West Lancashire Borough Council Gypsy and Traveller Accommodation Assessment Study

Final Report

December 2017

RRR Consultancy Ltd
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Executive Summary

Introduction

S1. In June 2017 West Lancashire Borough Council commissioned RRR Consultancy Ltd to undertake a robust Gypsy and Traveller Accommodation Assessment study (GTAA) for West Lancashire Borough for the period 2017-2037. The results will be used as an evidence base for the emerging West Lancashire Local Plan Review and to inform the allocation of resources.

S2. The requirement to assess the accommodation needs of Gypsies and Travellers and Travelling Showpeople is established through national policy contained in Planning Policy for Travellers (DCLG, 2015).

S3. This assessment covers need for caravans insofar as this relates to Gypsies, Travellers, and Travelling Showpeople. General needs for non-Traveller caravan dwellers are being considered in a separate study.

S4. It is important to note that previous and current guidance documents are useful in helping guide the GTAA process and how local authorities should address the needs of the different Gypsy and Traveller groups. This includes data collection and analysis following practice guidance set out by the Department for Communities and Local Government (DCLG) in recent ‘Draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats’ (March 2016), and ‘Planning Policy for Traveller Sites’ (August 2015).

S5. To achieve the study aims, the research drew on a number of data sources including:

- Review of secondary information
- Consultation with organisations involved with Gypsies and Travellers
- Extensive face-to-face surveys of Gypsies and Travellers covering a range of issues related to accommodation and service needs.

Policy context

S6. In August 2015, the Government published its amended ‘Planning Policy for Traveller Sites’ (PPTS), which replaced the previous guidance and circulars relating to Gypsies and Travellers and Travelling Showpeople. The guidance emphasised the need for local authorities to use evidence to plan positively and manage development. Whilst it is clear that the 2015 PPTS excludes those who have ceased to travel permanently as being Gypsies and Travellers (for planning purposes), it does not explicitly state how the new definition should be interpreted in relation to other factors such as whether families travel for economic or work purposes.
S7. Given differences in interpretation of PPTS 2015, this GTAA provides two needs figures: first, one based on the accommodation needs of families who have not permanently ceased to travel; and second, one which considers the accommodation needs only of families who travel in a caravan for work purposes. It is the first interpretation of PPTS 2015 (i.e. based on households who have not permanently ceased to travel) that this GTAA recommends should be adopted by the local authority. This is because needs figures based only on households who travel in a caravan for work purposes are likely to underestimate need and be open to legal challenges.

S8. In March 2016, DCLG published its draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats. It states that, when considering the need for caravans and houseboats, local authorities will need to include the needs of a variety of residents in differing circumstances including, for example, caravan and houseboat dwelling households and bricks and mortar dwelling households.

S9. The draft West Lancashire policy (not taken to adoption) on Traveller sites outlines the criteria by which the location of new Gypsy and Traveller accommodation should be determined. It is apparent that the Council considers it important to take into account a range of factors including the sustainability of new sites e.g. proximity to local services, and the potential impact on the environment. However, it is likely that any revised local policies would reflect the findings of this GTAA.

Population Trends

S10. There are two major sources of data on Gypsy and Traveller numbers in the study area – the national DCLG Traveller Caravan Count, and local authority data. The DCLG count has significant difficulties with accuracy and reliability. As such, it should only be used to determine general trends – it is the survey undertaken as part of the GTAA which provides more reliable and robust data.

S11. Compared to neighbouring local authorities, the number of caravans recorded by the January 2017 caravan count is fairly low at 26 caravans (including 22 caravans on unauthorised sites). When the population is taken into account, the density of caravans in West Lancashire is relatively high compared to neighbouring local authorities at 23 caravans per 100,000 population, but substantially below the national average of 41 caravans per 100,000 population.

S12. The data indicates total provision of 13 pitches across the study area including 6 occupied privately owned pitches and 7 pitches on unauthorised developments. There are currently 10 Travelling Showpeople plots across the study area, although as the yard is being redeveloped, they are no longer available for use by Travelling Showpeople families.

S13. There was a total of 50 unauthorised encampments over the period January 2015 to January 2017 equating to an average of 4 per quarter. Excluding ‘outliers’ i.e. unauthorised encampments of unusual length, the average length of encampments was 4 days. Over
half of all unauthorised encampments in the previous 3 years occurred in Skelmersdale. On average, the number of unauthorised encampments within the Borough has been steadily decreasing although recorded encampments tend to peak in winter and spring months.

Stakeholder Consultation

S14. Consultations with a range of stakeholders were conducted between September 2017 and October 2017 to provide in-depth qualitative information about the accommodation needs of Gypsies, Travellers, and Travelling Showpeople. The aim of the consultation was to obtain both an overall perspective on issues facing these groups, and an understanding of local issues that are specific to the study area.

S15. Stakeholders regarded the main barriers to the provision of both permanent and transit sites as negative perceptions of Gypsies and Travellers, public opposition to new sites, lack of affordable land, the complexity and cost of the planning process, and changes to the planning definition of Gypsies and Travellers. The media was regarded as playing a negative role in determining attitudes towards Gypsies and Travellers, whilst there are too few positive media articles regarding the achievement of the Gypsy and Traveller community. For example, there is a good relationship between local schools and the Gypsy and Traveller community in West Lancashire.

S16. The impact of the revised Planning Policy for Travellers Sites (August 2015) on assessing accommodation need and planning processes in relation to Gypsies and Travellers was discussed. The change in definition impacts adversely on families who do not travel. This is because a lack of Gypsy or Traveller status impacts on planning applications for new sites or when applying for rental pitches. There was concern that the new definition could reduce the ‘need’ for the provision of accommodation for Gypsies and Travellers, dependent on how assessments are undertaken.

S17. Stakeholders commented on how there needs to be better information sharing and improved communication between service providers, and between service providers and Gypsies, Travellers, and Travelling Showpeople. They commented on the need for better awareness amongst service providers of the support needs of Gypsies and Travellers.

Surveys of Gypsy and Traveller families

S18. Between August and September 2017, a total of 13 surveys were undertaken by RRR Consultancy with Gypsy and Traveller families residing on authorised permanent sites (6 surveys), and families residing on unauthorised developments (7 surveys). The survey recorded 65 people self-identifying as Gypsies and Travellers (in accordance with ethnic identity as given full protection under the Equality Act 2010) living on sites (including authorised and unauthorised developments and encampments).

S19. In relation to accessing health services, all families were registered with a local doctor. Health issues reported included: problems due to old age, mental illness, long-term illness
(including cancer), high blood pressure and physical disability. In relation to education, most surveyed household children of school age attend school with some receiving home tutoring. All primary aged children were receiving school education. Some secondary school aged children are home tutored, due to cultural reasons and the children ‘learning the family trade’ and ‘way of life’.

S20. All respondents had travelled during the last 12 months in a caravan or trailer. Households were more likely to travel during the summer and spring months compared to autumn or winter. Whilst families believe there is a need for more permanent sites in the study area, they stated that this can be met by authorising sites which are currently unauthorised. Beyond that, only one or two additional sites are required. Households stated that planning permission would enable them to develop the sites to a better standard, to improve the appearance of sites, and enable them to improve facilities (including water and electrics).

Accommodation need

S21. Accommodation need for the study area was assessed using analysis of primary and secondary data. The accommodation needs calculation steps were based on a model in accordance with both previous and current Practice Guidance issued by DCLG. The model contains seven basic components; five assessing need and two assessing supply, which are applied to each sub-group, based on secondary data.

S22. Table S1 summarises accommodation need over the period 2017-37. It shows that a further 21 Gypsy and Traveller pitches (16 excluding households who do not travel for work) are needed over 20 years in the study area. In terms of Travelling Showpeople, 5 additional plots are needed over the 20 year period.

S23. In relation to Gypsies and Travellers, the main drivers of need are from newly forming families and families residing on unauthorised encampments and developments.

<table>
<thead>
<tr>
<th>Period</th>
<th>G&amp;T Pitches</th>
<th>TS Plots</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total 2017-22</td>
<td>15 (10)</td>
<td>4</td>
</tr>
<tr>
<td>Total 2022-27</td>
<td>2 (2)</td>
<td>0</td>
</tr>
<tr>
<td>Total 2027-32</td>
<td>2 (2)</td>
<td>1</td>
</tr>
<tr>
<td>Total 2032-37</td>
<td>2 (2)</td>
<td>0</td>
</tr>
<tr>
<td>Total 2017-37</td>
<td>21 (16)</td>
<td>5</td>
</tr>
</tbody>
</table>

Source: GTAA 2017
(Figures in brackets are needs excluding households who do not travel for work)

S24. In relation to transit provision, it is also recommended that the local authority should have a corporate policy in place to address negotiated stopping places for small scale transient encampments, and that it should work with neighbouring local authorities to provide new transit provision, in particular authorities in Merseyside with whom West Lancashire primarily work.
Conclusions

S25. As well as quantifying accommodation need, the study also makes recommendations on key issues. This report primarily recommends that West Lancashire Borough Council work jointly with neighbouring authorities where appropriate to address the needs. The other general recommendations are as follows:

- Develop a holistic vision for their work on Gypsies and Travellers and embed it in Community and Homelessness Strategies, Local Plans and planning and reporting obligations under the Equality Act 2010.
- Provide regular training and workshop sessions with local authority and service provider employees (and elected members) to help them to further understand the key issues facing the Gypsy and Traveller and Travelling Showpeople community.
- Formalise communication processes between relevant housing, planning and enforcement officers etc. in both the study area and neighbouring local authorities.
- Review existing provision for opportunities for expansion where suitable and appropriate.
- In conjunction with relevant Government guidance, review the categorisation of local flood risk areas.
- If the areas where need has been identified continue to be categorised as category 3 flood risk areas, and the sites are therefore unable to meet the needs of the households in need, liaise with the households to identify suitable land that will meet the Council criteria and the households' accommodation needs.
- Council to support and guide potential site developers through the planning application process. This could include helping the owners of small family sites to apply for planning permission to extend sites in order to address future need.
- Council could consider helping to meet the needs of households unable to afford to own a site by renting or leasing small parcels of local authority owned land to them and assisting with planning applications and site development.
- Consider the suitability of land owned by one of the households to meet their accommodation need.
- In liaison with relevant enforcement agencies such as the police, develop a common approach to dealing with unauthorised encampments.
- Develop a common approach to recording unauthorised encampments which includes information such as location, type of location (e.g. roadside, park land etc.), number of caravans/vehicles involved, start date, end date, reason for unauthorised encampment (e.g. travelling through area, attending event, visiting family etc.), family name(s), and action taken (if any).
- Implement corporate policy to provide negotiated stopping arrangements to address unauthorised encampments for set periods of time at agreed locations.
- Encourage local housing authorities to include Gypsy and Traveller categories on ethnic monitoring forms to improve data on population numbers, particularly in housing.
• Better sharing of information between agencies which deal with Gypsies and Travellers, and Travelling Showpeople

• Given the population size and demographics of the Traveller population can change rapidly, Traveller accommodation needs should be reviewed every 5 to 7 years.
1. Introduction

Study context

1.1 In June 2017 West Lancashire Borough Council commissioned RRR Consultancy Ltd to undertake a Gypsy and Traveller Accommodation Needs Assessment (GTAA) for the period 2017-2037. The results will be used as an evidence base for policy development in housing and planning and to inform the allocation of resources.

1.2 The requirement to assess the accommodation needs of Gypsies and Travellers and Travelling Showpeople is established through national guidance contained in Planning Policy for Travellers (DCLG, 2015).

Methodological context

1.3 To achieve the study aims, the research drew on a number of data sources including:

- Review of secondary information: a review of national and local planning policies and recently undertaken GTAAs, and analysis of secondary data. This included analysis of the most recently published (January 2017) and previous DCLG Traveller Caravan Counts to determine trends in the population of Gypsies and Travellers.
- A focus group with key stakeholders and telephone interviews with stakeholders unable to attend the focus group. This provided qualitative data regarding the accommodation needs of Gypsies, Travellers, and Travelling Showpeople.
- Extensive face-to-face surveys of Gypsies, Travellers and Travelling Showpeople, covering a range of issues related to accommodation and service needs. This key element of the methodology provided comprehensive data regarding accommodation needs.

1.4 The above resulted in an extensive range of quantitative and qualitative data enabling a robust and reliable assessment of accommodation needs.
Geographical context

1.5 The following is a map of the GTAA study area (shaded in green) with neighbouring authorities (unshaded).

![Figure 1.1 Study Area (with neighbouring local authorities)](image)

Source: ONS 2017

**West Lancashire Borough**

1.6 According to the West Lancashire Local Plan 2012-2027 the Borough comprises a mixture of vibrant towns and villages sitting alongside tranquil countryside and covers an area of 38,109 hectares. The Borough is predominantly rural in nature, and is widely recognised as an attractive place to live, work and visit. The majority of people live in the Borough’s three
main settlements: Skelmersdale, Ormskirk, and Burscough. West Lancashire is bordered by the Ribble Estuary to the north, Sefton Borough to the west, Knowsley and St Helens to the south, and Wigan, Chorley and South Ribble to the east. West Lancashire is situated within the Liverpool City Region, due to its strong economic, social, cultural and transport links to the area, particularly with Southport and Liverpool. The Borough is also influenced by, and has links to, the Central Lancashire and Manchester City regions, particularly Wigan. There are also strong cross-boundary links, as a number of settlements in the Borough physically connect with settlements in neighbouring authorities.

1.7 The majority of the Borough has relatively good road access to the neighbouring towns of Southport, Preston, St. Helens, Wigan and Liverpool. There are also good connections to the wider motorway network via the M58 and M6. However, there is a major issue regarding traffic congestion around Ormskirk town centre as a result of the one-way system on the A570 and there can be significant congestion issues at peak times on the A59 through Ormskirk and Burscough. Problems in the Northern Parishes also exist in relation to congestion and issues with HGVs passing through the centre of the settlements.

1.8 Patterns of movement illustrate that around 57% of West Lancashire residents travel to work within the Borough, with the most popular outward destinations being within the Liverpool City Region (especially Sefton) and, to a lesser degree, the Manchester City Region (especially Wigan).

Definition Context

1.9 It is essential to consider definitions relating to the Gypsy and Traveller population. According to Niner\(^1\), there are three broad groupings of Gypsies and Travellers in England: traditional English (Romany) Gypsies, traditional Irish Travellers, and New Travellers. There are smaller numbers of Welsh Gypsies and Scottish Travellers. Romany Gypsies were first recorded in Britain around the year 1500, having migrated across Europe from an initial point of origin in Northern India.

1.10 Gypsies and Irish Travellers have been recognised by the courts to be two distinct ethnic groups, so have the full protection of the Equality Act 2010. The courts made clear that travelling is not a defining characteristic of these groups, but only one among others. This is significant, because the majority of Britain’s estimated 300,000 Gypsies and Travellers are thought to live in conventional housing, some by choice, and some because of the severe shortage of sites\(^2\).

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1.11 However, in relation to planning, in August 2015, the DCLG amended its definition of Gypsies and Travellers, as set out below:

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.

In determining whether persons are “gypsies and travellers” for the purposes of 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.

1.12 Unlike Gypsies and Travellers, Travelling Showpeople are not considered to be an ethnic minority. Although some Gypsies and Travellers may earn a living as ‘travelling showpeople’, Travelling Showpeople as a group do not consider themselves to belong to an ethnic minority.

1.13 According to DCLG (August 2015) guidance on planning policy for traveller sites, the definition of Travelling Showpeople is:

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.

1.14 Also, for the purposes of GTAAs, Travelling Showpeople are included under the definition of ‘Gypsies and Travellers’ in accordance with The Housing (Assessment of Accommodation Needs) (Meaning of Gypsies and Travellers) (England) Regulations 2006, and the draft guidance to local housing authorities on the periodical review of housing needs (March 2016). It recommends that Travelling Showpeople’s own needs and requirements should be separately identified in the GTAA. To ensure it is following DCLG guidance, this GTAA adheres to the definition of Gypsies, Travellers and Travelling Showpeople.
Showpeople as defined by the DCLG ‘Planning Policy for Traveller Sites’ (August 2015) (see paragraphs above).

Summary

1.15 Whilst the Housing and Planning Act removes the requirement for all local authorities to carry out a stand-alone assessment of the accommodation needs of Gypsies and Travellers, the August 2015 Planning Policy for Traveller Sites (PPTS) reiterates the need for local authorities to evidence the accommodation needs of Gypsies and Travellers and to determine the number, type and location of new provision. PPTS amended the definition of Gypsies and Travellers for planning purposes.

1.16 The purpose of this assessment is to quantify the accommodation and housing related support needs of Gypsies, Travellers and Travelling Showpeople in the study area between 2017 and 2037. This is in terms of:

- permanent pitches (and sites) and transit sites /negotiated stopping arrangements for Gypsies and Travellers
- plots (and yards) for Travelling Showpeople.

1.17 The results will be used to inform the allocation of resources and as an evidence base for policy development in housing and planning.

1.18 To achieve the study aims, the research drew on several data sources: a review of secondary information; consultation with organisations involved with Gypsy and Traveller and Travelling Showpeople issues, and extensive surveys of Gypsies, Travellers and Travelling Showpeople residing in West Lancashire. These provided an extensive range of quantitative and qualitative data enabling a robust and reliable assessment of accommodation needs.
2. Policy context

Introduction

2.1 This chapter examines policy documents relevant to Gypsy and Traveller and Travelling Showpeople issues. The intention is to highlight areas of effective practice in the study area. Furthermore, understanding the current position will be important in the development of future strategies intended to meet accommodation need and housing related support need among Gypsies and Traveller and Travelling Showpeople.

National Policies

DCLG Planning Policy for Traveller Sites (PPTS) (August 2015)

2.2 In August 2015 the Government published its amended planning policy for traveller sites, which replaced the previous guidance and circulars relating to Gypsies and Travellers and Travelling Showpeople. The guidance emphasised the need for local authorities to use evidence to plan positively and manage development. PPTS requires local authorities to work with neighbouring local authorities to determine transit and permanent pitch and plot targets. It states that in assembling the evidence base necessary to support their planning approach, local authorities should:

- effectively engage with both settled and traveller communities
- co-operate with traveller groups to prepare and maintain an up-to-date understanding of the likely permanent and transit/emergency accommodation needs of their areas, and
- use a robust evidence base to establish accommodation needs to inform the preparation of local plans and to make planning decisions

2.3 There are some key differences between the March 2012 and August 2015 versions of the PPTS, including the weight which can be given to any absence of a five-year supply of permanent sites when deciding planning applications for temporary sites\(^6\).

2.4 One important amendment relates to the change in the definitions of Gypsies, Travellers, and Travelling Showpeople. The August 2015 PPTS changed the definition to exclude households who have permanently ceased to travel – in effect, for planning purposes, PPTS regards such households as members of the settled community. As such, their accommodation needs are not considered as part of Gypsy and Traveller accommodation assessments, and so this is the approach taken in this GTAA.

2.5 Whilst it is clear that the 2015 PPTS excludes those who have ceased to travel permanently as being Gypsies and Travellers (for planning purposes), it does not explicitly state how the new definition should be interpreted in relation to other factors such as whether families travel for economic or work purposes.

2.6 One interpretation is that ‘a nomadic habit of life’ means travelling for an economic purpose. Previous case law e.g. R v Shropshire CC ex p Bungay (1990) and Hearne v National Assembly for Wales (1999) has been used to support this point. However, there is nothing within PPTS which indicates that Gypsy or Traveller status (for planning purposes) is solely derived from whether there is any employment-related travelling. Also, such case law precedes the August 2015 definition change and it is believed that there has not yet been any case law in relation to the updated definition.

2.7 More recent Planning Inspectors’ reports have reached differing conclusions regarding whether the Gypsy and Traveller status (for planning purposes) should be based on patterns of employment-related nomadism. For example, a planning appeal decision regarding a site at Throcking, Hertfordshire, in 2016 concluded the appellant was not a Gypsy and Traveller for planning purposes as there was insufficient evidence “that he is currently a person of a nomadic habit of life” for employment purposes (i.e. he did not meet the August 2015 PPTS definition).

2.8 In contrast, some other Planning Inspectors’ reports have appeared to give less weight to the travelling status of Gypsies and Travellers. For example, an appeal decision regarding a site in Blythburgh, Suffolk, states that whilst the appellant had permanently ceased to travel, he is nonetheless an ethnic Romany gypsy with protected characteristics under the Equality Act 2010. RRR Consultancy is also aware of current and potentially forthcoming legal challenges to the August 2015 PPTS definition. For example, the Community Law Partnership is preparing a legal challenge to the definition on behalf of a Gypsy woman. It is therefore possible that applying a strict employment-based interpretation of the August 2015 definition for planning purposes could lead to difficulties, but it is also possible that the legal challenge to PPTS could fail and the employment-based interpretation become more settled.

2.9 In the absence of case law on the current (2015) PPTS definition, the key conclusion to draw on this matter is that there is no firm, settled understanding of the extent to which nomadism for employment-related purposes is determinative of the planning status of a self-identifying Gypsy and Traveller. As the differing appeal decisions show, the facts of each individual case are very important in reaching a conclusion.

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7 Appeal Ref: APP/J1915/W/16/3145267 Elmfield Stables, Thirty Acre Farm, Broadfield, Throcking, Hertfordshire, 6 December 2016.

8 Appeal Ref: APP/J3530/A/14/2225118, Pine Lodge, Hazels Lane, Hinton, Blythburgh, Suffolk IP17 3RF 1 March 2016.
2.10 Given the above, our approach is to undertake a methodology which provides two needs figures: first, one based on the accommodation needs of families who have not permanently ceased to travel; and second, one based on the accommodation needs only of families who travel in a caravan for work purposes. Using these methods will ‘future-proof’ the GTAA and ensure that the revised definition is applied in both a fair and objective manner. As such, the accommodation needs of Gypsies and Travellers are able to be determined in respect of the current definition in a way that is both robust and reliable and minimises possible future challenges. Different GTAAs reach differing conclusions on this matter and it is for the Local Authorities to decide individually which approach to take for planning purposes. It is recommended that this be kept under review in the light of evolving appeal decisions and case law.

*DCLG Draft Guidance on Housing Needs (March 2016)*

2.11 In March 2016 DCLG published its draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats. It states that when considering the need for caravans and houseboats local authorities will need to include the needs of a variety of residents in differing circumstances, for example:

- Caravan and houseboat dwelling households:
  - who have no authorised site anywhere on which to reside
  - whose existing site accommodation is overcrowded or unsuitable, but who are unable to obtain larger or more suitable accommodation
  - who contain suppressed households who are unable to set up separate family units and
  - who are unable to access a place on an authorised site, or obtain or afford land to develop on.

- Bricks and mortar dwelling households:
  - Whose existing accommodation is overcrowded or unsuitable (‘unsuitable’ in this context can include unsuitability by virtue of a person’s cultural preference not to live in bricks-and-mortar accommodation).

2.12 Importantly, in respect of this report, the draft guidance states that assessments should include, but are not limited to, Romany Gypsies, Irish and Scottish Travellers, New Travellers, and Travelling Showpeople.

2.13 The DCLG draft guidance (2016) recognises that the needs of those residing in caravans and houseboats may differ from the rest of the population because of:

- their nomadic or semi-nomadic pattern of life
- their preference for caravan and houseboat-dwelling
- movement between bricks-and-mortar housing and caravans or houseboats
• their presence on unauthorised encampments or developments.

2.14 Also, it suggests that as mobility between areas may have implications for carrying out an assessment local authorities will need to consider:

• co-operating across boundaries both in carrying out assessments and delivering solutions
• the timing of the accommodation needs assessment
• different data sources

2.15 Finally, the DCLG draft guidance states that, in relation to Travelling Showpeople, account should be taken of the need for storage and maintenance of equipment as well as accommodation, and that the transient nature of many Travelling Showpeople should be considered.

Housing and Planning Act 2016

2.16 The Housing and Planning Act, which gained Royal Assent on 12 May 2016, omits sections 225 and 226 of the Housing Act 2004, which previously identified ‘gypsies and travellers’ as requiring specific assessment for their accommodation needs when carrying out reviews of housing needs. Instead, the Act amends section 8 of the Housing Act 1985 governing the assessment of accommodation needs to include all people residing in or resorting to the district in caravans or houseboats. However, for planning purposes, as noted above, the DCLG Planning Policy for Traveller Sites (August 2015) still requires local authorities to identify the accommodation needs of Gypsies, Travellers and Travelling Showpeople.

Duty to cooperate and cross-border issues

2.17 The duty to cooperate was created in the Localism Act 2011. It places a legal duty on local planning authorities, county councils in England, and public bodies to engage constructively, actively and on an ongoing basis to maximise the effectiveness of Local Plan preparation relating to strategic cross boundary matters.

2.18 Local authorities are required to work together to prepare and maintain an up-to-date understanding of the likely permanent and transit accommodation needs for their areas. They should also consider the production of joint development plans to provide more flexibility in identifying sites, particularly if a local planning authority has special or strict planning constraints across its area.

2.19 As part of the production of this assessment, a Stakeholder Focus Group was held at which adjoining planning and housing authorities, representatives from the Police, and Health and Wellbeing officers were invited to discuss issues relevant to them relating to Gypsies, Travellers and Travelling Showpeople. The findings from the consultation are discussed in detail in Chapter 4.
Local Planning Policies

Provision for Traveller Sites Development Plan Document, June 2016

2.20 Policy GT1 of the DPD outlines the Council’s criteria for determining the suitability of Gypsy and traveller sites and Travelling Showpeople plots. In relation to broad locations, it states that proposals for permanent or transit sites or pitches should be located in areas where need exists, as demonstrated by robust evidence. The DPD states that proposed sites should meet the following criteria:

I. The site does not lie within the Green Belt, unless very special circumstances are demonstrated;

II. The site, on account of its scale and / or location, would not dominate the nearest settled community in such a way that the prospect of peaceful and integrated co-existence between the site and the local settled community would be undermined;

III. The site is sufficiently far from any refuse site, industrial process, high voltage electricity infrastructure, other hazardous place, or any other process, land use or environmental issue (e.g. flyover, motorway), for there to be no unacceptable impact on the health, safety or general well-being of the residents of the site;

IV. The site is not subject to any physical constraints or other environmental issues that cannot be mitigated to an acceptable level, and that would impact on the health, safety or general well-being of the residents of the site, or on non-residents;

V. The site is accessible by a public highway that can accommodate typical Traveller-related vehicles without compromising highway safety;

VI. The site is not in Flood Zone 2;

VII. The site is not within, adjacent to, or close to (such that it would adversely affect) any area of land subject to a nature conservation designation;

VIII. The site is not within, adjacent to, or close to (such that it would adversely affect) any area of land subject to an historic environment or historic landscape designation;

IX. The site has mains water, drainage and electricity, or else these services could readily be provided and satisfactory drainage achieved;

X. The use of this site as a Traveller site would not place undue pressure on local infrastructure and services;

XI. The site is within 1.5 kilometres (or 20 minutes” walk) of a bus route or other public transport facility, and / or it is possible to access from the site by means other than private motor vehicle the following facilities / services:
   - an appropriate health facility;
   - education facilities, in particular a primary school;
   - employment opportunities;
   - shops;
   - other necessary services;
XII. It is possible to achieve visual and acoustic privacy on the site without any unacceptable visual impact on the site’s surroundings;

XIII. The site can accommodate between 3 and 15 pitches.

2.21 Also, the DPD states that transit sites should be accessible to the M58, or to the strategic highway network.

2.22 Importantly, the DPD makes it clear that, following national guidance (Planning Policy for Traveller Sites 2015), proposed sites should not be located in areas at high risk of flooding i.e. Flood Zone 3. A number of existing sites e.g. those situated around Banks, are located in a Flood Zone 3 area.

Gypsy and Traveller Accommodation Assessments (GTAA)

2.23 Given the transient nature of Gypsies and Travellers it is important for the GTAA to consider Gypsy and Traveller accommodation need in neighbouring authorities. Also, the travelling patterns of Gypsies and Travellers transcend local authority boundaries. As such, the following section discusses the results of GTAA s recently undertaken by neighbouring and nearby local authorities specifically in relation to accommodation need and travelling patterns.

Central Lancashire Gypsy and Traveller Assessment, June 2015

2.24 The 2015 GTAA was undertaken on behalf of Chorley Borough Council, Preston City Council and South Ribble Borough Council. At the time of the GTAA there were 14 pitches located on 1 local authority owned site within the study area, 7 pitches with temporary planning permission on 2 sites, and 1 pitch on an unauthorised site. According to the GTAA, there is a total shortfall over the 5-year period 2013/14 to 2017/18 of 20 pitches in Central Lancashire. This arises due to the need to provide for households currently living on temporary authorised sites plus need from emerging households (on sites, in bricks and mortar accommodation, and from households currently not living in Central Lancashire). The GTAA identifies a need for a further 17 additional pitches in Central Lancashire for the period 2018/19 to 2027/28. The GTAA also identifies a need of 10 Travelling Showperson plots in Central Lancashire over the period 2013/14 to 2017/18. Finally, the GTAA recommends that the provision of 4 transit pitches be made across the study area during the period 2013/14 to 2017/18.

Merseyside and West Lancashire Gypsy and Traveller Assessment, August 2014

2.25 The 2014 GTAA was undertaken on behalf of Knowsley Council, Liverpool Council, Sefton Council, St Helens Council, West Lancashire Borough Council, and Wirral Council. At the time of the GTAA there were 50 pitches located on 3 local authority owned sites within the study area, 33 occupied pitches on 6 private authorised sites, 12 unoccupied pitches 3 private authorised sites, and 12 pitches on 6 unauthorised sites. The GTAA found a need for 42 additional Gypsy and Traveller pitches over the period 2013/14 to 2032/33 (22
pitches in West Lancashire). The GTAA also found a need for 22 transit pitches across the study area as a whole for the period 2013/14 to 2017/18 (4 transit pitches in West Lancashire to accommodate a maximum of 8 caravans). Finally, the GTAA found a need for 1 Travelling Showpeople yard with at least one residential plot in West Lancashire across the period 2013/14 to 2017/18. In relation to travelling, respondent households were most likely to travel during summer months. Issues experienced by respondent households included no places to stop over, the closing of traditional stopping places, and police behaviour.

Summary

2.26 DCLG Planning Policy for Traveller Sites (August 2015) emphasises the need for local authorities to use evidence to plan positively and manage development. The Housing and Planning Act 2016 amends section 8 of the Housing Act 1985 governing the assessment of accommodation needs to include all people residing in or resorting to the district in caravans or houseboats. However, for planning purposes, as noted above, PPTS still requires local authorities to identify the accommodation needs of Gypsies, Travellers and Travelling Showpeople.

2.27 The draft Traveller Sites DPD policy on location of Traveller sites set out the criteria by which the location of new Gypsy and Traveller accommodation should be determined. The policy considers a range of factors including the sustainability of new sites e.g. proximity to local services, and the potential impact on the environment.

2.28 Given the cross-boundary characteristic of Gypsy and Traveller accommodation issues, it is important to consider the findings of GTAAs produced by neighbouring local authorities. GTAAs recently undertaken by neighbouring local authorities suggest that there remains Gypsy and Traveller accommodation need throughout the region.
3. Trends in the population levels

Introduction

3.1 This section examines population levels in the GTAA study area and population trends. The primary source of information for Gypsies and Travellers (including Travelling Showpeople) in England is the DCLG Traveller Caravan Count. This was introduced in 1979 and places a duty on local authorities in England to undertake a twice-yearly count for the DCLG on the number of Gypsy and Traveller caravans in their area. The count was intended to estimate the size of the Gypsy and Traveller population for whom provision was to be made and to monitor progress in meeting need.

3.2 Although the duty to provide sites was removed in 1994, the need for local authorities to conduct the count has remained. There are, however, several weaknesses with the reliability of the data. For example, across the country counting practices vary between local authorities, and the practice of carrying out the count on a single day ignores the rapidly fluctuating number and distribution of unauthorised encampments. Also, some authorities include Travelling Showpeople in the same figures as the Gypsies and Travellers; others distinguish between the groups; others don’t include Travelling Showpeople.

3.3 Significantly, the count is only of caravans and so Gypsies and Travellers living in bricks and mortar accommodation are excluded. It should also be noted that pitches often contain more than one caravan, typically two or three.

3.4 However, despite concerns about accuracy, the count is valuable because it provides the only national source of information about numbers and distribution of Gypsy and Traveller caravans over time. As such, it is useful for identifying trends in the Gypsy and Traveller population, if not determining absolute numbers.

3.5 Additional data on unauthorised encampments has been gathered by the study area authorities for the purpose of both assessing need and monitoring the effectiveness of enforcement approaches and providing a good overview of the numbers of unauthorised caravans in the past three years in the study area.

3.6 This data has been used in conjunction with the DCLG Traveller Caravan Count figures. It is worth noting that since this monitoring tends to be more comprehensive than many local authorities the relative number of unauthorised caravans counted in the study area as compared to other counties and regions may be higher although more accurate.

3.7 The DCLG Count comprises data covering Gypsy and Traveller sites. It distinguishes between caravans on socially rented authorised, private authorised, and unauthorised pitches. Unauthorised sites and pitches are broken down according to whether they are

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9. Data regarding Travelling Showpeople is published separately by the DCLG as ‘experimental statistics’.
tolerated or not tolerated. The analysis in this chapter includes data from January 2015 to January 2017.

Population

3.8 The total Gypsy and Traveller population living in the UK is unknown, with estimates for England ranging from 90,000 and 120,000\textsuperscript{10} (1994) to 300,000\textsuperscript{11} (2006). There are uncertainties partly because of the number of different definitions that exist, but mainly because of an almost total lack of information about the numbers of Gypsies and Travellers now living in bricks and mortar accommodation. Estimates produced for the DCLG suggest that at least 50% of the overall Gypsy and Traveller population are now living in permanent housing.

3.9 Local authorities in England provide a count of Gypsy and Traveller caravans in January and July each year for the DCLG. The January 2017 Count (the most recent figures available) indicated a total of 22,004 caravans. Applying an assumed three person per caravan\textsuperscript{12} multiplier would give a population of over 66,000.

3.10 Again, applying an assumed multiplier of three persons per caravan and doubling this to allow for the numbers of Gypsies and Travellers in housing,\textsuperscript{13} gives a total population of around 132,000 for England. However, given the limitations of the data this figure can only be very approximate, and is likely to be a significant underestimate.

3.11 For the first time, the national census, undertaken in 2011, included the category of ‘Gypsy or Irish Traveller’ in the question regarding ethnic identity. The 2011 Census suggests there were 8 Gypsies and Travellers living in the study area representing around 0.01% of the usual resident population compared to 0.1% both regionally and nationally.\textsuperscript{14}

<table>
<thead>
<tr>
<th>Table 3.1 Gypsy and Traveller Population</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population (no.)</td>
</tr>
<tr>
<td>-------------------</td>
</tr>
<tr>
<td>West Lancashire</td>
</tr>
<tr>
<td>North West</td>
</tr>
<tr>
<td>England</td>
</tr>
</tbody>
</table>

Source: NOMIS 2017

3.12 It is also possible to determine the Gypsy and Traveller population within the study area by tenure. Table 3.2 shows the tenure of 3 Gypsies and Travellers in West Lancashire, representing around a fifth of the 14 Gypsies and Travellers recorded by the 2011 Census. It is assumed that the remaining four fifths of Gypsies and Travellers were residing on sites

\textsuperscript{10} J. P. Liegeois, (1994) *Romas, Gypsies and Travellers* Strasbourg: Council of Europe. This is equivalent to 0.15% to 0.21% of the total population.


\textsuperscript{12} Niner, Pat (2003), Local Authority Gypsy/Traveller Sites in England, ODPM.

\textsuperscript{13} Ibid.

\textsuperscript{14} See ONS 2011 Census Table KS201EW Ethic Group located at: http://www.ons.gov.uk/
at the time of the 2011 Census. The only recorded tenure is owner occupied housing, with none residing in social rented or private rented housing.

<table>
<thead>
<tr>
<th>Table 3.2 Gypsy and Traveller Population by tenure</th>
</tr>
</thead>
<tbody>
<tr>
<td>Social rented</td>
</tr>
<tr>
<td>No.</td>
</tr>
<tr>
<td>West Lancs</td>
</tr>
</tbody>
</table>

Source: NOMIS 2017

3.13 Figure 3.1 shows West Lancashire’s Traveller Caravan Count in the context of nearby authorities. As the chart below shows, there is some variation in the number of caravans in each local authority with no caravans recorded in Knowsley or South Ribble. Four local authority areas: Chorley (5 caravans), Liverpool (19), West Lancashire (26), and Sefton (34) recorded a count of less than the national average of 50 caravans. In contrast, two local authority areas: St. Helens (71) and Wigan (71) both recorded higher than average counts.

Figure 3.1 Caravans in the study area and nearby authorities Jan 2017

Source: DCLG Traveller Caravan Count, Jul 2016

3.14 Similarly, Figure 3.2 shows that when the population is taken into account the density of caravans varies widely. West Lancashire (23 caravans per 100,000 population) is slightly above the regional average of 21 caravans per 100,000 population, but below the national average of 41 caravans per 100,000 population.
3.15 Figure 3.3 shows that the total number of caravans on authorised pitches recorded in West Lancashire has been consistently low over the period January 2015 to January 2017 with highs of 4 caravans recorded in January 2015, July 2015 and January 2017, 1 caravan in July 2016, and no caravans recorded in January 2016.

DCLG data on unauthorised sites

3.16 The DCLG count records the number of caravans situated on unauthorised sites (i.e. sites without planning permission) within the study area. The DCLG data on unauthorised encampments is of limited accuracy. For example, caravans on unauthorised sites may be more likely to be observed in more populated, urban areas compared with less populated rural areas. However, the data may indicate general trends (although it should be noted...
that the DCLG count caravans on unauthorised sites, whilst the study area local authority data records the number of encampments). The numbers below include unauthorised caravans on both Gypsy-owned and non-Gypsy land, and which are tolerated (meaning that no enforcement action is currently being taken) and not tolerated.

3.17 Figure 3.4 indicates the number of unauthorised caravans throughout West Lancashire over the period January 2015 to January 2017. It shows that the number of unauthorised caravans recorded by the DCLG Traveller Count within the Borough varied slightly with a low of 22 caravans in January 2015 and January 2017, and a high of 39 caravans in July 2016. This could indicate unmet need within the Borough.

![Figure 3.4 Caravans on unauthorised pitches in West Lancs. (Jan 2015-Jan 2017)](source: DCLG Traveller Caravan Count, Jan 2017)

### Local authority data on unauthorised encampments

3.18 As previously noted, the DCLG data on unauthorised encampments (i.e. caravans residing temporarily on ‘sites’ without planning permission) is of limited accuracy, although it may indicate general trends. West Lancashire Borough Council keep more detailed records of unauthorised encampments. Figure 3.5 shows the number of unauthorised encampments in the study area for the period June 2014 to June 2017. There was a total of 50 unauthorised encampments over the period equating to an average of 4 per quarter. The lowest number of unauthorised encampments in a full quarter was 1 which occurred between October to December 2016, and again between January and March 2017. The highest number of unauthorised encampments was 10 which occurred between July to September 2014. The dotted trendline on Figure 3.5 shows that, on average, the number of unauthorised encampments within the Borough has been steadily decreasing.

3.19 The average length of encampments was 15 days. However, this includes an ‘outlier’ in the form of an unauthorised encampment in Aveling Drive, Banks, which lasted 532 days. Once this is removed from analysis, the average number of days each encampment lasted is reduced to 4 days. As Table 3.3 shows, over half (58%) of all unauthorised encampments in the previous 3 years occurred in Skelmersdale.
Figure 3.5 Caravans on unauthorised pitches in West Lancs. per quarter Q1 2014-Q1 2017

Source: West Lancs. BC 2017

Table 3.3 Unauthorised encampments by location Q1 2014-Q1 2017

<table>
<thead>
<tr>
<th>Location</th>
<th>No.</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Skelmersdale</td>
<td>29</td>
<td>58%</td>
</tr>
<tr>
<td>Up Holland</td>
<td>3</td>
<td>16%</td>
</tr>
<tr>
<td>Ormskirk</td>
<td>5</td>
<td>10%</td>
</tr>
<tr>
<td>Burscough</td>
<td>3</td>
<td>6%</td>
</tr>
<tr>
<td>Scarisbrick</td>
<td>2</td>
<td>4%</td>
</tr>
<tr>
<td>Aughton</td>
<td>1</td>
<td>2%</td>
</tr>
<tr>
<td>Banks</td>
<td>1</td>
<td>2%</td>
</tr>
<tr>
<td>Downholland</td>
<td>1</td>
<td>2%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>50</strong></td>
<td><strong>100%</strong></td>
</tr>
</tbody>
</table>

Source: West Lancashire BC 2017
Pitches within the study area

3.20 Figure 3.6 is based on data provided by West Lancashire Borough Council. It shows a total provision of 13 pitches, across the study area including 6 occupied privately owned pitches and 7 pitches on unauthorised developments.

![Figure 3.6 Pitches in the study area (September 2017)](image)

Source: GTAA 2017

Travelling Showpeople

3.21 Planning data is also available showing provision for Travelling Showpeople in West Lancashire. The cultural practice of Travelling Showpeople is to live on a plot in a yard in static caravans or mobile homes, along with smaller caravans used for travelling or inhabited by other family members (for example, adolescent children). Their equipment (including rides, kiosks and stalls) is usually kept on the same plot.

3.22 It should consequently be borne in mind that the amount of land needed by Travelling Showpeople to live on is greater than for Gypsies and Travellers. For clarity, we refer to Travelling Showpeople ‘plots’ rather than ‘pitches’, and ‘yards’ rather than ‘sites’ to recognise the differences in design.

3.23 West Lancashire currently contains one yard containing 10 plots including 4 plots occupied by Travelling Showpeople families and 6 plots which are used as transit provision or the storage of equipment. The yard owner intends to redevelop the yard and has asked the current occupying families to leave. If the yard will no longer provide plots, for the purposes of determining the accommodation needs of Travelling Showpeople, it has been assumed in Chapter 6 that there is effectively no current yard provision within the study area.
Summary

3.24 There are two primary sources of data on Gypsy and Traveller numbers in the study area – the national DCLG Traveller Caravan Count, and local authority data. The DCLG count has significant difficulties with accuracy and reliability. As such, it should only be used to determine general trends.

3.25 Compared to neighbouring local authorities, the number of caravans recorded by the January 2017 caravan count is fairly low at 26 caravans (including 22 caravans on unauthorised sites). When the population is taken into account the density of caravans in West Lancashire is relatively high compared to neighbouring local authorities at 23 caravans per 100,000 population, but substantially below the national average of 41 caravans per 100,000 population.

3.26 The data indicates total provision of 13 pitches across the study area including 6 occupied privately owned pitches and 7 pitches on unauthorised developments. There are currently 10 Travelling Showpeople plots across the study area, although as the owner of the yard has expressed his intention to apply for a change of use and the occupants of the yard are seeking alternative accommodation, the plots are no longer considered available for use by Travelling Showpeople families.

3.27 There was a total of 50 unauthorised encampments over the period January 2015 to January 2017 equating to an average of 4 per quarter. Excluding ‘outliers’ i.e. unauthorised encampments of unusual length, the average length of encampments was 4 days. Over half of all unauthorised encampments in the previous 3 years occurred in Skelmersdale. On average, the number of unauthorised encampments within the Borough has been steadily decreasing. Recorded encampments tend to peak in winter and spring months.
4. Stakeholder consultation and duty to cooperate

Introduction

4.1 Consultations with a range of stakeholders were conducted between September 2017 and October 2017 to provide in-depth qualitative information about the accommodation needs of Gypsies, Travellers, and Travelling Showpeople. The aim of the consultation was to obtain both an overall perspective on issues facing these groups, and an understanding of local issues that are specific to the study area.

4.2 In recognition that Gypsies, Travellers, and Travelling Showpeople issues transcend geographical boundaries and the need to cooperate in addressing the needs of Gypsies, Travellers, and Travelling Showpeople, a focus group session was held in September 2017 and an online survey was undertaken with stakeholders and representatives from West Lancashire and neighbouring local authorities. This included Borough and County Council officers with responsibility for Gypsies, Travellers, and Travelling Showpeople issues (including planning officers, housing officers, education, and enforcement officers), police, planning agents, health services and the regional Travelling Showman’s Guild. Stakeholders unable to attend the focus group were consulted by email or telephone.

4.3 Themes raised through the consultations included: the need for additional provisions and facilities; travelling patterns; the availability of land; accessing services; and work taking place to meet the needs of Gypsies, Travellers, and Travelling Showpeople. This chapter presents brief summaries of the focus group and face-to-face and telephone consultation with stakeholders and highlights the main points that were raised. Where relevant, the points raised are considered further in relation to the analysis in the concluding chapter of this GTAA.

Accommodation needs

4.4 There is a long history of Gypsies, Travellers, and Travelling Showpeople in the area and neighbouring authorities. Stakeholders spoke about the need for more pitches and yards in West Lancashire and neighbouring authorities, the need for expansion of sites, and how families want to stay together. It was suggested that only one local authority within the sub-region has met the accommodation needs identified in their most recent GTAA and that the other local authorities still need to address accommodation needs. It was also suggested that sites should not be too large due to a risk of conflict.

4.5 Stakeholders discussed current provision in respective areas. In West Lancashire there are 6 authorised pitches (5 pitches on one site and 1 pitch on a second site). There are also 7 unauthorised pitches located over three sites including 4 pitches on one unauthorised site, 2 pitches on another unauthorised site, and 1 unauthorised pitch located on an authorised site.
4.6 In relation to Travelling Showpeople, stakeholders commented on there not being many Showpeople yards in the area and how in some local authority areas Showpeople mainly reside in housing as they have settled work bases. Stakeholders discussed how occupants of the current Travelling Showperson yard in West Lancashire have to move as the owner has indicated his intention to apply for a change of use and wants to develop housing on the yard. This means that the plots on the yard can no longer be considered as supply, whilst the families currently residing in the yard still have accommodation need.

4.7 According to stakeholders, a key issue impacting on need is the growth of family units leading to overcrowding and demand for more permanent sites. Stakeholders commented on how accommodation need and demand are different and how it can be difficult to differentiate need from demand. Gypsies and Travelers have cultural and nomadic needs which influence the type of sites and accommodation provision required. It was discussed how the needs and demands of different groups (Gypsies and Travellers, and Travelling Showpeople) should be assessed separately.

4.8 Stakeholders discussed how the complexity of the Travelling community goes beyond ethnicity and travelling patterns. Stakeholders commented on how there are not only cultural differences between Romany Gypsy and Irish Travellers and Travelling Showpeople that need to be taken into account when considering accommodation needs, but also differences between individual families.

4.9 It was noted that although Gypsies, Travellers, and Travelling Showpeople primarily prefer small family sites, it can be quicker for local authorities to provide larger sites. However, it was suggested that larger sites can be more difficult to maintain and can lead to issues around community cohesion. Generally, it was thought that there tends to be less public opposition to the provision of new small sites or yards compared with larger ones. Issues that can arise on larger sites or yards include conflict between families, high turnover, and higher costs of repairs and maintenance. It was noted that families who move away from sites or yards due to conflict still have accommodation need.

**Barriers to provision**

4.10 Stakeholders regarded the main barriers to the provision of both permanent and transit sites as negative perceptions of Gypsies and Travellers, public opposition to new sites, lack of affordable land, the complexity and cost of the planning process, and changes to the planning definition of Gypsies and Travellers.

4.11 The media was regarded as playing a negative role in determining attitudes towards Gypsies and Travellers. It was acknowledged that a minority of Gypsy and Traveller families residing on unauthorised encampments leave a mess, which impacts negatively on public images of the community. It was stated that articles about such events in the press can also reinforce community tensions. In contrast, more positive stories relating to the Gypsy and Traveller community were considered to be rarely published by local papers. Stakeholders stated that it takes time to build trust with the Gypsy and Traveller community. However, the media was not regarded as being solely responsible. Stakeholders commented on the need of better awareness of positive stories about Gypsies, Travellers, and Travelling Showpeople. However, according to one stakeholder:
We should not just blame the media for bad images of Gypsies and Travellers – we all need to play a part in changing that. We need to let our elected members know more about success stories, so that when the public complain to them, they are better informed. There needs to be more recognition of the success stories in our area.

4.12 One example of a positive story discussed by stakeholders was the good relationship between Gypsies, Travellers, and Travelling Showpeople, and local schools in West Lancashire. They commented on how this has led to West Lancashire having a high, if not one of the highest, level of school attainment amongst the Travelling community. Most Traveller children living in West Lancashire transition from primary to secondary education, and some transition from secondary to further education. In 2016 West Lancashire had the only known Gypsy or Traveller in Lancashire County to pass her GCSEs. Stakeholders commented on how the Gypsies and Travellers are welcomed into local schools.

4.13 Concern was expressed by some stakeholders regarding the criteria used by councils when considering the suitability of land for a site. Such criteria mean that councils are restricted in terms of where new sites can be provided. It was suggested that in spatial planning terms, the main issues are ensuring that councils are able to identify accommodation need and identify appropriate provision. According to one stakeholder:

We are going to find it difficult to find anywhere that is acceptable. The criteria for determining suitable locations for Gypsies and Travellers is so high, it is unworkable.

Similarly:

We need to find sites which are acceptable and best meet most of the criteria. You get a site that is imperfect, but is the least bad site.

4.14 Stakeholders commented on the availability and affordability of land for Gypsies and Travellers in the local area. Most sites put forward for developments are located in the Green Belt or on land identified as flood risk (as is the case of the unauthorised sites in Banks). As such land cannot be developed without meeting strict planning criteria, it tends to be cheaper. A key barrier to developing new sites is that local authorities are restricted in granting planning permission in flood risk or Green Belt areas. It was suggested that other barriers to finding suitable land for new sites include: the unwillingness of landowners to offer land for uses other than market housing; the prioritisation of the delivery of traditional market and affordable homes to meet local needs; and local opposition to the allocation of pitches and yards. According to one stakeholder:

It is difficult to find sites of a suitable size in a suitable location to meet the needs of Gypsies and Travellers. Most sites suitable for this use are also suitable for housing development. Therefore, landowners will want more money for the land.
4.15 Stakeholders commented on how there may be a need to reconsider flood risk boundaries. Such boundaries can make it difficult to meet the accommodation needs of Gypsies, Travellers, and Travelling Showpeople. It was questioned why certain areas were designated as flood risk and/or Green Belt areas as housing developments still take place in such areas. Also, it was stated that some designated flood risk areas have not experienced floods for many years, if at all.

4.16 The impact of the revised Planning Policy for Travellers Sites (August 2015) on assessing accommodation need and planning processes in relation to Gypsies and Travellers was discussed. The change in definition impacts adversely on families who do not travel. This is because a lack of Gypsy or Traveller status impacts on planning applications for new sites or when applying for rental pitches.

4.17 Some stakeholders were concerned that the new definition could reduce the ‘need’ for the provision of accommodation for Gypsies and Travellers, dependent on how assessments are undertaken. Stakeholders commented how there needs to be some level of consistency and agreement between neighbouring authorities as to how they interpret the new definition. For example, the accommodation needs assessments undertaken by some local authorities only acknowledge Gypsies and Travellers who travel for work, whilst others accept that families are Gypsies or Travellers whether they travel for work or not.

4.18 Some stakeholders commented on how being a Gypsy and Traveller is being part of a cultural identity and not simply about travelling. This identity influences how they live, interact, their relationships, and how they communicate with one another. Its importance led Gypsies and Travellers to campaign for their ethnic identity to be protected as a human right. According to one stakeholder, it is the human right of Gypsies and Travellers to have accommodation needs assessed based on ethnic identity and not simply the extent to which they travel. It was suggested that the planning definition should only be used when assessing planning applications, whilst the ethnic definition should be used when determining need.

4.19 Stakeholders commented on how the impact of the revised definition on accommodation needs “is still a very grey area” and how it “doesn’t alter the need for LPAs to identify need and seek appropriate pitches and provision”. Also, there are ongoing challenges to the definition and to planning applications by both Gypsy and Traveller families and local authorities. It was noted that the decision by a former Communities and Local Government minister to reject some planning applications for new sites could be overturned. This would include a site in West Lancashire which is currently unauthorised.

4.20 Stakeholders agreed that it can be very difficult to determine the number of Gypsy, Traveller, and Travelling Showpeople families, especially those residing in bricks and mortar accommodation. Families living in bricks and mortar accommodation were likely to constitute ‘hidden’ demand or need. Knowledge of where such families reside is usually gained through support services such as health or education working with them. Services are sometimes only aware of Gypsy and Traveller families residing in bricks and mortar accommodation or on unauthorised encampments when they require help or support.
4.21 It was acknowledged that whilst some families adapted well to living in bricks and mortar accommodation some struggled. In particular, it was suggested that families with children attending school may resort to hiding their identity in order to avoid bullying and harassment. Similarly, it was suggested that Gypsy and Traveller families living in bricks and mortar accommodation may not identify themselves as such in order to avoid discrimination when trying to gain employment. However, it was noted that even when living in bricks and mortar accommodation, travelling was important for families.

4.22 It was also acknowledged that the type of housing and financial situation of the family impacts on whether they successfully adapt or not to residing in bricks and mortar accommodation. Gypsies and Travellers residing in terraced housing (especially small, terraced, social rented housing in urban areas), are less likely to adapt. In contrast, families residing in large privately-owned housing in rural areas with access to land are more likely to adapt. Sometimes, houses occupied by Gypsy and Traveller families are used as utility blocks i.e. the families sleep in caravans but use the house facilities. Some stakeholders spoke of being aware of such households within the area, and in surrounding authorities. Stakeholders estimated that there are approximately twice as many households residing in bricks and mortar accommodation than reside on authorised sites.

4.23 Stakeholders commented on how meeting accommodation needs for Gypsies and Travellers is not just about housing, it is also about accommodating lifestyle and culture. There needs are different and more complex compared to the settled community. Sites do not just need space to accommodate a caravan and car, they also need storage space for work equipment, space for animals such as horses, and space for extended family members or visitors. And in relation to Showpeople, there is need not only for space for accommodation of the families, but also space for storage and maintenance of large fairground equipment and space to manoeuvre large vehicles without causing risk to those on the yards, or to the adjoining highway.

Transit provision and travelling patterns

4.24 Stakeholders stated that unauthorised encampments tend to increase negative perceptions about Gypsies and Travellers and limit integration. Local people frequently regard the cost of dealing with unauthorised encampments as leading to increasing council tax bills. Most complaints made to the police or local authorities regarding Gypsies and Travellers were about unauthorised encampments. However, it was noted that there are few complaints regarding Gypsies and Travellers residing on more established authorised sites or unauthorised developments.

4.25 The need for the provision of new transit sites was discussed. It was felt that the absence of transit provision across all neighbouring local authorities, and not just within West Lancashire, leads to more unauthorised encampments. A lack of transit provision not only impacts on Gypsy and Traveller families but also on the local community and agencies. Local authorities across the area are in the process of trying to address unauthorised encampments and transit provision. Two neighbouring authorities have identified land for transit provision, but due to other priorities and lack of funds, have not yet begun developing them. One proposed transit site is on the border between Southport and West
Lancashire. Another neighbouring local authority have identified the location for a transit site in its local plans but elected members have not yet given permission to deliver.

4.26 Transit sites for Travelling Showpeople were not regarded as necessary as families tend to camp on the land they are using for events. They either then move to the next event or return to their own home yard. The use of residential caravan sites as transit sites (especially holiday caravan sites) was discussed. Sites owned by Gypsies and Travellers usually accept members of the community, whilst other sites usually do not allow access to members of the community.

4.27 Travelling patterns were discussed. It was noted that travelling is an integral aspect of the Gypsy and Traveller community, and that families will travel irrespective of whether they live by the roadside, on sites, or in bricks and mortar accommodation. The main reasons for travelling were deemed: to be close to friends and family, for employment reasons, for holidays, and for cultural reasons i.e. to reinforce cultural identity.

4.28 It was agreed that it can be difficult to determine travelling routes although it was acknowledged that these transcend local authority boundaries:

Showpeople travel during the spring, summer and autumn months, and are then fairly static during the winter months. The Roma Gypsy and Irish Traveller community are usually static for most of the year but may travel for periods of weeks or months. Visiting families can result in unauthorised encampments or put a strain on the family sites’ capacity.

4.29 Stakeholders noted that whilst some unauthorised encampments across the county consist of families in need of permanent accommodation, most families are travelling through the area to visit family and friends or to use local health services. However, moving families on from unauthorised encampments usually leads to them setting up another unauthorised encampment from which they are likely, again, to be moved on.

4.30 The limited powers that local authorities and police have in moving on unauthorised encampments were discussed. Contradictions in national policies and guidance, alongside a lack of suitable transit provision, were regarded as key factors in making it difficult to deal with unauthorised encampments. It was suggested that the Association of Chief Police Officers (ACPO) and government guidance on unauthorised encampments are contradictory. Also, a lack of transit provision within the area, combined with a lack of police resources, mean that it can be difficult for the police to deal with unauthorised encampments.

4.31 Some stakeholders felt that the August 2015 PPTS change in definition has not necessarily led to an increase in unauthorised encampments, but an increase in them being in more prominent and visible. It was felt that this was being done in order to ‘prove’ their status in relation to the new definition. This is frequently perceived as a threat to the recognised ethnic status of Gypsy or Traveller and a threat to human rights. Some stakeholders stated it may not be possible for Gypsies and Travellers to prove that they travel, whilst others questioned whether such proof is necessary in relation to determining accommodation needs:
Travellers have become more mobile, often intentionally resorting to more visible unauthorised encampments because they believe that their planning permission relied on them living a ‘nomadic lifestyle’ and want their nomadism to be recorded.

4.32 This has led to larger groups of unauthorised encampments. Stakeholders stated that whilst there is a general objection to unauthorised encampments, there is also usually local opposition to new transit sites. The cost of development combined with public opposition and difficulties in identifying appropriate land have hindered the development of transit sites. There were concerns that transit sites may become used as permanent accommodation, leading to visiting families having no access to transit accommodation. Stakeholders agreed that there is some need for transit provision, but there was no agreement as to what provision should be made. It was suggested by one stakeholder that provision could take the form of several small sites i.e. 1 in Skelmersdale, 1 in Banks / Tarleton area, and 1 in Burscough – each consisting of 5 pitches.

4.33 Alternative methods of dealing with unauthorised encampments were discussed. This included negotiated stopping places and emergency stopping places. Stakeholders considered such policies as advantageous as it means that local authorities can immediately deal with unauthorised encampments in a cost-effective manner. In order to help reduce costs, it was suggested that families using transit sites could be charged for rubbish collection or toilet provision. Permanent transit provision would enable local authorities and the police to direct Gypsy and Traveller families to the sites. They would also facilitate powers to move on families residing in unauthorised encampments without contradicting ACPO guidance.

Cooperation and communication

4.34 Stakeholders commented on how service providers need better awareness of the lifestyle and culture of Gypsies and Travellers. This would improve trust between the different communities and help bridge the gap between service providers and Gypsies and Travellers. It was suggested that Gypsy and Traveller experiences of support services may differ. Families residing on permanent sites usually have good access to services, whilst transiting families may have difficulty in accessing health services.

4.35 Stakeholders commented on how negative experiences of applying for planning permission for a pitch or site has led to stress and mental health issues. Children can be affected by such negative experiences, particularly if they have been evicted or moved. In contrast, positive experiences of services mean that Gypsy and Traveller families are more prepared to turn to agencies for help and support. For example, good support from health services mean that families are healthier and more likely to seek support when health issues arise.

4.36 Stakeholders commented on how there needs to be better information sharing and improved communication between service providers, and between service providers and Gypsies, Travellers, and Travelling Showpeople. They commented on the need of better awareness amongst service providers of the support needs of Gypsies and Travellers.
4.37 Some stakeholders commented on how there is need to improve on communication and collaborative working. Stakeholders commented on how some individuals work well together and are proactive at addressing Gypsy and Traveller issues including gaining their trust and the trust of other service providers. Some commented on how changes in roles and individuals, and internal management, all impact on the effectiveness of the work of individual and collective service provision and cooperation and communication, internally and between agencies, and between service providers and Gypsies and Travellers.

4.38 Stakeholders commented on the need for cross boundary agreements regarding Gypsies and Travellers between local authorities and police authorities. They commented on how there are sites located on or near boundaries, particularly between Southport and West Lancashire. As such, Gypsy and Traveller families frequently move across local authority or police boundaries. Neighbouring local authorities and police authorities need to work more closely together. The police authorities have a shared data system but do not use it regarding Gypsies and Travellers. They commented on how better sharing data would help lead to better communication between the police authorities. For example, the police authorities could better communicate regarding the location of unauthorised encampments. It was suggested that better data sharing combined with additional transit provision would lead to a more cost-effective response to unauthorised encampments.

Summary

4.39 The focus group and consultation with key stakeholders offered important insights into the main issues within the study area. It was generally acknowledged that there is a lack of accommodation provision throughout the study area. Much of the accommodation need is due to growing families on existing pitches leading to overcrowding, unauthorised developments and local families living on unauthorised encampments. Stakeholders recognised that the cultural identity and lifestyles of different groups such as Gypsies, Travellers, and Travelling Showpeople may impact on the type of accommodation required.

4.40 There is a long history of Gypsies, Travellers, and Travelling Showpeople living in the area and neighbouring authorities. Stakeholders spoke about the need for more pitches and yards in the local area and neighbouring authorities, the need for expansion of sites, and how families want to stay together. It was also suggested that sites should not be too large due to a risk of conflict. It was noted that although Gypsies, Travellers, and Travelling Showpeople primarily prefer small family sites, it can be simpler for local authorities to provide larger sites. However, it was suggested that larger sites can be more difficult to maintain and can lead to issues around community cohesion.

4.41 Stakeholders regarded the main barriers to the provision of both permanent and transit sites as negative perceptions of Gypsies and Travellers, public opposition to new sites, lack of affordable land, the complexity and cost of the planning process, and changes to the planning definition of Gypsies and Travellers. The media was regarded as playing a negative role in determining attitudes towards Gypsies and Travellers, whilst there are too few positive media articles documenting the achievement of the Gypsy and Traveller community. For example, there is a good relationship between local schools and the Gypsy and Traveller community in West Lancashire.
4.42 The impact of the revised Planning Policy for Traveller Sites (August 2015) on assessing accommodation need and planning processes in relation to Gypsies and Travellers was discussed. The change in definition impacts adversely on families who do not travel. This is because a lack of Gypsy or Traveller status impacts on the likelihood of success for planning applications for new sites or when applying for rental pitches. There was concern that the new definition could reduce the ‘need’ for the provision of accommodation for Gypsies and Travellers, dependent on how assessments are undertaken.

4.43 Stakeholders commented on how there needs to be better information sharing and improved communication between service providers, and between service providers and Gypsies, Travellers, and Travelling Showpeople. They commented on the need for better awareness amongst service providers of the support needs of Gypsies and Travellers.
5. Gypsies and Travellers living on sites

Introduction

5.1 This chapter provides a snapshot of the supply of existing pitches and an analysis of need for current and future pitches across the study area. In doing so, it examines the key findings derived from the consultation with Gypsy and Traveller families. It is based on a survey of 13 households\(^{15}\) living on sites:

- 6 out of potential 6 authorised pitches with full planning permission
- 7 out of potential 7 known unauthorised developments

5.2 The surveys were undertaken between August and September 2017. After identifying the number and location of existing pitches, each pitch was visited. Households were consulted on key issues regarding their needs. The combination of site visits and surveys helped to clarify the status of pitches, which pitches are occupied or not occupied by Gypsies and Travellers, which pitches are vacant or occupied, overcrowded pitches, pitches occupied by household members with a need for separate accommodation (current and future need), and other needs issues.

5.3 As 100% of known households were surveyed, weighting of data was not necessary. (This is only necessary when a proportion of households are surveyed, in order to ensure that the data is representative of the whole population). The 100% response rate ensures that the survey results and accommodation needs figures are representative of all households leading to increased robustness and reliability.

Population Characteristics

5.4 The survey recorded 65 people self-identifying as Gypsies and Travellers (in accordance with ethnic identity, and given full protection under the Equality Act 2010) living on sites (including authorised and unauthorised developments and encampments). Interestingly, this compares with figures derived from the 2011 Census which suggests that there are only 14 Gypsies and Travellers living in the study area\(^{16}\). However, whilst the Census figures are likely to reflect a larger proportion of Gypsies and Travellers living in bricks and mortar accommodation, they may not record all those residing on sites. The average size of families living on the survey sites is 3.7 people compared to a 2011 UK average of 2.4 people per household.

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\(^{15}\) The definition of ‘household’ is used flexibly. The survey assumes that a pitch is occupied by a single household although it acknowledges that this may also include e.g. extended family members or hidden households.

\(^{16}\) See ONS 2011 Census Table KS201EW Ethnic Group located at: http://www.ons.gov.uk/
Services and health

5.5 All respondents felt that they had experienced some form of discrimination due to their cultural identity. Respondents also stated that they had considered it necessary, on occasion, to hide their ethnic identity in order to access services. Some stated that it was ‘part of life for us’. However, few households stating that they had experienced discrimination reported it to the relevant authorities. The main reasons for not reporting it included wanting to ignore it, or believing that reporting incidences to authorities would be ineffective.

5.6 In relation to accessing health services, all families were registered with a local doctor. Health issues reported included: problems due to old age, mental illness, long-term illness (including cancer), high blood pressure and physical disability. Compared with the settled community, the health status of Gypsies and Travellers tends to be poorer than the general population.\(^{17}\)

Education and employment

5.7 In relation to children of school age, most attend school with some receiving home tutoring. All primary aged children were receiving school education. Some secondary school aged children are home tutored, due to cultural reasons and the children ‘learning the family trade’ and ‘way of life’. However, over half of respondent family children have continued onto secondary school including one who recently completed her GCSEs (the only Gypsy / Traveller in the county to have done so), whilst some have gone onto further education to obtain further qualifications.

5.8 Education was regarded by households as very important. Some respondents commented on how it was important for children and grandchildren to receive an education as they did not have the same opportunity. Some families with pre-school children recognised the importance of early education and planned to send children to a nursery once old enough.

5.9 Respondents commented on how traditional employment opportunities for Gypsies and Travellers are now less available and this is why education is becoming more important. Although Gypsy and Traveller children have not traditionally done so, more families are ensuring that children gain qualifications either by attending secondary school or college or undertaking home tutoring. Some families spoke of how well their children were doing in terms of education.

5.10 Respondent households of working age were most likely to be self-employed (including horse dealers, scrap metal workers, roofers, landscaping, builders, joiners etc.) or housewives.

**Travelling**

5.11 All respondents had travelled during the last 12 months in a caravan or trailer. Households were more likely to travel during the summer and spring months compared to autumn or winter. The main reasons for travelling included: to visit family or friends; to attend events; for cultural reasons; to holiday; for work; and due to having no choice (i.e. not having a ‘home’ site). Importantly, in relation to determining the needs figures, over half of families with accommodation need stated that someone in the household travels for work purposes.

5.12 In accordance with the revised PPTS definition (August 2015), for planning purposes the accommodation needs of families who have permanently ceased travelling cannot be considered as part of an assessment of need for Gypsy and Traveller pitches. Families who have permanently stopped travelling have done so due to health and support issues. As none of the respondents and families in West Lancashire have permanently stopped travelling, their status does not impact on the needs calculations.

5.13 When asked about travelling routes, most households stated that ‘it varies’. They commented on how it depends upon where they are going and the reason for their journey. Families also spoke about how they sometimes made arrangements to stay with family or friends living on sites in the area and in other areas. However, even if allowed, sites tend to limit both the number and length of time caravans can temporarily stay. Also, a lack of transit accommodation across the study area means that they sometimes have to use unauthorised roadside encampments when visiting events or travelling long distances.

**Current accommodation supply**

5.14 Respondents were asked about the tenure of their current pitch. Most of the respondents occupy a private pitch owned by the occupant or by a family member or friend. There are no local authority pitches in the study area. Four respondent households were residing on unauthorised encampments.

5.15 There are 4 established sites in the area with only 6 of the 13 occupied pitches being authorised. There are 5 authorised pitches on 1 site owned and occupied by an extended Romany Gypsy family. The sixth authorised pitch is located on a site owned and occupied by an Irish Traveller family. Since the authorisation of the site, the area has been categorised as a category 3 flood risk. There is also an unauthorised pitch on this site.

5.16 There are a further 6 pitches located on unauthorised developments on two sites. The first site is owned and occupied by two related Irish Traveller households, whilst the second is owned and occupied by an extended Romany Gypsy family. These two sites are also
located within a category 3 flood risk area. According to the families and their planning agents, this categorisation has resulted in the families being unable to develop the sites.

Accommodation need

5.17 Whilst families believe there is a need for more permanent sites in the study area, they stated that this can be met by authorising sites which are currently unauthorised. Beyond that, only one or two additional sites are required. Households were unsure as to whether there is a need for more transit sites in the study area. They stated that there needs to be provision for visiting family and friends. However, they were unsure about the need for a permanent transit site particularly given that transit sites can be difficult to manage, owners can determine which families can use the sites, and in some instances, families may permanently reside on them.

5.18 From consultation with households it was determined that small family sites are ideal. However, respondents stated that there needs to be sufficient space on sites to enable family and friends to visit. They also stated that negotiated stopping agreements may be preferable to permanent transit sites. This would involve the police and local authorities developing a formal agreement with households residing on unauthorised encampments as to where and how long they could stay. Two issues mentioned by families were difficulties in obtaining planning permission for new sites and preconceptions by the settled community about such applications. They spoke of how they feel safer on smaller sites which are also easier to manage and maintain. They commented on how smaller sites tend to be more accepted by the local settled community and lead to better integration.

5.19 One extended family resides partly on the roadside and partly on a site belonging to relatives (causing overcrowding). These are the main reasons they would prefer to reside on a permanent site i.e. because they currently reside on the roadside, or are causing overcrowding, and would like to reside with family. Households residing on unauthorised developments stated that they do not want to move to another site, but want permanent planning permission for the sites so that they can be developed.

5.20 Households stated that planning permission would enable them to develop the sites to a better standard, to improve the appearance of sites, and enable them to improve facilities (including water and electrics). One family currently residing in bricks-and-mortar housing is struggling to live in the house and spend as much time as possible with family who reside on a site in the area and travelling. The house they occupy does not have sufficient space to accommodate caravans. A second Gypsy and Traveller family residing in bricks and mortar accommodation does not appear to want to move as they have space for caravans (which they often use for accommodation) and often travel. All surveyed households stated that they would prefer to remain in the local area.
Future need

5.21 The survey asked if households contained any people who may require separate accommodation within the next 5 years (i.e. children turning 16/18). This question helps to determine the extent of future accommodation needs deriving from existing households. 4 families contained a total of 4 children who require separate accommodation in the next five years. Some families spoke about how their accommodation need could be addressed by increasing the number of caravans allowed on existing pitches or by granting planning permission for new or extended pitches/sites. One also said that they have land that they hope to develop as a small family site, which would address this need and need from other family members. All (100%) would prefer to remain in the local area.

Requirement for residential pitches 2017-2022\(^\text{18}\)

5.22 The need for residential pitches in West Lancashire is assessed according to a 15-step process, based on the model suggested in DCLG (2007) guidance and supplemented by data derived from the survey. The results of this are shown in Table 5.1 below, while the subsequent section contains explanations of the sourcing and calculation of figures for each step.

5.23 As discussed in Chapter 2, there are differing interpretations of the Department for Communities and Local Government (DCLG) 'Planning Policy for Traveller Sites' (PPTS) August 2015 definition. As such, Table 5.1 provides two needs figures: first, one based on the accommodation needs of families who have not permanently ceased to travel; and second, one which considers the accommodation needs only of families who travel in a caravan for work purposes (in brackets). It is the first interpretation of PPTS 2015 i.e. based on households who have not permanently ceased to travel that this GTAA recommends is adopted by the local authority. This is because needs figures based only on households who travel in a caravan for work purposes are likely to underestimate need and be open to legal challenges.

5.24 As Table 5.1 shows, there is a need of 15 pitches for the period 2017-2022 based on households who have not permanently ceased to travel; and 10 pitches for the same period based only on the needs of families who travel in a caravan for work purposes.

\(^{18}\) Please note that due to rounding column totals may differ slightly from row totals
### Table 5.1 Estimate of the need for permanent residential site pitches 2017-2022

<table>
<thead>
<tr>
<th>Step</th>
<th>Description</th>
<th>2017-2022 Estimate</th>
</tr>
</thead>
<tbody>
<tr>
<td>1)</td>
<td>Current occupied permanent residential site pitches</td>
<td>6 (6)</td>
</tr>
<tr>
<td>2)</td>
<td>Number of unused residential pitches available</td>
<td>0 (0)</td>
</tr>
<tr>
<td>3)</td>
<td>Number of existing pitches expected to become vacant through mortality 2017-2022</td>
<td>0 (0)</td>
</tr>
<tr>
<td>4)</td>
<td>Net number of family units on sites expected to leave the study area in next 5 years</td>
<td>0 (0)</td>
</tr>
<tr>
<td>5)</td>
<td>Number of family units on sites expected to move into housing in next 5 years</td>
<td>0 (0)</td>
</tr>
<tr>
<td>6)</td>
<td>Residential pitches planned to be built or to be brought back into use 2017-2022</td>
<td>0 (0)</td>
</tr>
<tr>
<td>7)</td>
<td>Less pitches with temporary planning permission</td>
<td>0 (0)</td>
</tr>
<tr>
<td></td>
<td>Total Supply</td>
<td>0 (0)</td>
</tr>
</tbody>
</table>

### Current residential need: Pitches

<table>
<thead>
<tr>
<th>Step</th>
<th>Description</th>
<th>2017-2022 Estimate</th>
</tr>
</thead>
<tbody>
<tr>
<td>8)</td>
<td>Family units (on pitches) seeking residential pitches in the area, 2017-2022, excluding those counted as moving due to overcrowding in step 11</td>
<td>0 (0)</td>
</tr>
<tr>
<td>9)</td>
<td>Family units on transit pitches requiring residential pitches in the area</td>
<td>0 (0)</td>
</tr>
<tr>
<td>10)</td>
<td>Family units on unauthorised encampments requiring residential pitches in the area</td>
<td>0 (0)</td>
</tr>
<tr>
<td>11)</td>
<td>Family units on unauthorised developments requiring residential pitches in the area</td>
<td>7 (4)</td>
</tr>
<tr>
<td>12)</td>
<td>Family units currently overcrowded on pitches seeking residential pitches in the area, excluding those containing an emerging family unit in step 8</td>
<td>3 (1)</td>
</tr>
<tr>
<td>13)</td>
<td>Net new family units expected to arrive from elsewhere</td>
<td>0 (0)</td>
</tr>
<tr>
<td>14)</td>
<td>New family formations expected to arise from within existing family units on sites</td>
<td>4 (4)</td>
</tr>
<tr>
<td></td>
<td>Total Need</td>
<td>14 (9)</td>
</tr>
</tbody>
</table>

### Current residential need: Housing

<table>
<thead>
<tr>
<th>Step</th>
<th>Description</th>
<th>2017-2022 Estimate</th>
</tr>
</thead>
<tbody>
<tr>
<td>15)</td>
<td>Family units in housing but with a psychological aversion to housed accommodation</td>
<td>1 (1)</td>
</tr>
<tr>
<td></td>
<td>Total Need</td>
<td>15 (10)</td>
</tr>
</tbody>
</table>

### Balance of Need and Supply

<table>
<thead>
<tr>
<th>Requirement</th>
<th>2017-2022 Estimate</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total Additional Pitch Requirement</td>
<td>15 (10)</td>
</tr>
<tr>
<td>Annualised Additional Pitch Requirement</td>
<td>3 (2)</td>
</tr>
</tbody>
</table>

Source: West Lancashire GTAA 2017

### Requirement for residential pitches, 2017-2022: steps of the calculation

5.25 The calculations depend on base information derived from the GTAA using data corroborated by local authorities in the study area. The key variables used to inform the calculations include:

- The number of Gypsies and Travellers housed in bricks and mortar accommodation
- The number of existing Gypsy and Traveller pitches
- The number of families residing on unauthorised encampments requiring accommodation (and surveyed during the survey period)
• The number of unauthorised developments (during the survey period)
• The number of temporary pitches
• The number of vacant pitches
• The number of planned or potential new pitches
• The number of transit pitches

5.26 The remainder of this chapter describes both the process and results of the Gypsy and Traveller needs calculations.

Supply of pitches 2017-2022

5.27 Supply (steps 1 to 7) steps are the same irrespective of the interpretation of the PPTS (2015) definition.

Step 1: Current occupied permanent site pitches

5.28 Based on information provided by the respective Councils and corroborated by information from site surveys, there are currently 6 occupied authorised Gypsy and Traveller pitches in the study area.

Step 2: Number of unused residential pitches available

5.29 According to the survey data there are currently 0 vacant pitches on authorised sites in the study area. This is where pitches are developed, and available to be occupied, but not at the time of the surveys.

Step 3: Number of existing pitches expected to become vacant, 2017-2022

5.30 This is calculated using mortality rates as applied in conventional Housing Needs Assessments. However, the figures for mortality have been increased in accordance with studies of Gypsy and Traveller communities suggesting a life expectancy approximately 10 years lower than that of the general population.19

5.31 This was determined by survey data. It was assumed, given that development of sites is likely to occur in the areas surrounding the study areas as well as in the planning area itself, that those currently living on sites expecting to leave the area permanently in the next five years – out of choice (step 4) or due to overcrowding (step 12) – would generally be able to do so.

19 E.g. L. Crout, Traveller health care project: Facilitating access to the NHS, Walsall Health Authority, 1987. NB: For Travelling Showpeople, the standard mortality rate is used.
5.2 In total, given the low level of interest in leaving the study area, this resulted in the supply of 0 pitches in the study area.

**Step 5: Number of family units in site accommodation expressing a desire to live in housing**

5.33 This was determined by survey data. It was assumed that all those currently living on sites planning to move into housing in the next five years (step 5), or preferring to move into housing from an overcrowded pitch (step 11), would be able to do so.

5.34 A supply of 0 pitches in the study area were expected from this source, excluding those moving out of the study area, since these are already counted in step 4.

**Step 6: Residential pitches planned to be built or brought back into use, 2017-2022**

5.35 This is determined by local authority data and from an assessment of sites during visits. There are 0 new pitches in the study area that are expected to be built or brought back into use in the study area during the period 2017-2022. As discussed in Chapter 3, these pitches are referred to as 'potential' pitches. This means that the pitches have been granted planning permission but have not yet been developed. This can include pitches which have been partly developed or which were previously occupied but are now vacant and in need of redevelopment.

**Step 7: Pitches with temporary planning permission**

5.36 This is determined by local authority data. It is assumed families living on pitches whose planning permission expires within the period 2017-2022 will still require accommodation within the study area. There are currently 0 pitches with temporary planning permission located in the study area.

**Need for pitches 2017-2022**

**Step 8: Family units on pitches seeking residential pitches in the study area 2017-2022**

5.37 This was determined by survey data. These family units reported that they 'needed or were likely' to move to a different home in the next five years, and wanted to stay on an authorised site, or that they were currently seeking accommodation.

5.38 This category of need overlaps with those moving due to overcrowding, counted in step 11, and so any family units which are both overcrowded and seeking accommodation are deducted from this total. This generates a total need of 0 pitches in the study area.
Step 9: Family units on transit pitches seeking residential pitches in the study area 2017-2022

5.39 This was determined by survey data. These family units reported that they required permanent pitches within the study area in the next five years. This generates a total need of 0 pitches as there is no transit site in the study area.

Step 10: Family units on unauthorised encampments seeking residential pitches in the area

5.40 Guidance (DCLG 2007) indicates that it should be considered whether alternative accommodation is required for families living on unauthorised encampments. Using survey data, it has been calculated how many families on unauthorised encampments want residential pitches in the study area. They generate a need for 0 pitches (0 pitches from those who travel for work purposes). Please note that only Gypsies and Travellers requiring permanent accommodation within the study area have been included in this calculation – transiting Gypsies and Travellers are included in separate calculations.

Step 11: Family units on unauthorised developments seeking residential pitches in the area

5.41 This was determined by survey data. The guidance also indicates that the accommodation needs of families living on unauthorised developments for which planning permission is not expected must be considered. Regularising families living on their land without planning permission would reduce the overall level of need by the number of pitches given planning permission. There is a need of 7 pitches deriving from unauthorised developments in the study area. The alternative needs figure, based only on those households who travel in a caravan for work purposes leads to a need of 4 pitches.

Step 12: Family units on overcrowded pitches seeking residential pitches in the area

5.42 This was determined by survey data. Households which also contain a newly formed family unit that has not yet left are excluded. This is because it is assumed that once the extra family unit leaves (included in the need figures in step 13) their accommodation will no longer be overcrowded. The calculations suggest that there is a need for 3 pitches in the study area to resolve overcrowding over the period 2017-2022. The alternative needs figure, based on those only on those households travelling in a caravan for work purposes leads to a need of 1 pitch.

Step 13: New family units expected to arrive from elsewhere

5.43 In the absence of any sustainable data derivable from primary or secondary sources (beyond anecdotal evidence) on the moving intentions of those outside the study area moving into the area, as in the case of those moving out of the area, it is assumed that the inflow of Gypsies and Travellers into the area will be equivalent to the outflow. In addition, inflow equivalent to the outflow of newly forming family units must be considered. Together, these amount to a net inflow of 0 units in the study area.
Step 14: New family formations expected to arise from within existing family units on sites

5.44 This was determined by survey data. The number of individuals needing to leave pitches to create new family units was estimated from survey data. Allowing for those planning to leave the area, and for estimated rates of marriages to both Gypsies and Travellers and non-Gypsies and Travellers, it is estimated that this will result in the formation of 4 new households requiring residential pitches during the 2017-2022 period in the study area and the alternative needs figure, based on those only travelling in a caravan for work purposes also leads to a need of 4 pitches.

Step 15: Family units in housing with a psychological aversion to housed accommodation

5.45 This was determined firstly by estimating the number of houses occupied by Gypsies and Travellers using a ratio of 2:1 i.e. for every occupied permanent and temporary pitch, there is potentially two families residing in bricks and mortar accommodation. This is then followed by estimating the proportion of which suffer from psychological aversion to housed accommodation (10%).

5.46 This supply arises from family units that were considered to have a psychological aversion to housing moving onto sites. This leads to an estimated need of 1 pitch across the study area.

5.47 The alternative needs figure, based on those only travelling in a caravan for work purposes leads to a need of 1. This need calculation is based on an estimation of those experiencing “psychological aversion” and only travelling for work purposes in a caravan (based on the proportion of those travelling for work purposes in a caravan on sites).

Balance of Need and Supply

5.48 From the above the Total Additional Pitch Requirement is calculated by deducting the supply from the need.

*Including families who do not travel for work:*
  - Total Supply (not including existing occupied provision) = 0
  - Total Need (including psychological aversion) = 15
  - Total Additional Pitch Requirement = 15 less 0 = 15

*Excluding families who do not travel for work:*
  - Total Supply (not including existing occupied provision) = 0
  - Total Need (including psychological aversion) = 10
  - Total Additional Pitch Requirement = 10 less 0 = 10

Requirement for residential pitches 2022-2037

5.49 Considering future need, it is assumed that those families with psychological aversion will move onto sites within a 5-year period. As such, only natural population increase, mortality, and movement into and out of the study area need be considered. The base figures
regarding the number of pitches on sites at the end of the first 5-year period are shown in Table 5.2 below. Please note that the 2017 base figures include both authorised occupied and vacant pitches, whilst the 2022 base figures assume that any potential pitches have been developed.

### Table 5.2 Base figures for pitches as at 2022 assuming all need is met for 2017-2022

<table>
<thead>
<tr>
<th></th>
<th>2017 Base</th>
<th>Vacant</th>
<th>Potentials 2017-22</th>
<th>Need 2017-22</th>
<th>2022 Base</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>6 (6)</td>
<td>0 (0)</td>
<td>0 (0)</td>
<td>15 (10)</td>
<td>21 (16)</td>
</tr>
</tbody>
</table>

Source: GTAAS 2017

(Figures in brackets are those excluding households who do not travel for work)

5.50 In March 2014 Brandon Lewis (Parliamentary Under Secretary of State within the Department for Communities and Local Government) confirmed that the 3% household growth rate does not represent national planning policy. Alternatively, it is suggested that an annual household growth rate of between 1.5% to 2.5% is more appropriate.

5.51 In relation to this accommodation assessment, analysis of the current population indicates that an annual household growth rate of 2.44% per annum (compound) equating to a 5-year rate of 12.8% is more appropriate. This is based on an analysis of various factors derived from the surveys including current population numbers, the average number of children per household, and marriage rates. It is assumed that these rates are likely to continue during the period 2027-2037.

5.52 The following tables show the accommodation need for the periods 2022-2027, 2027-2032, and 2032-2037.

### Table 5.3 Estimate of the need for residential pitches 2022-2027

<table>
<thead>
<tr>
<th>Pitches as at 2022</th>
<th>Supply of pitches</th>
<th>Need for pitches</th>
<th>Additional Need</th>
</tr>
</thead>
<tbody>
<tr>
<td>1) Estimated pitches occupied by Gypsies and Travellers</td>
<td>21 (16)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2) Pitches expected to become vacant due to mortality 2022-2027</td>
<td>1 (1)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3) Number of family units on pitches expected to move out of the study area 2022-2027</td>
<td>0 (0)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total Supply</td>
<td>1 (1)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>4) Family units moving into the study area (100% of outflow)</td>
<td>0 (0)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>5) Newly forming family units</td>
<td>3 (3)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total Need</td>
<td>3 (3)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Additional Need</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total additional pitch requirement, 2022-2027</td>
<td>2 (2)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Annualised additional pitch requirement</td>
<td>0.4 (0.4)</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Source: West Lancashire GTAA 2017

(Figures in brackets are those excluding households who do not travel for work)
Table 5.4 Estimate of the need for residential pitches 2027-2032

<p>| | | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Pitches as at 2027</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1) Estimated pitches occupied by Gypsies and Travellers</td>
<td>23 (18)</td>
<td></td>
</tr>
<tr>
<td><strong>Supply of pitches</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2) Pitches expected to become vacant due to mortality 2027-2032</td>
<td>1 (1)</td>
<td></td>
</tr>
<tr>
<td>3) Number of family units on pitches expected to move out of the study area 2027-2032</td>
<td>0 (0)</td>
<td></td>
</tr>
<tr>
<td><strong>Total Supply</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>1 (1)</td>
<td></td>
</tr>
<tr>
<td><strong>Need for pitches</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>4) Family units moving into the study area (100% of outflow)</td>
<td>0 (0)</td>
<td></td>
</tr>
<tr>
<td>5) Newly forming family units</td>
<td>3 (3)</td>
<td></td>
</tr>
<tr>
<td><strong>Total Need</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>3 (3)</td>
<td></td>
</tr>
<tr>
<td><strong>Additional Need</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total additional pitch requirement, 2027-2032</td>
<td>2 (2)</td>
<td></td>
</tr>
<tr>
<td>Annualised additional pitch requirement</td>
<td>0.4 (0.4)</td>
<td></td>
</tr>
</tbody>
</table>

Source: West Lancashire GTAA 2017
(Figures in brackets are those excluding households who do not travel for work)

Table 5.5 Estimate of the need for residential pitches 2032-2037

<p>| | | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Pitches as at 2032</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1) Estimated pitches occupied by Gypsies and Travellers</td>
<td>25 (20)</td>
<td></td>
</tr>
<tr>
<td><strong>Supply of pitches</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2) Pitches expected to become vacant due to mortality 2032-2037</td>
<td>1 (1)</td>
<td></td>
</tr>
<tr>
<td>3) Number of family units on pitches expected to move out of the study area 2032-2037</td>
<td>0 (0)</td>
<td></td>
</tr>
<tr>
<td><strong>Total Supply</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>1 (1)</td>
<td></td>
</tr>
<tr>
<td><strong>Need for pitches</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>4) Family units moving into the study area (100% of outflow)</td>
<td>0 (0)</td>
<td></td>
</tr>
<tr>
<td>5) Newly forming family units</td>
<td>3 (3)</td>
<td></td>
</tr>
<tr>
<td><strong>Total Need</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>3 (3)</td>
<td></td>
</tr>
<tr>
<td><strong>Additional Need</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total additional pitch requirement, 2032-2037</td>
<td>2 (2)</td>
<td></td>
</tr>
<tr>
<td>Annualised additional pitch requirement</td>
<td>0.4 (0.4)</td>
<td></td>
</tr>
</tbody>
</table>

Source: West Lancashire GTAA 2017
(Figures in brackets are those excluding households who do not travel for work)

Table 5.6: Summary of Gypsy and Traveller and pitch needs 2017-37

<table>
<thead>
<tr>
<th>Period</th>
<th>2017-2022</th>
<th>2022-27</th>
<th>2027-2032</th>
<th>2032-2037</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>15 (10)</td>
<td>2 (2)</td>
<td>2 (2)</td>
<td>2 (2)</td>
<td>21 (16)</td>
</tr>
</tbody>
</table>

Source: West Lancashire GTAA 2017
(Figures in brackets are those excluding households who do not travel for work)
Requirements for transit pitches / negotiated stopping arrangements: 2017-2037

5.53 As noted in Chapter 3, there was a total of 50 unauthorised encampments over the period June 2014 to June 2017 equating to an average of 4 per quarter. Excluding ‘outliers’ i.e. unauthorised encampments of unusual length, the average length of encampments was 4 days. Without data regarding the average number of vehicles per unauthorised encampment, it is difficult to determine the number of transit pitches required.

5.54 As such, it is recommended that the local authority considers setting up a negotiated stopping places policy. The term ‘negotiated stopping’ is used to describe agreed short-term provision for Gypsy and Traveller caravans. It does not describe permanent ‘built’ transit sites but negotiated arrangements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period, with the provision of limited services such as water, waste disposal and toilets. The arrangement is between the local authority and the (temporary) residents.

Summary

5.55 This chapter has provided both quantitative and qualitative data regarding key characteristics of respondent households residing on Gypsy and Traveller sites. The survey recorded 65 people self-identifying as Gypsies and Travellers (in accordance with ethnic identity as given full protection under the Equality Act 2010) living on sites. Reflecting national trends, it is apparent that respondent Gypsy and Traveller households tend to be larger and have a younger age composition compared with families in the settled community.

5.56 In relation to accessing health services, all families were registered with a local doctor. Health issues reported included: problems due to old age, mental illness, long-term illness (including cancer), high blood pressure and physical disability. In relation to education, most surveyed household children of school age attend school with some receiving home tutoring. All primary aged children were receiving school education. Some secondary school aged children are home tutored, due to cultural reasons and the children ‘learning the family trade’ and ‘way of life’.

5.57 All respondents had travelled during the last 12 months in a caravan or trailer. Households were more likely to travel during the summer and spring months compared to autumn or winter. Whilst families believe there is a need for more permanent sites in the study area, they stated that this can be met by authorising sites which are currently unauthorised (although this is problematic as the sites are located in a Flood Zone 3 area). Beyond that, only one or two additional sites are required. Households stated that planning permission would enable them to develop the sites to a better standard, to improve the appearance of sites, and enable them to improve facilities (including water and electrics).
5.58 Finally, there is a need of 15 pitches for the period 2017-2022 based on households who have not permanently ceased to travel; and 10 pitches for the same period based only on the needs of families who travel in a caravan for work purposes. There is a total need of 21 additional pitches for the period 2017-2037 based on households who have not permanently ceased to travel; and 16 pitches for the same period based only on the needs of families who travel in a caravan for work purposes. In relation to transit provision, it is recommended that the local authority considers setting up a negotiated stopping places policy. The term ‘negotiated stopping’ is used to describe agreed short-term provision for Gypsy and Traveller caravans.
6. Travelling Showpeople accommodation needs

Introduction

6.1 As described in Chapter 1, this GTAA considers the accommodation needs of Travelling Showpeople. Unlike Gypsies and Travellers, Travelling Showpeople are not considered to be an ethnic minority and, as such, are not protected by the Equality Act 2010. However, current (DCLG 2015) and previous (DCLG 2007, 2012) guidance indicates that local authorities should consider the accommodation needs of Travelling Showpeople families.

6.2 In response to Government guidance, and given that Travelling Showpeople in the study area can face similar accommodation issues to Gypsies and Travellers (e.g. difficulty in finding affordable land suitable for development), they have been included in this study.

Accommodation Provision

6.3 There is one permanent Travelling Showpeople yard with planning permission located within the study area with planning permission for 4 permanent plots and 6 for transit use.

6.4 At the time of the survey [September 2017] two households (one extended family and one single person) were residing on two plots whilst the remainder of the site was being used for storage. The first occupied plot was overcrowded due to second and third generation family members needing separate accommodation and due to a lack of space for the storage of equipment. The second plot was occupied by a retired Showperson. Furthermore, the owner of the yard has expressed his intention to apply for a change of use for the land, and the households are seeking alternative accommodation.

6.5 Another Travelling Showpeople family who stay either with relatives who reside outside the study area, or on the roadside, and who are in need of accommodation, contacted West Lancashire Borough Council in 2017 enquiring about accommodation in the area. This family was spoken to as part of the GTAA fieldwork.

Services

6.6 The survey asked households if they contain school-age children and whether they attend school and/or were home tutored. All children of school age residing on the yard attend school. One child is hoping to undertake further education. The families spoke of having a strong belief in the importance of children attending school and receiving a full education. They stated it is increasingly important that children receive a good education and gain good qualifications. Families are unable to rely solely on the Travelling Show business to make ends meet. As well as running fairground or circus businesses, many families now contain family members employed in different professions. The family on the yard had strong links with the local community and the schools in the area. The Travelling Showpeople family from the outside of the study area have pre-school aged children. They
emphasised the importance of finding a yard and settling down so their children can have a good education. This was a key reason for finding suitable land and developing a yard for their family.

6.7 Uncertainty as to where they would be living was causing anxiety to both the family on the yard and the Travelling Showpeople family from outside the area. Not having a home was impacting negatively on schooling, work, and access to doctors and medical treatment (which was of particular concern to those with serious health issues). Some family members from the authorised yard were currently working away, but were due to return soon. The families were not sure where they would be living on their return.

6.8 In relation to employment status, all households had some form of Travelling Showpeople related business such as a family circus or fairground rides. In most cases the businesses had been run by families for generations. They also contain family members who undertake other types of work, particularly during the months they were not travelling with shows. The family from outside the area contain a retired couple with health issues affecting their mobility. This was a further reason why the family are seeking accommodation i.e. so that the extended family can support the older couple.

Travelling

6.9 All working families had travelled during the last 12 months, mainly for work. The main reason for travelling was due to work although they also stated: “it’s our way of life”, “it’s what we do”, and to visit family or friends. The families tend to travel all year around although more travelling is done between Easter and Christmas, and slightly less during the winter. When travelling, families primarily stay where the fair, circus or event is taking place. In terms of main travelling routes, respondent households were likely to state “anywhere” or “all over” rather than state specific routes.

Accommodation need

6.10 The households expressed the opinion that there is need for Travelling Showpeople accommodation in the area. They stated that family sized yards would be preferred if new accommodation for Travelling Showpeople was developed within the study area. They spoke about how yards may need to accommodate several generations at any given time, as Travelling Showpeople families tend to live and work together for generations.

6.11 Both extended families (one on the yard and one from outside the study area) stated that they could afford to buy and develop their own yards, but needed help with the planning process. They each need a yard with enough space for 4 plots and space to store and maintain equipment. Both families are actively seeking suitable land. Both families have urgent need for accommodation.

6.12 The families were of the opinion that there is a need for more permanent Travelling Showpeople plots in the local area and some form of provision for visiting families. They stated that there is not necessarily need for transit provision, but there is a need for some form of negotiated or agreed stopping place.
Accommodation need calculations

6.13 This section presents the detailed technical calculation of the Travelling Showpeople needs assessment. The model used is based on the example given in the DCLG 2007 Guidance. General comments on the findings are contained in Chapter 7.

6.14 The results of the calculations are shown in the tables below, while the subsequent section contains explanations of the sourcing and calculation of figures for each step.

<table>
<thead>
<tr>
<th>Table 6.1 Estimate of the need for Travelling Showpeople plots 2017-2022</th>
</tr>
</thead>
<tbody>
<tr>
<td>1) Current occupied permanent residential yard plots</td>
</tr>
<tr>
<td>Current residential supply</td>
</tr>
<tr>
<td>2) Number of unused residential plots available</td>
</tr>
<tr>
<td>3) Number of existing plots expected to become vacant</td>
</tr>
<tr>
<td>4) Number of family units on yards expected to leave</td>
</tr>
<tr>
<td>5) Number of family units on yards expected to move into</td>
</tr>
<tr>
<td>6) Residential plots planned to be built or to be brought</td>
</tr>
<tr>
<td>7) Less plots with temporary planning permission</td>
</tr>
<tr>
<td>Total Supply</td>
</tr>
<tr>
<td>Current residential need: Plots</td>
</tr>
<tr>
<td>8) Family units (on plots) seeking residential plots in the</td>
</tr>
<tr>
<td>area, 2017-2022, excluding those already counted as moving</td>
</tr>
<tr>
<td>due to overcrowding in step 11</td>
</tr>
<tr>
<td>9) Family units on unauthorised encampments requiring</td>
</tr>
<tr>
<td>residential plots in the area</td>
</tr>
<tr>
<td>10) Family units on unauthorised developments requiring</td>
</tr>
<tr>
<td>residential plots in the area</td>
</tr>
<tr>
<td>11) Family units currently overcrowded on plots seeking</td>
</tr>
<tr>
<td>residential plots in the area, excluding those containing an</td>
</tr>
<tr>
<td>emerging family unit</td>
</tr>
<tr>
<td>12) New family units expected to arrive from elsewhere</td>
</tr>
<tr>
<td>13) New family formations expected to arise from within</td>
</tr>
<tr>
<td>existing family units</td>
</tr>
<tr>
<td>Total Need</td>
</tr>
<tr>
<td>Balance of Need and Supply</td>
</tr>
<tr>
<td>Total Additional Plots Requirement</td>
</tr>
<tr>
<td>Annualised Additional Plots Requirement</td>
</tr>
</tbody>
</table>

Source: West Lancashire GTAA 2017

* Although there are currently two occupied plots an intended change of use by the yard owner means the plots will not be available to families in the future.
6. Travelling Showpeople accommodation needs

Requirement for residential plots 2017-2022: steps of the calculation

6.15 Determining the accommodation needs of Travelling Showpeople uses the same process as determining the accommodation needs of Gypsies and Travellers (although population sizes are much smaller). The following sections show the steps of the Travelling Showpeople accommodation needs calculations.

Supply of plots 2017-2022

Step 1: Current permanent residential yard plots
6.16 Based on information provided by the local authorities there are currently a total of 2 occupied authorised Travelling Showpeople plots in the study area at the time of the survey. These plots are privately rented. The owner of the yard has indicated his intention to apply for a change of use of the yard, and therefore an alternative figure of 0 has been provided, as these plots will not be available to families in the future.

Step 2: Number of unused residential plots available
6.17 According to the survey data there are currently 0 vacant plots on authorised yards in the study area.

Step 3: Number of existing plots expected to become vacant, 2017-2022
6.18 This is calculated using mortality rates as applied in conventional Housing Needs Assessments. However, the figures for mortality have been increased in accordance with studies of Gypsy and Traveller communities suggesting a life expectancy approximately 10 years lower than that of the general population. It is estimated that 0 plots are likely to arise from this source.

Step 4: Number of family units in yard accommodation expressing a desire to leave the study area
6.19 0 households stated that they intend to move out the study area within the next five years.

Step 5: Number of family units in yard accommodation expressing a desire to live in housing
6.20 This was determined by survey data. It was assumed that all those currently living on yards planning to move into housing in the next five years (step 5), or preferring to move into housing from an overcrowded plot (step 11), would be able to do so. A supply of 0 plots was expected from this source.

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20 E.g. L. Crout, Traveller health care project: Facilitating access to the NHS, Walsall Health Authority, 1987. NB: For Travelling Showpeople, the standard mortality rate is used.
Step 6: Residential plots planned to be built or brought back into use, 2016-2021
6.21 This is determined by local authority data. There are 0 new plots expected to be built or brought back into use during the period 2017-2022.

Step 7: Plots with temporary planning permission
6.22 This is determined by local authority data. It is assumed families living on plots whose planning permission expires within the period 2017-2022 will still require accommodation within the study area. There are currently 0 plots with temporary planning permission located in the study area.

Need for plots 2017-2022

Step 8: Family units on plots seeking residential plots in the study area 2016-2021
6.23 This was determined by survey data. These family units reported that they ‘needed or were likely’ to move to a different home in the next five years, and wanted to stay on an authorised site, or that they were currently seeking accommodation. This category of need overlaps with those moving due to overcrowding, counted in step 11, and so any family units which are both overcrowded and seeking accommodation are deducted from this total. This generates a total need of 1 plot in the study area.

Step 9: Family units on unauthorised encampments seeking residential plots in the area
6.24 Guidance (DCLG 2007) indicates that it should be considered whether alternative accommodation is required for families living on unauthorised encampments. It is assumed that those families who are consistently moving around the study area are in need of permanent accommodation. There is no evidence of unauthorised encampments occupied by Travelling Showpeople in the study area, so there is a need for 0 plots arising from this source.

Step 10: Family units on unauthorised developments seeking residential plots in the area
6.25 This was determined by local authority data. The guidance also indicates that the accommodation needs of families living on unauthorised developments for which planning permission is not expected must be considered. Regularising families living on their land without planning permission would reduce the overall level of need by the number of plots given planning permission. A need of 0 plots currently arises from unauthorised developments within the study area.

Step 11: Family units on overcrowded plots seeking residential plots in the area
6.26 Families on overcrowded plots should be provided with plots of an adequate size. Households which also contain a newly formed family unit that has not yet left are excluded. This is because it is assumed that once the extra family unit leaves (included in the need figures in step 13) their accommodation will no longer be overcrowded. The calculations suggest that there is a need for 2 plots in the study area to resolve overcrowding over the period 2017-2022.
Step 12: New family units expected to arrive from elsewhere

6.27 There is currently one extended family residing outside the study area who have expressed a desire to live within West Lancashire. However, this family has no direct connection with West Lancashire (the direct connections are with neighbouring Sefton and with Greater Manchester), so whilst this family's accommodation needs are acknowledged, there is not considered to be a clear requirement to accommodate the family specifically within the study area (i.e. this is a demand, rather than a need, for accommodation in West Lancashire). For the purposes of this GTAA, a need of 0 plots arises from new family units expected to arrive from elsewhere.

Step 13: New family formations expected to arise from within existing family units on sites

6.28 Allowing for those planning to leave the area, and for estimated rates of marriages to Travelling Showpeople, it is thought that this will result in the formation of 1 new household requiring residential plots during 2017-2022.

Requirements for residential plots 2022-2027

6.29 Similar to estimating future pitch need, the GTAA estimates the future Travelling Showpeople plot provision for the period 2022-2037. The same factors used to determine the future accommodation needs of Gypsies and Travellers is applied to Travelling Showpeople including an average annual family growth rate of 2% (equating to 10.4% over a five-year period). The same growth rate is used as the Gypsy and Traveller population growth rate as Showpeople families share similar characteristics i.e. are larger and have more children compared with the settled community. Future 5-year period mortality rates are projected to be the same as those for 2017-2022. Movement into and out of the study area is assumed to be nil (0%).

6.30 The following tables show the accommodation need for the periods 2022-2027, 2027-2032, and 2032-2037 respectively.

<table>
<thead>
<tr>
<th>Table 6.2 Estimate of the need for residential plots 2022-2027</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Plots as at 2022</strong></td>
</tr>
<tr>
<td>1) Estimated plots occupied by Travelling Showpeople 4</td>
</tr>
<tr>
<td><strong>Supply of pitches</strong></td>
</tr>
<tr>
<td>2) Plots expected to become vacant due to mortality 2022-2027 0</td>
</tr>
<tr>
<td>3) Number of family units on pitches expected to move out of the study area 2022-2027 0</td>
</tr>
<tr>
<td>Total Supply 0</td>
</tr>
<tr>
<td><strong>Need for pitches</strong></td>
</tr>
<tr>
<td>4) Family units moving into the study area (100% of outflow) 0</td>
</tr>
<tr>
<td>5) Newly forming family units 0</td>
</tr>
<tr>
<td>Total Need 0</td>
</tr>
<tr>
<td><strong>Additional Need</strong></td>
</tr>
<tr>
<td>Total additional plot requirement, 2022-2027 0</td>
</tr>
<tr>
<td>Annualised additional plot requirement 0</td>
</tr>
</tbody>
</table>

Source: West Lancashire GTAA 2017
### Table 6.3 Estimate of the need for residential plots 2027-2032

<table>
<thead>
<tr>
<th>Plots as at 2027</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>1) Estimated plots occupied by Travelling Showpeople</td>
<td>4</td>
</tr>
<tr>
<td><strong>Supply of pitches</strong></td>
<td></td>
</tr>
<tr>
<td>2) Plots expected to become vacant due to mortality 2027-2032</td>
<td>0</td>
</tr>
<tr>
<td>3) Number of family units on pitches expected to move out of the study area 2027-2032</td>
<td>0</td>
</tr>
<tr>
<td>Total Supply</td>
<td>0</td>
</tr>
<tr>
<td><strong>Need for pitches</strong></td>
<td></td>
</tr>
<tr>
<td>4) Family units moving into the study area (100% of outflow)</td>
<td>0</td>
</tr>
<tr>
<td>5) Newly forming family units</td>
<td>1</td>
</tr>
<tr>
<td>Total Need</td>
<td>1</td>
</tr>
<tr>
<td><strong>Additional Need</strong></td>
<td></td>
</tr>
<tr>
<td>Total additional plot requirement, 2027-2032</td>
<td>1</td>
</tr>
<tr>
<td>Annualised additional plot requirement</td>
<td>0.2</td>
</tr>
</tbody>
</table>

Source: West Lancashire GTAA 2017

### Table 6.4 Estimate of the need for residential plots 2032-2037

<table>
<thead>
<tr>
<th>Plots as at 2032</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>1) Estimated plots occupied by Travelling Showpeople</td>
<td>5</td>
</tr>
<tr>
<td><strong>Supply of pitches</strong></td>
<td></td>
</tr>
<tr>
<td>2) Plots expected to become vacant due to mortality 2032-2037</td>
<td>0</td>
</tr>
<tr>
<td>3) Number of family units on pitches expected to move out of the study area 2032-2037</td>
<td>0</td>
</tr>
<tr>
<td>Total Supply</td>
<td>0</td>
</tr>
<tr>
<td><strong>Need for pitches</strong></td>
<td></td>
</tr>
<tr>
<td>4) Family units moving into the study area (100% of outflow)</td>
<td>0</td>
</tr>
<tr>
<td>5) Newly forming family units</td>
<td>0</td>
</tr>
<tr>
<td>Total Need</td>
<td>0</td>
</tr>
<tr>
<td><strong>Additional Need</strong></td>
<td></td>
</tr>
<tr>
<td>Total additional plot requirement, 2032-2037</td>
<td>0</td>
</tr>
<tr>
<td>Annualised additional plot requirement</td>
<td>0</td>
</tr>
</tbody>
</table>

Source: West Lancashire GTAA 2017

### Summary

6.31 Similar to Gypsy and Traveller families residing on yards, there is a long history of Travelling Showpeople both living and working within the study area. At the time of the survey, there were 2 occupied plots, with the occupants in need of a yard. Accommodation need was determined by surveys undertaken with residents and discussions with stakeholders. It is apparent that the existing yard will soon no longer be available to Travelling Showpeople. As such, the supply for the study area has been regarded as nil.

6.32 In addition, an extended family consisting of 4 households from outside the study area has expressed a desire to find a yard within the study area. Their family and work connections are not directly with West Lancashire, but with the wider area of neighbouring Sefton.
Borough and Greater Manchester. As such, whilst this family’s accommodation needs are acknowledged, it is not considered imperative that these needs be met specifically within West Lancashire, and they are not therefore counted as being part of West Lancashire’s Travelling Showpeople accommodation needs in this GTAA. That is not to say, however, that if a suitable, policy-compliant site were to be found in West Lancashire, this family could not be accommodated within the Borough.

6.33 Table 6.5 summarises the number of Travelling Showpeople plots required over the period 2017-37. It shows that a further 5 Travelling Showpeople plots are needed over twenty years throughout the study area.

<table>
<thead>
<tr>
<th>Period</th>
<th>2017-2022</th>
<th>2022-27</th>
<th>2027-2032</th>
<th>2032-2037</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>4</td>
<td>0</td>
<td>1</td>
<td>0</td>
<td>5</td>
</tr>
</tbody>
</table>

Source: West Lancashire GTAA 2017
7. Conclusions on the evidence

Introduction

7.1 This final chapter draws conclusions from the evidence. It then makes a series of recommendations relating to meeting the identified need for new pitches, plots and moorings, site management and facilities, and recording and monitoring processes.

7.2 The chapter begins by presenting an overview of the policy changes, followed by review of the accommodation needs of Gypsies and Travellers and Travelling Showpeople, and then concludes with key recommendations.

Policy Changes

7.3 As noted in Chapter 1, in 2012 the Coalition Government brought about new statutory guidance regarding Gypsy and Traveller accommodation. This built on earlier commitments to strengthen measures to ensure fair and equal treatment for Gypsies and Travellers in a way that facilitates the traditional and nomadic way of life of Travellers while respecting the interests of the settled community.

7.4 The new planning policy gave councils the freedom and responsibility to determine the right level of Gypsy and Traveller site and Travelling Showpeople plot provision in their area, in consultation with local communities and based on sound evidence such as GTAAs, while ensuring fairness in the planning system. It sat within a broader package of reforms such as the abolition of the previous Government's Regional Strategies and the return of planning powers to councils and communities.

7.5 In August 2015 the DCLG published ‘Planning Policy for Traveller Sites’ (including Travelling Showpeople yards). It states that for the purposes of planning policy “gypsies and travellers” means:

> 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.

7.6 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.
For the purposes of planning policy, “travelling showpeople” means:

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.

The accommodation needs calculations undertaken as part of this GTAA were based on analysis of both secondary data and primary surveys with Gypsies, Travellers and Travelling Showpeople.

In March 2016 the Department of Communities and Local Government (DCLG) published its draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats. It states that when considering the need for caravans and houseboats, local authorities will need to include the needs of a variety of residents in differing circumstances including, for example caravan and houseboat dwelling households and households residing in bricks and mortar dwelling households. For clarity, this GTAA looks at caravan dwellers only in the sense of Gypsies, Travellers and Travelling Showpeople. All other caravan dwellers are covered separately by the Affordable and Specialist Housing Needs Study.

The Housing and Planning Act, which gained Royal Assent on 12 May 2016, deletes sections 225 and 226 of the Housing Act 2004, which previously identified ‘gypsies and travellers’ as requiring specific assessment for their accommodation needs when carrying out reviews of housing needs. Instead, the Act amends section 8 of the Housing Act 1985 governing the assessment of accommodation needs to include all people residing in or resorting to the district in caravans or houseboats. However, for planning purposes, as noted above, the DCLG Planning Policy for Traveller Sites (August 2015) still requires local authorities to identify the accommodation needs of Gypsies, Travellers and Travelling Showpeople.

New provision

As discussed in Chapters 2 and 5, there are differing interpretations of the Department for Communities and Local Government (DCLG) ‘Planning Policy for Traveller Sites’ (PPTS) August 2015 definition. As such, Table 8.1 provides two needs figures: first, one based on the accommodation needs of families who have not permanently ceased to travel; and second, one which considers the accommodation needs only of families who travel in a caravan for work purposes (these figures are in brackets). In relation to site allocations, it is the first interpretation of PPTS 2015 i.e. based on households who have not permanently ceased to travel that this GTAA recommends be adopted by the local authority. This is
because needs figures based only on households who travel in a caravan for work purposes are likely to underestimate need and be open to legal challenges.

7.12 Table 7.1 summarises the results from Chapters 5 and 6:

<table>
<thead>
<tr>
<th>Period</th>
<th>G&amp;T Pitches</th>
<th>TS Plots</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total 2017-22</td>
<td>15 (10)</td>
<td>4</td>
</tr>
<tr>
<td>Total 2022-27</td>
<td>2 (2)</td>
<td>0</td>
</tr>
<tr>
<td>Total 2027-32</td>
<td>2 (2)</td>
<td>1</td>
</tr>
<tr>
<td>Total 2032-37</td>
<td>2 (2)</td>
<td>0</td>
</tr>
<tr>
<td>Total 2017-37</td>
<td>21 (16)</td>
<td>5</td>
</tr>
</tbody>
</table>

Source: West Lancashire GTAA 2017

(Figures in brackets are those excluding households who do not travel for work)

7.13 In relation to Gypsies and Travellers, the main drivers of need are from newly forming families and families residing on unauthorised developments.

7.14 New accommodation provision for Gypsies and Travellers may need to cater for larger families. Similarly, there may be a requirement for space to accommodate trailers and caravans, and, particularly in relation to Travelling Showpeople, space for storage and maintenance of work equipment. Also, it is important to acknowledge the cultural sensitivities involved in allocating housing to Gypsy and Traveller and Travelling Showpeople families. For example, allocating housing without access to open space may negatively impact on re-housed families’ satisfaction with accommodation.

Facilitating new provision

7.15 A key issue remains the facilitation of new sites. Over the last 10 years most new provision within the study area consisted of privately owned sites and yards. Most households on sites and yards stated that they preferred small family sites or yards.

7.16 Nationally, it is difficult to determine the extent to which new sites provided in the last 10 years are privately or publically owned as there are no national records. The January 2017 DCLG Count shows that around a third of Gypsy and Traveller caravans nationally were on social rented sites, whilst the remaining two thirds were residing on privately owned sites. Interestingly, this compares with the January 2010 DCLG Count which indicated that just under half of Gypsy and Traveller caravans were residing on social rented sites, whilst the remaining half were residing on privately owned sites. This suggests either that the provision of new social rented pitches has not kept pace with demand and / or that Gypsy and Traveller households prefer to reside on privately owned sites. There are no social rented Traveller sites in West Lancashire.

7.17 Analysis of the most recent HCA figures (September 2016) indicate that 2 new sites have recently been funded by the Affordable Homes Programme (AHP) including a new site of
7. Conclusions on the evidence

22 pitches in Darlington, and a new site of 22 pitches in Harlow. However, at £2.4m the combined funding for the 2 new sites represents only a small proportion of the total AHP funding of the £527m already allocated for new affordable homes. Given the above, it may be difficult for the study area local authority to gain central government funding for new sites.

7.18 Analysis of current provision of Gypsy and Travellers sites (see Chapter 5) suggests that most if not all current authorised, permanent provision within the study area is privately owned. As with other accommodation needs assessments undertaken by RRR Consultancy Ltd, this assessment concludes that most Gypsy and Traveller families would prefer to reside on privately-owned family-sized sites, and that those who are unable to purchase land would still prefer to live on small sites.

7.19 The difference between current local public and private provision is due to several factors. One factor is that, as acknowledged by stakeholders (see Chapter 4), the development process including the acquisition of land is too expensive for most Gypsy and Traveller families, and the perceived complexity of the planning process can also be a potential barrier. Another factor is that there has been a lack of finance for the development of publicly owned sites for a number of years. Given current financial constraints on public expenditure, it is unlikely that this situation will change significantly in coming years.

7.20 Most of the accommodation need can be addressed by expanding existing private sites (rather than public sites). Further need could also be met by granting planning permission to occupiers residing on unauthorised developments. For example, full authorisation of those pitches on unauthorised developments would address a need of 7 pitches.

7.21 This GTAA recommends that the local authority supports and guides potential site developers through the planning application process from beginning to end. This could include helping the owners of small family sites to apply for planning permission in order to extend sites to address future need. The Council could also contact households who have previously displayed an interest in developing a new site but have not progressed to the planning application stage.

7.22 Further, local authorities could consider helping to meet the needs of households unable to afford to own a site by renting or leasing small parcels of local authority owned land to them and assisting with planning applications and site development. Occupying families could be granted the option to wholly purchase the site at a later date.

7.23 The local authority could also consider sites developed on a cooperative basis, shared ownership, or small sites owned by a local authority, but rented to an extended Gypsy or Traveller family for their own use. These options might involve the families carrying out physical development of the site (self-build) with the land owner providing the land on affordable terms. The local council might develop such initiatives or in partnership with
Registered Providers. Local authorities could examine their Strategic Housing and Economic Land Availability Assessments (SHELAAs) to identify suitable locations.

7.24 For example, Bristol City Council (2009) considered various options for facilitating new sites including: only purchasing land for self-build projects; purchasing land and providing infrastructure such as drains and electricity supply and/or making finance available for materials; providing pre-built pitches which are available to buy using shared- or part-ownership options.\footnote{For discussion of the benefits of community land trusts in relation to Gypsies and Travellers see: http://www.gypsy-traveller.org/where-you-live-2/community-land-trusts/}

7.25 Another example is South Somerset District Council which has been exploring, in consultation with local travellers, ideas such as: site acquisition funds; loans for private site provision through Community Development Financial Institutions; and joint ventures with members of the Gypsy and Traveller community.\footnote{A Big or Divided Society? Interim Recommendations and Report of the Panel Review into the Impact of the Localism Bill and Coalition Government Policy on Gypsies and Travellers.}

Managing Gypsy and Traveller sites

7.26 The Joseph Rowntree Foundation (JRF) (2016) undertook research on managing and delivering Gypsy and Traveller sites. Its case studies identified a variety of management approaches including:

1. Local authority owned and managed.
2. ALMO or housing association managed.
3. Local housing association managed.

7.27 Within the above three management approaches there are further typologies:

a. A non-Gypsy/Traveller direct employee visits the site to undertake any management duties required.

b. A Gypsy/Traveller direct employee who is non-resident on any of the sites visits them to undertake any management duties required.

c. A Gypsy/Traveller site resident is employed by the organisation to undertake some management duties on that site and possibly other nearby sites. Site residents may refer to this role as a ‘warden’.

d. Multi-agency unit managed – normally this is led by a county council in an area and includes police, health and education officers in the team.

e. Housing association proactively building and managing sites in an area.

f. Private Gypsy / Traveller organisation managing sites on a lease agreement.

g. Private Gypsy / Traveller managing sites acquired from the Council divesting stock.
7. Conclusions on the evidence

7.28 Importantly, the report states that sites were most likely be developed and better managed where a ‘grasp the nettle’ culture had been adopted i.e. where officers, politicians and Gypsies and Travellers were engaged in attempting to meet ongoing need for site provision (p.17). The report concludes by making 12 key recommendations to housing bodies, local authorities and government agencies (although not all may be applicable in West Lancashire):

- Recognise that site provision is the key to resolving continuous unauthorised encampments in an area.
- Where sites are not already in existence, consider ‘negotiated stopping’, rather than eviction, as a more resource-efficient and humane approach to unauthorised encampments.
- Understand unauthorised encampments and lack of permanent sites as housing issues reflecting unmet accommodation needs.
- Have robust Gypsy and Traveller Accommodation Assessment data based on open channels of communication with residents.
- Identify sites in Local Plans and consult with Gypsies, Travellers and other residents on location of sites.
- Encourage elected members to play a key role in leading local debates on managing and delivering sites, supported through training and by national political leadership.
- Recognise a duty to promote equality in this area and challenge discriminatory discourse about Gypsies and Travellers as part of this.
- Plan for a mixture of tenure, size and location for new Gypsy and Traveller sites, as with general housing stock.
- Bring in Gypsy and Traveller accommodation alongside other social housing, in terms of policies, administration and standards of management.
- Recognise that a well-run site will not cost money in the long term (income can cover costs) but capital funding is needed initially to support delivery.
- See information sharing as key to good management: inefficiencies occur when lines of accountability between departments and agencies are blurred.
- Pay careful consideration to future management and ownership issues when undertaking reviews of local authority sites.

The location of new provision

7.29 Stakeholder comments suggested that smaller sites and yards are preferred by Gypsy and Traveller, and Travelling Showpeople households due to feeling safer and better management and maintenance of sites and yards. Ongoing monitoring of site or yard provision should be undertaken by the local authority alongside discussions with Gypsies, Travellers, and Travelling Showpeople to ensure that any additional need that may arise is identified. The precise location (along with design and facilities) will, however, need to be drawn up in consultation with Gypsies, Travellers, and Travelling Showpeople to ensure the extra provision meets their needs.
7.30 Ensuring that new sites or plots are located in a safe environment is important although the impact of land costs on determining feasibility must also be considered. The settled community neighbouring the sites or yards should also be involved in the consultation from an early stage. There may be scope for expanding existing sites to meet some arising need. However, in relation to Gypsies and Travellers, the preference is for smaller sites which tend to be easier to manage.

7.31 In terms of identifying broad locations for new permanent sites and yards, there are a number of factors which could be considered including:

Costs
- How do land costs impact on feasibility i.e. is it affordable?
- Implementation of services – is it possible for the new site to connect to nearby mains services e.g. electricity, gas, water or sewerage?
- Can good drainage be ensured on the new provision?

Social
- Does the proposed location of the new provision lie within a reasonable distance of school catchment areas?
- Sustainability – is the proposed location close to existing bus routes?
- Proximity of social and leisure services – is the proposed location close to leisure facilities such as sports centres, cinemas etc. or welfare services such as health and social services etc.

Availability
- Who owns the land and are they willing to sell / rent?
- Is access easy or will easements across other land be needed both for residents and services/utilities?
- Are utilities close enough to service the provision at realistic prices?

Deliverability
- Does the proposed location meet existing general planning policy in terms of residential use, for example in relation to flood risk and the historic environment?
- Can the owner sell the land easily and quickly?
- Can utilities connect to the proposed provision?
- Can highways connect to the proposed provision?

7.32 Considering the evidence gathered throughout the GTAA, it is likely that the key factors determining new provision in West Lancashire are:

- The affordability of land suitable for the development of new sites and the cost of development
7. Conclusions on the evidence

- The need to ensure that new provision is within reasonable travelling distance of social, welfare and cultural services
- The need to carefully consider the proximity of new provision to existing provision / development i.e. whether social tensions might arise if new provision is located too close to existing residents, be they Travellers or from the settled community
- The sustainability of new provision i.e. ensuring that this does not detrimentally impact on the local environment and does not place undue pressure on the local infrastructure
- The land around Banks, where three Traveller sites are currently located, being in Flood Zone 3

7.33 It is important that new provision is located close to amenities such as shops, schools and health facilities and has good transport links. DCLG (2015) guidance suggests that local planning authorities should strictly limit new Gypsy and Traveller site development in the open countryside that is away from existing settlements or outside areas allocated in the development plan. Local planning authorities should ensure that sites in rural areas do not dominate the nearest settled community, and avoid placing an undue pressure on the local infrastructure.

7.34 It also states that when considering applications, local planning authorities should attach weight to the following matters:

a. effective use of previously developed (brownfield), untidy or derelict land
b. sites being well planned or soft landscaped in such a way as to positively enhance the environment and increase its openness
c. promoting opportunities for healthy lifestyles, such as ensuring adequate landscaping and play areas for children
d. not enclosing a site with so much hard landscaping, high walls or fences, that the impression may be given that the site and its occupants are deliberately isolated from the rest of the community

7.35 There may be families within the study area who would like to increase the number of pitches and plots and/or number of caravans allowed per pitch or plot on existing sites/yards. The consideration of expansion of sites with adequate space would contribute towards meeting existing need.

7.36 In some instances it may be necessary for the identified need to be met outside of the local authority where it arises, and local planning authorities should work together under the Duty to Co-operate where this is the case.

The size of new provision

7.37 DCLG (2008) guidance states that there is no one-size-fits-all measurement of a pitch as, in the case of the settled community, this depends on the size of individual families and their particular needs. However, they do suggest 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.

7.38 Based on previous and current DCLG guidance, it can be determined that a pitch of approximately 325 square metres would take into account all minimum separation distance guidance between caravans and pitch boundaries as stipulated in guidance and safety regulations (e.g. fire safety) for caravan development. A pitch size of at least 500 square metres would comfortably accommodate the following on-pitch facilities:

- Hard standing for 1 touring/mobile caravan and 1 static caravan
- 2 car parking spaces
- 1 amenity block
- Hard standing for storage shed and drying
- Garden/amenity area

7.39 In relation to Travelling Showpeople plots, there is no set guidance. However, in addition to the guidance above, Travelling Showpeople also have need for adequate space to store and maintain large pieces of equipment (including lorries and fairground equipment).

**Transit provision**

7.40 As noted in previous chapters, when families do stop in the area, they usually only stop for short periods of time. Adequate Transit provision can help alleviate unauthorised encampments and all the associated negative publicity. In the absence of negotiated stopping places and transit sites where families visiting the area can automatically be sent, local authorities can end up shifting the issues around the wider area, all of which leads to unnecessary costs to the council and other agencies (including police and courts), insecurity to the families, unnecessary disturbance to local community and unnecessary conflict between settled community and Gypsies and Travellers.

7.41 We recommend that the local authority sets up a negotiated stopping places policy. The term 'negotiated stopping' is used to describe agreed short term provision for Gypsy and Traveller caravans. It does not describe permanent ‘built’ transit sites but negotiated arrangements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets. The arrangement is between the local authority and the (temporary) residents.

7.42 We also recommend that West Lancashire Borough Council and neighbouring authorities work together to address the transit needs. This combination of provision would address the larger scale and more long-term unauthorised encampments. Having clear transit
provision will provide the police and other agencies with a place to which they can relocate visiting families, and for visiting families, a place to which they are able to go directly.

**Summary**

7.43 There is an overall need in the study area over the next twenty years of some 21 residential pitches for Gypsies and Travellers (16 pitches excluding households who do not travel for work), and 5 plots for Travelling Showpeople. It is also recommended that the Local Authority have a corporate policy in place to address negotiated stopping places for small scale transient encampments, and that the Council work with neighbouring authorities to determine the location and size of new transit provision within the wider area.

7.44 The policy process that follows on from this research will also need to consider how the identified needs relating to Gypsies and Travellers can be supported through the planning process. The study also highlights a number of issues relating to the management and condition of Traveller site provision i.e. that smaller sites are easier to manage.

7.45 Finally, this report primarily recommends that the councils within the wider area work jointly where appropriate to address accommodation needs. The other recommendations are as follows:

- Develop a holistic vision for their work on Gypsies and Travellers and embed it in Community and Homelessness Strategies, Local Plans and planning and reporting obligations under the Equality Act 2010.
- Provide regular training and workshop sessions with local authority and service provider employees (and elected members) to help them to further understand the key issues facing the Gypsy and Traveller and Travelling Showpeople community.
- Formalise communication processes between relevant housing, planning and enforcement officers etc. in both the study area and neighbouring local authorities.
- Review existing provision for opportunities for expansion where suitable and appropriate.
- In conjunction with the relevant Government guidance, review the categorisation of the areas in terms of flood risk.
- If the areas where need has been identified continue to be categorised as category 3 flood risk areas, and the sites are therefore unable to meet the needs of the households in need, liaise with the households to identify suitable land that will meet the Council criteria and the households’ accommodation needs.
- Council to support and guide potential site developers through the planning application process. This could include helping the owners of small family sites to apply for planning permission to extend sites in order to address future need.
- Council could consider helping to meet the needs of households unable to afford to own a site by renting or leasing small parcels of local authority owned land to them and assisting with planning applications and site development.
- Consider the suitability of land owned by one of the households to meet their accommodation need.
• In liaison with relevant enforcement agencies such as the police, develop a common approach to dealing with unauthorised encampments.
• Develop a common approach to recording unauthorised encampments which includes information such as location, type of location (e.g. roadside, park land etc.), number of caravans/vehicles involved, start date, end date, reason for unauthorised encampment (e.g. travelling through area, attending event, visiting family etc.), family name(s), and action taken (if any).
• Implement corporate policy to provide negotiated stopping arrangements to address unauthorised encampments for set periods of time at agreed locations.
• Encourage local housing authorities to include Gypsy and Traveller categories on ethnic monitoring forms to improve data on population numbers, particularly in housing.
• Better sharing of information between agencies which deal with Gypsies and Travellers, and Travelling Showpeople
• Given the population size and demographics of the Traveller population can change rapidly, Traveller accommodation needs should be reviewed every 5 to 7 years.
Bibliography

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Glossary

Amenity block
A small permanent building on a pitch with bath/shower, WC, sink and (in some larger ones) space to eat and relax. Also known as an amenity shed or amenity block.

Authorised site
A site with planning permission for use as a Gypsy and Traveller site. It can be privately owned (often by a Gypsy or Traveller), leased or socially rented (owned by a council or registered provider).

Average
The term ‘average’ when used in this report is taken to be a mean value unless otherwise stated.

Bedroom standard
The bedroom standard is based on that which was used by the General Household Survey to determine the number of bedrooms required by families. For this study, a modified version of the bedroom standard was applied to Gypsies and Travellers living on sites to take into account that caravans or mobile homes may contain both bedroom and living spaces used for sleeping. The number of spaces for each accommodation unit is divided by two to provide an equivalent number of bedrooms. Accommodation needs were then determined by comparing the number (and age) of family members with the number of bedroom spaces available.

Bricks and mortar accommodation
Permanent housing of the settled community, as distinguished from sites.

Caravan
Defined by Section 29 (1) of the Caravan Sites and Control of Development Act 1960 a caravan as:

"... any structure designed or adapted for human habitation which is capable of being moved from one place to another (whether by being towed, or by being transported on a motor vehicle or trailer) and any motor vehicle so designed or adapted."

Concealed household
A household or family unit that currently lives within another household or family unit but has a preference to live independently and is unable to access appropriate accommodation (on sites or in housing).

Doubling up
More than one family unit sharing a single pitch.
Emergency stopping places

Emergency stopping places are pieces of land in temporary use as authorised short-term (less than 28 days) stopping places for all travelling communities. They may not require planning permission if they are in use for fewer than 28 days in a year. The requirements for emergency stopping places reflect the fact that the site will only be used for a proportion of the year and that individual households will normally only stay on the site for a few days.

Family Owner Occupied Gypsy Site

Family sites are seen as the ideal by many Gypsies and Travellers in England. They are also often seen as unattainable. There are two major obstacles: money/affordability and getting the necessary planning permission and site licence. While the former is clearly a real barrier to many less well-off Gypsies and Travellers, getting planning permission for use of land as a Gypsy caravan site (and a 'site' in this context could be a single caravan) is currently a major constraint on realising aspirations among those who could afford to buy and develop a family site.

Family unit

The definition of ‘family unit’ is used flexibly. The survey assumes that a pitch is occupied by a single household or family unit although it acknowledges that this may also include e.g. extended family members or hidden households.

Gypsy

Member of one of the main groups of Gypsies and Travellers in Britain. In this report it is used to describe English (Romany) Gypsies, Scottish Travellers and Welsh Travellers. English Gypsies were recognised as an ethnic group in 1988.

Gypsy and Traveller

As defined by DCLG Planning Policy for Traveller Sites (August 2015):

*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 DCLG guidance also states that in determining whether persons are “gypsies and travellers” for the purposes of 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.
**Household**
The definition of ‘household’ is used flexibly. The survey assumes that a pitch is occupied by a single household or family unit although it acknowledges that this may also include e.g. extended family members or hidden households.

**Irish Traveller**
Member of one of the main groups of Gypsies and Travellers in Britain. Distinct from Gypsies but sharing a nomadic tradition, Irish Travellers were recognised as an ethnic group in England in 2000.

**Local Authority Sites**
The majority of local authority sites are designed for permanent residential use. The latest published Traveller Caravan Count undertaken in July 2016 suggests that there are a total of 5,262 permanent local authority and private registered provider pitches capable of housing 8,589 caravans.

**Local Development Documents (LDD)**
Local Plans and other documents that contain planning policies and are subject to external examination by an Inspector. It is important to note that Supplementary Planning Documents (SPDs) contain guidance which are not subject to Examination. Planning applications are determined in relation to an adopted Development Plan which contains documents found to be sound at an Independent Examination.

**Mobile home**
For legal purposes it is a caravan. Section 29 (1) of the Caravan Sites and Control of Development Act 1960 defines a caravan as:

"... any structure designed or adapted for human habitation which is capable of being moved from one place to another (whether by being towed, or by being transported on a motor vehicle or trailer) and any motor vehicle so designed or adapted..."

**Negotiated Stopping**
The term ‘negotiated stopping’ is used to describe agreed short term provision for Gypsy and Traveller caravans. It does not describe permanent ‘built’ transit sites but negotiated arrangements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets. The arrangement is between the local authority and the (temporary) residents.

**Net need**
The difference between need and the expected supply of available pitches (e.g. from the re-letting of existing socially rented pitches or from new sites being built).
New Traveller (formerly ‘New Age Traveller’)
Members of the settled community who have chosen a nomadic or semi-nomadic lifestyle. The first wave of New Travellers began in the 1970s and were associated with youth culture and ‘new age’ ideals. They now comprise a diverse range of people who seek an alternative lifestyle for differing reasons including personal or political convictions. Economic activities include making hand-made goods that are sold at fairs.

Newly forming families
Families living as part of another family unit of which they are neither the head nor the partner of the head and who need to live in their own separate accommodation, and/or are intending to move to separate accommodation, rather than continuing to live with their ‘host’ family unit.

Overcrowding
An overcrowded dwelling is one which is below the bedroom standard. (See ‘Bedroom Standard’ above).

Permanent residential site
A site intended for long-stay use by residents. They have no maximum length of stay but often constraints on travelling away from the site.

Pitch
Area on a site developed for a family unit to live. On socially rented sites, the area let to a tenant for stationing caravans and other vehicles.

Plot
Area on a yard for Travelling Showpeople to live. As well as dwelling units, Travelling Showpeople often keep their commercial equipment on a plot.

Primary data
Information that is collected from a bespoke data collection exercise (e.g. surveys, focus groups or interviews) and analysed to produce a new set of findings.

Private rented pitches
Pitches on sites which are rented on a commercial basis to other Gypsies and Travellers. The actual pitches tend to be less clearly defined than on socially rented sites. The July 2016 Traveller Caravan Count suggests that there are 11,646 caravans occupying private caravan sites in England.

Psychological aversion
An aversion to living in bricks and mortar accommodation. Symptoms can include: feelings of depression, stress, sensory deprivation, feeling trapped, feeling cut off from social contact, a sense of dislocation with the past, feelings of claustrophobia. Proven psychological aversion to living in bricks and mortar accommodation is one factor used to determine accommodation need.
**Registered Provider**
A provider of social housing, registered with the Homes and Communities Agency (HCA) under powers in the 2008 Housing and Regeneration Act. This term replaced ‘Registered Social Landlord’ (RSL) and encompasses housing associations, trusts, cooperatives and companies.

**Secondary data**
Existing information that someone else has collected. Data from administrative systems and some research projects are made available for others to summarise and analyse for their own purposes (e.g. Traveller Caravan Count).

**Settled community**
Used to refer to non-Gypsies and Travellers who live in housing.

**Site**
An area of land laid out and/or used for Gypsy and Traveller caravans for residential occupation, which can be authorised (have planning permission) or unauthorised. Sites can be self-owned by a Gypsy and Traveller resident, or rented from a private or social landlord. Sites vary in type and size and can range from one-caravan private family sites on Gypsies’ and Travellers’ own land, through to large local authority sites. Authorised private sites (those with planning permission) can be small, family-run, or larger, privately-owned rented sites.

**Socially rented site**
A Gypsy and Traveller site owned by a council or private Registered Provider. Similar to social rented houses, rents are subsidised and offers at below private market levels. According to the latest published DCLG Traveller Count (July 2016), there were 6,292 caravans occupying social rented sites.

**Tolerated**
An unauthorised development or encampment may be tolerated by the local authority meaning that no enforcement action is currently being taken.

**Trailer**
Term commonly used by Gypsies and Travellers for a moveable caravan.

**Transit site/pitch**
This is the authorised encampment option for Gypsies and Travellers travelling in their caravans and in need of temporary accommodation while away from ‘home’. Transit sites are sometimes used on a more long-term basis by families unable to find suitable permanent accommodation. As stated above, there are only 445 authorised transit pitches (not all used for short-term purposes) in England. At present unauthorised encampments ‘accommodate’ the great majority of ‘transit’ mobility in an almost totally unplanned manner. No national record is kept of the number of actual ‘sites’ affected, but extrapolation from local records in different areas suggests that it must be thousands each year.
Travelling Showpeople
People who organise circuses and fairgrounds and who live on yards when not travelling between locations. Most Travelling Showpeople are members of the Showmen’s Guild of Great Britain.

Unauthorised development
Unauthorised developments include situations where the land is owned by the occupier, or the occupier has the consent of the owner (e.g. is tolerated /no trespass has occurred), but where relevant planning permission has not been granted. In July 2016, 3,481 caravans were recorded as being on unauthorised sites on Gypsy-owned land consisting of 1,336 ‘tolerated’ and 2,145 ‘not tolerated’ by local authorities in England.

Unauthorised encampment
Unauthorised encampments include situations where the land is not owned by the occupier, the land is being occupied without the owner’s consent, and as such a trespass has occurred. An encampment can include one or more vehicles, caravans or trailers.

Unauthorised site
Land occupied by Gypsies and Travellers without the appropriate planning or other permissions. The term includes both unauthorised development and unauthorised encampment.

Winter quarters
A site occupied by Travelling Showpeople, traditionally used when not travelling to provide fairs or circuses. Many now involve year-round occupation.

Yard
A term used for a site occupied by Travelling Showpeople. They are often rented by different families with clearly defined plots.