to residents moving within the site.
- 7.32 Although there is some evidence of turnover, because no household living on the site intends to move in the next 5 years, no further adjustments to take account of turnover are recommended.

### Potential capacity for Gypsy and Traveller pitches

- 7.33 The household survey asked respondents if there was opportunity to expand existing sites to accommodate more pitches. Responses suggested that there was potential for around 8 additional pitches across the following sites:
- Local authority 3-10 pitches (Mellishaw Lane);
  - Private authorised 14-21 pitches (Borrans Lane 5 pitches; 296 Oxcliffe Road 2 pitches; Beech Side, Carr Lane 2 pitches; 5 Blackberry Hall Lane 5 to 12)
- 7.34 Respondents were also asked if existing pitches could be sub-divided to create new pitches:
- Local authority 4 pitches (Mellishaw Lane);
  - Private authorised 2-4 pitches (Beech Side, Carr Lane 2-4 pitches)
- 7.35 Note that the potential expansion of sites and sub-division of plots was based on the views of respondents and not a technical appraisal of sites nor the financial viability of

delivery. Further work would be necessary to confirm the potential for expansion and/or sub-division.

### Travelling Showperson plot requirement

- 7.36 There are currently no Travelling Showperson yards used for residential purposes across the City of Lancaster. The 2017 GTAA has not found any evidence of a need for plots to be provided over the Plan Period but the Council should continue to engage with the Showman’s Guild of Great Britain and consider any future need should it arise.

### Transit site requirements

- 7.37 The household survey found that around 64.3% of Gypsies and Travellers living on pitches felt that transit provision should be made available in the City of Lancaster. 44.4% felt it should be managed by the Council and 55.6% managed privately by the Gypsy and Traveller community. A transit pitch normally has a hard standing, electric hook up and amenity shed. A good indicator of transit need is unauthorised encampment activity.
- 7.38 Unauthorised encampment data collected by the Council reports relatively limited activity:
- 2 encampments in 2012/13
  - 6 encampments in 2013/14;
  - No encampments in 2014/15; and
  - 2 in 2015/16.
- 7.39 On the basis of limited unauthorised encampment activity, it is not recommended that the Council identifies a site for transit provision.



## 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 good practice; and recommendations and next steps.

### Meeting permanent Gypsy and Traveller pitch requirements

- 8.2 There are currently 82 pitches across the City of Lancaster, of which 57 are occupied by Gypsy and Traveller households, 12 pitches are vacant, a further 8 are unoccupied on family sites (reserved for family members) and 5 pitches are occupied by non-Gypsy and Traveller households.
- 8.3 The GTAA identifies 58 Gypsy and Traveller households living on pitches and 2 Gypsy and Traveller households living in bricks and mortar accommodation on sites.
- 8.4 The GTAA 2017 found evidence of Gypsy and Traveller pitch need over the next five years (2017/18 to 2021/22) equating to 11 pitches under a cultural definition, or 3.6 (4 rounded) pitches under the PPTS 2015 definition of Gypsy/Traveller.
- 8.5 For the full Local Plan Period (2011/12 to 2030/31), the GTAA has identified a cultural need for 24 pitches and a PPTS need for 8 pitches within Lancaster. The GTAA modelling anticipates a very limited degree of turnover on the local authority sites based on household survey evidence and therefore no adjustment to this need is suggested at this time. It is therefore recommended that the Local Plan acknowledges this range of need and continues to monitor the level of turnover on the local authority site.
- 8.6 It is also recommended that the Council also considers future applications for the expansion of existing sites, the sub-division of existing pitches or small sites to meet the needs of families who may emerge over the plan period.

### Meeting permanent Travelling Showperson requirements

- 8.7 There are currently no Travelling Showperson yards for residential purposes within Lancaster. The GTAA has not evidenced any need for plots to be provided over the plan period, but it is recommended that the Council should continue to engage with the Travelling Showperson community and the Showman's Guild of Great Britain, and consider any future application to meet the needs of households that may emerge over the plan period.

### Meeting transit site/stop over requirements

- 8.8 There is limited unauthorised encampment activity within Lancaster City. On this basis, it is not recommended that the Council identifies a site for transit provision. However, it is recommended that unauthorised encampment activity is monitored regularly.

## Meeting houseboat mooring requirements

- 8.9 The GTAA 2017 considered the need for houseboat moorings through interviews with residents living on houseboats across the City. The Lancaster Canal in particular provides a number of mooring locations for houseboat dwellers. Respondents generally felt there was a need for more permanent moorings in the Lancaster City area and in particular there was a need to replace moorings being lost in Carnforth. It is therefore suggested that the Council considers up to 10 additional moorings within the Lancaster City area and should work with the Canals and Rivers Trust to facilitate the development of additional moorings. A number of resources available to local planning authorities to assist them in planning for Gypsy and Traveller provision, including resources from the Planning.

## Good practice in planning for Gypsy and Traveller provision

- 8.10 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>42</sup>.
- 8.11 Work undertaken by PAS<sup>43</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

- 8.12 The overarching purpose of this study has been to identify the accommodation requirements of Gypsies, Travellers and Travelling Showpeople across the City of Lancaster.
- 8.13 As set out in Table 8.1, it is recommended that the Local Plan recognises a cultural need for 24 pitches, or a PPTS need for 8 pitches, over the plan period (2011/12 to 2030/31).

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<sup>42</sup> I&DeA (now Local Government Agency) local leadership academy providing Gypsy and Traveller sites

<sup>43</sup> PAS spaces and places for gypsies and travellers how planning can help

	<b>Cultural need</b>	<b>PPTS need</b>
Pitch need 2011/12 to 2016/17 (based on previous GTAA)	8	2.7
Additional pitches authorised 2011/12 to 2016/17	3	
Residual pitch need 2011/12 to 2016/17	5	1.7
5yr pitch need (2017/18 to 2021/22)	11	3.6
Longer-term need to 2030/31	8	2.7
<b>TOTAL pitch need 2011/12 to 2030/31 (Plan Period)</b>	<b>24</b>	<b>8</b>

- 8.14 There are currently no Travelling Showperson yards and no need has been evidenced. There is limited unauthorised encampment activity and no need for transit provision has been evidenced. Ongoing engagement with the community and monitoring of unauthorised encampment activity is recommended to ensure that any emerging needs are considered.
- 8.15 It is recommended that the Council work with the Canal and Rivers Trust to facilitate the development of 10 moorings over the plan period to replace those being lost in Carnforth and in recognition of the need for more moorings expressed by houseboat residents.
- 8.16 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, Traveller and Travelling Showpeople population across the City of Lancaster.

## Appendix A: Legislative background

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

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

A.6 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.7 **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>44</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.8 **Statutory Instrument 2013 No 830 Town and Country planning Act, England (Temporary Stop Notice) (England) (Revocation) Regulations 2013** came into force on 4<sup>th</sup> May 2013. This Instrument revoked the regulations governing Temporary Stop Notices, which were in place to mitigate against the disproportionate impact of Temporary Stop Notices on Gypsies and Travellers in areas where there was a lack of sufficient pitches to meet the needs of the Travelling community.
- A.9 **Section 124: Housing and Planning Act 2016** has two parts:
- 124(1) amends section 8 of the Housing Act 1985, inserting an additional reference to include a duty to consider the needs of people residing in or resorting to local authority areas with respect to the provision of sites for caravans and moorings for houseboats when undertaking housing needs assessments.
  - 124(2) deletes sections 225 and 226 of the Housing Act 2004 (as set out above).

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<sup>44</sup> DCLG A plain English guide to the Localism Act Nov 2011

## Appendix B: Literature review

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>45</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>46</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>47</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.

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<sup>45</sup> PAS *Spaces and places for gypsies and travellers how planning can help*, page 8

<sup>46</sup> PAS *spaces and places for gypsies and travellers how planning can help* page 8 & 14

<sup>47</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>48</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>49</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>48</sup> RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part A page 8

<sup>49</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>50</sup>*

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

However, the RTPI point out that, due to the contentious nature of Gypsy and Traveller provision, the use of a criteria based approach to the selection of development sites is unlikely to be *successful ‘in instances where considerable public opposition to the development might be anticipated.’* The paper concludes that it is

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<sup>50</sup> RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part A page 18

not appropriate to rely solely on criteria as an alternative to site allocations where there is an identified need for the development.<sup>51</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>52</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>51</sup> RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part C page 11

<sup>52</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>53</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;

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<sup>53</sup> [www.communities.gov.uk/news/corporate/2124322](http://www.communities.gov.uk/news/corporate/2124322)

- Improving access to employment and financial services; and
- Improving engagement with service providers.

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

This guidance note (now superseded, March 2015) summarised the powers available to local authorities and landowners to remove encampments from both public and private land. 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>54</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

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<sup>54</sup> <https://www.gov.uk/government/speeches/planning-and-travellers>

site appeals in the Green Belt. This was so that the Secretary of State could assess the extent to which the national policy, *Planning policy for traveller sites*, was meeting the Government's stated policy intentions. A number of appeals have subsequently been recovered. The Statement also revoked the practice guidance on 'Diversity and equality in planning'<sup>55</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;

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<sup>55</sup> ODPM Diversity and Equality in Planning: A good practice guide 2005



- 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:
  - 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>56</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.

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<sup>56</sup> DCLG *Planning policy for traveller sites*, August 2015, paragraph 3

**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.

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

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

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

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

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

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## Appendix C(a): Gypsy and Traveller Fieldwork Questionnaire

### City of Lancaster Council

## Gypsy and Traveller Accommodation Assessment 2017

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# QUESTIONNAIRE

[April] 2017

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## 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 Lancaster City 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?

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

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

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

Pitch/property type (circle most appropriate)

1. Council
2. HA
3. Private\_Authorised
4. Private\_TempAuthorised
5. Private\_Unauthorised
6. Private\_Unauthorised Tolerated
7. Bricks and Mortar
8. Unauthorised encampment
9. Roadside

## Background data

Pitch address and/or number <b>[use any evidence of numbers or attribute them]</b>	
Number static caravans/mobile homes on pitch	
Number tourers on pitch	
Number bricks and mortar on pitch	
Brief description of pitch occupancy <b>[eg. the pitch contained 3 households - the principal household and then a cousin of the respondent and his family; and a son of the respondent and his family]</b>	
Number of households as stated by respondent <b>[from this determine how many questionnaires to complete on the pitch]</b>	
Number of concealed households <b>[Judgement required]</b>	
Number of doubled up households <b>[Judgement required]</b>	
Does anyone else use this pitch as their home <b>[Brief description]</b>	

## Household Characteristics

### Q1 Who lives in your household?

	Gender	Age	Relationship to respondent	Economic activity	Ethnicity
Respondent					
Person 2					
Person 3					
Person 4					
Person 5					
Person 6					
Person 7					
Person 8					

#### [Notes for interview coding:]

	Relationship	Economic activity	Ethnicity
1	Spouse/partner	Working full-time (30 or more hrs each week)	Romany Gypsy
2	Son/stepson	Working part-time 16 and up to 30 hrs each week)	English Gypsy
3	Daughter/stepdaughter	Working part-time under 16 hrs each week)	English Traveller
4	Grandson/daughter	Self-employed (full or part time)	Irish Traveller
5	Parent	On Government training programme	Welsh Gypsy
6	Grandparent	In full-time education (inc. nursery)	Welsh Traveller
7	Brother/sister	Unemployed and available for work	Scottish Gypsy
8	Nephew/niece	Permanently sick/disabled	Scottish Traveller
9	Other relation	Wholly retired from work	New Traveller
10	Friend	Looking after the home and family	Showman
11	Lodger/boarder	Full-time carer or volunteer	Circus Traveller
12			Other



**Q2** How would you best describe your household?

1	2	3	4	5	6	7
Single person under 65	Single person 65 and over	Lone parent	Couple no children	Couple with children	Older couple (one or both 65 and over)	Other

**Home base****Q3** Is this your main home base?

1	2
Yes	No

[If 'no' go to Q4; if 'yes' go to Q5]

**Q4** Where is your other home base?

---



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[State settlement/district]

**Current accommodation****Q5** What type of accommodation do you live in?

1	2	3	4	5	6
Trailer/wagon	Static/mobile home/chalet	House	Bungalow	Flat	Other (specify)

**Q6** How many bedspaces are there?

1	2	3	4	5	6	7	8

**Q7** Do you think your home (trailer/B&M) is overcrowded?

1	2
Yes	No

**Q8** Do you think your pitch is overcrowded?

1	2
Yes	No

**Q9** How long have you lived here (at the location of the interview)?

1	2	3	4	5	6
Up to 1 year	Over 1 and up to 2 years	2 years and up to 3 years	3 years and up to 4 years	4 years and up to 5 years	5 years or more

**Q10** Where did you move from?

1	2	3	4
The same pitch	The same site	The same district	From outside the district

**Q11** Why did you move onto this pitch?

1	2	3	4	5	6	7	8	9	10
Close to family/friends	Near to place of work	Near to school/nursery	Close to hospital/doctors	Close to church	No-where else that is suitable	Simply chose this place / no particular reason	Pitch provided by family/friends	Always lived here	Other [ <b>Please Specify below</b> ]

Other: \_\_\_\_\_

**Q12** When you moved onto this pitch, was it?

1	2	3
A brand new pitch which had not been occupied	An empty pitch which had previously been occupied	Part of an existing pitch which became available to you (sub-division)

**Travelling questions****Q13** In the last year have or someone in your household you travelled?

1	2
Yes	No

**Q14** Previous to the last year, did you or someone in your household travel?

--	--

<b>1</b>	<b>2</b>
Yes	No

**Q15** Why do you travel?

1	2	3	4	5	6	7	8
Cultural reasons	Personal preference	Work related	Visit family/ friends or family events	To attend fairs	To attend religious meetings/ conventions	Only way of life I know	Limited opportunity to settle down/ no pitch on which to live/ lack of site provision

**Q16** Do you or a member of your household plan to travel next year?

<b>1</b>	<b>2</b>
Yes	No

**Q17** Do you think you or a member of your household will travel each year for the next five years and/or beyond?

<b>1</b>	<b>2</b>
Yes	No

**Q18** How many days or weeks do you normally travel each year?

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

**Q19** How many days or weeks do you plan to travel in any given year in the future?

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

**Q20** *Where would you normally go when you are travelling; where and when?*

	Location	Month	Reason	Route
A.				
B.				
C.				
D.				

**Q21** *What reasons do you have for not travelling now or in the future?*

1	2	3	4	5	6	7	8	9	10
Too many problems relating to travelling	Long term health reasons	Short term health reasons	Prefer not to travel	Family commitments	Education of children	Work/ job commitments	Do not need to travel	Other members of my household travel	Other (please state)

Other: \_\_\_\_\_

\_\_\_\_\_

## Transit site questions

**Q22** *Transit sites are intended for short-term use while in transit. Sites are usually permitted and authorised but there is a limit on the length of time residents can stay. Is there a need for transit sites in Lancaster?*

<b>1</b>	<b>2</b>
Yes	No

**Q23** *If yes, where?*

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**Q24** *Please state how many pitches and when is the site needed?*

How many pitches? \_\_\_\_\_

When is the site needed (all the time or only at certain times of year)? \_\_\_\_\_

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**Q25** Who should manage transit sites?

1	2	3	4	5
Councils	Registered social landlords/ Housing Associations	Private (Gypsy/ Traveller)	Private (Non Gypsy/ Traveller)	Other <b>(please state)</b>

Other: \_\_\_\_\_

**Permanent site questions**

**Q26** Is there a need for new permanent site(s) in Lancaster?

1	2
Yes	No

**Q27** If yes, where?

\_\_\_\_\_

**Q28** Please state how many pitches? \_\_\_\_\_



**Q29** Who should manage permanent sites?

	1	2	3	4	5
Councils	Registered social landlords/ Housing Associations	Private (Gypsy/ Traveller)	Private (Non Gypsy/ Traveller)	Other ( <b>please state</b> )	

Other: \_\_\_\_\_

## The future

**Q30** Are you planning to move in the next 5 years?

1	2
No - planning to stay where you are based now <b>[go to 0]</b>	Yes - planning to move elsewhere

**Q31** *Where are you planning to move to?*

<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>
Another pitch on the current site/ yard	Another site/ yard <b>(if so, where)</b>	Bricks and mortar <b>(if so, where)</b>	From bricks and mortar to a site/ yard <b>(if so, where)</b>	Other <b>(please state)</b>
	State settlement/district	State settlement/district	State settlement/district	State settlement/district

**Q32** *What type of accommodation are you planning to move to?*

<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>
Trailer/wagon	Chalet/mobile home	House	Bungalow	Flat	Older persons' housing (eg sheltered/extra care)

**Q33** Which of the following would you consider?

1	2	3	4	5	6	7	8	9
<b>For pitches</b>					<b>For houses</b>			
Rent a pitch on a private site	Own a pitch on a private site	Rent a pitch on a Council/ Housing Association site	Buy some land and create a new pitch	Rent from the Council	Rent from a Housing Association	Rent privately	Buy a property	Other (please state)

Other: \_\_\_\_\_

**Q34** If you are considering moving to bricks and mortar accommodation, what are your reasons?

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**Q35** *If you are considering moving to bricks and mortar accommodation would you use (or have you used) the Lancaster Housing Needs Register?*

1	2
Yes	No

### Emerging households

**Q36** *Are there any people in your household who want to move to their own caravan/pitch/house in the next 5 years?*

State how many	
----------------	--

**If none go to Q41**

**Q37** *If yes, where would they like to move to?*

	HH1	HH2	HH3	HH4
Pitch on current site	1	1	1	1
Move to another site (if so, where)	2	2	2	2
Move to bricks and mortar (if so, where)	3	3	3	3

**Q38** *If yes, what sort of accommodation would they require?*

	HH1	HH2	HH3	HH4
--	-----	-----	-----	-----

Trailer/wagon	1	1	1	1
Chalet/mobile home	2	2	2	2
House	3	3	3	3
Bungalow	4	4	4	4
Flat	5	5	5	5
Sheltered/extra care housing	6	6	6	6
No permanent base required	7	7	7	7
Other ( <b>please specify</b> )	8	8	8	8

Other: \_\_\_\_\_

\_\_\_\_\_

**Q39** *If yes, which of the following options would they consider?*

	HH1	HH2	HH3	HH4
Rent pitch from Council	1	1	1	1
Rent pitch from Registered Provider/Housing Association	2	2	2	2
Rent pitch privately	3	3	3	3
Own land where trailer/wagon is normally located	4	4	4	4
To travel/ use multiple/ various sites	5	5	5	5

**Q40** *Do you think they will want to travel for some of the year?*

	HH1	HH2	HH3	HH4
Yes 1	1	1	1	1
No 2	2	2	2	2

## Current site

**Q41** *Thinking of where you live, is there potential for further expansion?*

<b>1</b>	<b>2</b>
Yes	No

*If so, for how many pitches?* \_\_\_\_\_

**Q42** *Is there potential to sub-divide existing pitches?*

<b>1</b>	<b>2</b>
Yes	No

*If so, for how many pitches?* \_\_\_\_\_

**Q43** *How many vacant pitches are there?* \_\_\_\_\_

**Q44** *How many are available to be occupied by a household?* \_\_\_\_\_

**Q45** Do you know of any households etc to be interviewed? **[please include details]**

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**Q46** Is there anything else you would like to tell us?

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**Q47** *What do you think of the site you live on?*

	<b>1</b>	<b>2</b>	<b>3</b>
	<b>Happy</b>	<b>Okay</b>	<b>Not happy</b>
Site management			
Size of pitch			
Access to site			
Quality of sheds			
Location			
Cost of electricity			
Cost of gas			
Cost of water			
Cost of rent			

**[THEN REPEAT QUESTIONS FOR SECOND HOUSEHOLD, THIRD HOUSEHOLD ETC ON PITCH MAKING SURE THEY ARE REFERENCED CORRECTLY. THE PRINCIPAL HOUSEHOLD SHEET SHOULD HAVE INFORMATION WHICH LINKS TOGETHER ALL QUESTIONNAIRES (eg the site contained 3 households – the principal household and then a cousin of the respondent and his family and a son of the respondent and his family)]**

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## Appendix C(b): Houseboat Questionnaire

# Lancaster City Council Houseboat Survey

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## QUESTIONNAIRE

April 2017

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**Main Contact:** Dr Michael Bullock  
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**Telephone:** 0800 612 9133  
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## City of Lancaster Houseboat Survey

### Introduction

I am an independent researcher doing a study on the accommodation needs of people living on houseboats/bargees. This work is being conducted on behalf of Lancaster City.

We want to find out :

- About the housing needs of people who live on houseboats
- What you think of existing mooring provision
- Your travelling patterns and problems while travelling
- What you think about the costs of your homes
- What other services you feel you need to support you

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 (mooring location) \_\_\_\_\_

## Background data

Number of boats in the vicinity <b>[use any evidence of numbers or attribute them]</b>	
Number of people in household	
Property type	Houseboat <input type="checkbox"/> (1)
	Narrow boat <input type="checkbox"/> (2)
	Cruiser <input type="checkbox"/> (3)
	Other <input type="checkbox"/> (4)
	<b>[please specify]</b> <hr/>

## Household characteristics

### Q1 Who lives in your household?

	Gender	Age	Relationship to respondent	Economic activity
Respondent				
Person 2				
Person 3				
Person 4				
Person 5				
Person 6				
Person 7				
Person 8				

#### [Notes for interview coding:]

	Relationship	Economic activity
1	Spouse/partner	Working full-time (30 or more hrs each week)
2	Son/stepson	Working part-time 16 and up to 30 hrs each week)
3	Daughter/stepdaughter	Working part-time under 16 hrs each week)
4	Grandson/daughter	Self-employed (full or part time)
5	Parent	On Government training programme
6	Grandparent	In full-time education (inc. nursery)
7	Brother/sister	Unemployed and available for work
8	Nephew/niece	Permanently sick/disabled
9	Other relation	Wholly retired from work
10	Friend	Looking after the home and family
11	Lodger/boarder	Full-time carer or volunteer

**Q2** *How would you best describe your household?*

<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>7</b>
Single person under 65	Single person 65 and over	Lone parent	Couple no children	Couple with children	Older couple (one or both 65 and over)	Other

## Home Base

**Q3** *Please briefly describe the waterway(s) where you travel*

**Q4** *Do you have other home bases?*

<b>1</b>	<b>2</b>
Yes	No
<b>Go to Q5</b>	<b>Go to Q6</b>

**Q5 Please tell us about your other home base [record details of next most used home base]**

Type		Where is it? Please record Town/ Settlement and District	Type		Where is it? Please record Town/ Settlement and District
House	<b>1</b>		Sheltered/Extra Care housing	<b>5</b>	
Bungalow	<b>2</b>		Houseboat/narrowboat	<b>6</b>	
Flat	<b>3</b>		Other [please specify]	<b>7</b>	
Caravan/mobile home	<b>4</b>				

**Q6 Why do you live on a houseboat?**

**[Select all that apply]**

<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>7</b>	<b>8</b>	<b>9</b>	<b>10</b>
Could not afford bricks & mortar housing	Close to family and friends	Near to place of work	Near to child(rens) school/nursery	Close to hospital	Close to church	Nowhere else that is suitable	Choose to travel	Simply chose this place/no particular reason	Other [please specify below]

Other: \_\_\_\_\_

**Q7** How long have you lived on this current boat?

1	2	3	4	5	6
Up to 1 year	Over 1 and up to 2 years	Over 2 and up to 3 years	Over 3 and up to 4 years	Over 4 and up to 5 years	5 years and over

**Q8** How long have you travelled in this area?

1	2	3	4	5	6
Up to 1 year	Over 1 and up to 2 years	Over 2 and up to 3 years	Over 3 and up to 4 years	Over 4 and up to 5 years	5 years and over

**Q9** 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	2	3	4
Happy with current home	Prefer house/ bungalow/ flat	Prefer caravan/ mobile home	Other <b>[please specify below]</b>
<b>Go to Q11</b>	<b>Go to Q10</b>	<b>Go to Q10</b>	<b>Go to Q10</b>

Other: \_\_\_\_\_



Q10 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	2	3	4	5	6	7	8
Health/ old age/ illness	Lifestyle/ belief	Prefer bricks & mortar	Prefer caravan/ trailer/ wagon/ pitch	I don't like where I currently live	Want to travel	Want to settle down	Other [please specify below]

Other: \_\_\_\_\_

Q11 In your view is the place where you live a popular place/location/site for Bargee Travellers to live?

1	2
Yes	No

Q12 Why do you say this?

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Q13 Does the place where you currently live have any anti-social behaviour issues?

1	2
Yes	No

Q14 What do you think can be done to prevent anti-social behaviour?

1	2	3
Nothing	Don't know/ not sure	Other [please specify]

Other:

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Q15 Do you rent or own the **boat** where you normally live?

[Select only one]

1	2	3	4
Own boat (no mortgage)	Own boat (with mortgage or bank loan)	Rent (eg privately or from a trust)	Other [please specify below]

Other: \_\_\_\_\_

Q16 Do you rent or own the **land** you are moored at?

[Select only one]

1	2	3	4
Own land where boat is normally located	Rent land where boat is normally located	Rent mooring (eg from Canal and River Trust)	Other [please specify below]

Other: \_\_\_\_\_

*Q17 What are your sources of electric power?*

**[Select all that apply]**

1	2	3	4	5
Mains electric	Solar generator	Diesel engine	Wind turbine	Portable petrol generator

*Q18 What are your sources of heating?*

**[Select all that apply]**

1	2	3	4
Diesel (bubble) stove	Diesel cabin heating	Solid fuel (coal/wood)	Propane gas

**All respondents**

*Q19 Do you think your home is overcrowded?*

**[Select only one]**

1	2
Yes	No

*Q20 If yes, please tell us in what way the home is overcrowded*

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*Q21 What repairs or improvements, if any, are needed to your home?*

**[Select all that apply]**

1	2	3	4	5	6
None	Roof	Doors/windows	Kitchen facilities	Bathroom facilities	Other <b>[please specify below]</b>

Other: \_\_\_\_\_

*Q22 How would you best describe the state of repair of your home?*

**[Select only one]**

1	2	3	4	5
Very good	Good	Neither good nor poor	Poor	Very poor

## Housing History

Q23 Where did you live before you came here (or moved to your existing home)?

1	2	3
Please state Town/ District	Travelling all the time (no permanent home)	Homeless

Q24 Why did you leave that place?

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## Travelling

**Q25** *In the last year, have you moved moorings?*

**[Select only one]**

1	2
Yes	No
<b>Go to Q26</b>	<b>Go to Q27</b>

**Q27** *Why do you travel?*

**[Select all that apply]**

1	2	3	4	5	6	7	8
Necessity of licence agreement	Cultural heritage	Personal preference	Work related	Visit family/ friends	Only way of life I know	Limited opportunity to settle/ no mooring on which to live/ lack of mooring provision	Other <b>[please specify below]</b>

Other: \_\_\_\_\_

**Q26** *How often have you had to move to different moorings in the past year?*

**[Select only one]**

1	2	3	4	5	6
1-2 times each month	Every month	Every 1 to less than 3 months	Every 3 to less than 6 months	Every 6 to less than 9 months	Every 9 to less than 12 months

*Q28 What problems, if any, do you have while travelling?*

**[Select all that apply]**

1	2	3	4	5	6	7	8	9	10
No places/ moorings to stop over	Closing of traditional stopping places	Abuse, harassment or discrimination	Lack of toilet facilities	No water facilities	Problems with rubbish collection	Police behaviour	Enforcement Officer behaviour	Behaviour of other Bargee Travellers	Other <b>[please specify below]</b>

Other: \_\_\_\_\_

*Q29 Has living in this location affected your physical or mental health in anyway?*

1	2
Yes	No
<b>Go to Q30</b>	<b>Go to Q31</b>

*Q30 In what way(s) has it affected you?*

\_\_\_\_\_



## The Future

Q31 In the next five years, is your household:

1	2
Planning to stay living on a houseboat in the same District	Planning to move elsewhere
<b>Go to Q38</b>	<b>Go to Q32</b>

Other \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

Q32 If you are planning to move elsewhere, are you planning to move to:

[Select one]

1	A mooring outside the District (if so, where)	<b>Go to Q38</b>
2	Into bricks and mortar accommodation	<b>Go to Q33</b>
3	Other [please specify]	

Q33 If you are planning to move to bricks and mortar accommodation, where would it be (town/village/local authority area)?

Q34 If you are planning to move to bricks and mortar accommodation, what type of accommodation?

1	2	3	4
House	Bungalow	Flat	Sheltered/ Extra Care Housing

Q35 If you are planning to move to bricks and mortar accommodation, would you be renting or buying?

1	2	3	4	5
Rent from Council	Rent privately	Rent from Housing Association/RP/RSL	Buy	Other [please state]

Other: \_\_\_\_\_

*Q36 If planning to move to bricks and mortar accommodation, would you use (or have you used) Lancaster City Housing Needs Register?*

<b>1</b>	<b>2</b>	<b>3</b>
Yes, could use or have used	No	Don't know/not sure
<b>Go to Q38</b>	<b>Go to 0</b>	<b>Go to 0</b>

*Q37 If you would not use the service please can you tell us why this is the case?*

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*Q38 Is there a need for permanent moorings in Lancaster City area and/or in the neighbouring area?*

<b>1</b>	<b>2</b>
Yes	No

Q39 *If yes, in which of the following locations?*

**[Tick all that apply]**

Where are permanent moorings needed?	Why this location	How big does the marina need to be? (Number moorings)	
City of Lancaster Council area <b>[please specify]</b>			<b>1</b>
Other local authority area bordering Lancaster City <b>[please specify]</b>			<b>2</b>

Q40 *How do you think the moorings should be managed?*

**[Select only one]**

<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>
Councils	Private	Canal and Rivers Trust	Registered Social Landlords/ Housing Associations	Other <b>[please state]</b>

Other: \_\_\_\_\_

## Emerging Families

*Q41 How many members of your family who are living with you now, are likely or need to move on and set up by themselves in the next five years?*

**[Select only one]**

1	2	3	4
One	Two	Three	Four

*Q42 What would you (or they) want as a permanent base?*

		HH1(a)		HH2(b)		HH3(c)		HH4(d)
Continue to live on a houseboat	1		1		1		1	
Move to a house/flat/bungalow	2		2		2		2	
Sheltered/Extra Care housing – <b>see note</b>	3		3		3		3	
Other <b>[Please state]</b>	4		4		4		4	

Other: \_\_\_\_\_

**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 retirement villages. You have your own front door. Domestic support and personal care are available.

Q43 If planning to move to another location, where would you (they) prefer to live? Please state town/borough. This can be an area outside Lancaster City

HH1(a)	HH2(b)	HH3(c)	HH4(d)

Q44 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 mooring from the Canal and Rivers Trust	1	1	1	1	1	1	1	
Rent mooring from Registered Provider/ Housing Association	2	2	2	2	2	2	2	
Rent mooring privately	3	3	3	3	3	3	3	
Own land where mooring is located	4	4	4	4	4	4	4	
To travel/use multiple/various moorings	5	5	5	5	5	5	5	
Other [Please state]	6	6	6	6	6	6	6	

Other: \_\_\_\_\_

\_\_\_\_\_

*Q45 Do you know of any other Bargee Travellers who may want to participate with this research? Could you provide some contact details as we may approach them for an interview to better understand their needs?*

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*Q46 Is there anything else you would like to tell us?*

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## 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.