

# Lancashire Sub-Regional Gypsy and Traveller Accommodation and Related Services Assessment



## Final Report

By

**Philip Brown, Lisa Hunt, Andy Steele**  
*Salford Housing & Urban Studies Unit*  
University of Salford

&

**Pat Niner**  
*Centre for Urban and Regional Studies*  
University of Birmingham

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## **About the Authors**

Philip Brown and Lisa Hunt are Research Fellows in the Salford Housing & Urban Studies Unit (SHUSU) at the University of Salford.

Andy Steele is Professor of Housing & Urban Studies and Director of the Salford Housing & Urban Studies Unit (SHUSU) at the University of Salford.

Pat Niner is a Senior Lecturer in the Centre for Urban and Regional Studies (CURS) at the University of Birmingham

The Salford Housing & Urban Studies Unit is a dedicated multi-disciplinary research and consultancy unit providing a range of services relating to housing and urban management to public and private sector clients. The Unit brings together researchers drawn from a range of disciplines including: social policy, housing management, urban geography, environmental management, psychology, social care and social work.

## **Study Team**

### **Core team members:**

Dr Philip Brown  
Dr Lisa Hunt  
Professor Andy Steele  
Pat Niner  
Eileen Oak  
AVT-interventions

### **Community interviewers:**

Liz Brown  
Shelly Lee

## **Steering Group**

The steering group included representatives of the following authorities:

Blackburn with Darwin Borough Council  
Blackpool Council  
Burnley Borough Council  
Chorley Borough Council  
Fylde Borough Council  
Hyndburn Borough Council  
Lancashire County Council  
Lancaster City Council  
North West Regional Assembly  
Pendle Borough Council  
Preston City Council  
Rossendale Borough Council  
South Ribble Borough Council  
West Lancashire District Council  
Wyre Borough Council



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This report is based on research undertaken by the study team and the analysis and comment thereafter does not necessarily reflect the views and opinions of the research commissioning authorities, or any participating researchers, stakeholders and agencies. The authors take responsibility for any inaccuracies or omissions in the report.



# Executive Summary

## The study

Recent legislation and guidance from the government has indicated a commitment to taking steps to resolve some of the long standing accommodation issues for members of the Gypsy and Traveller communities. This legislation has an overarching aim of ensuring that members of the Gypsy and Traveller communities have equal access to decent and appropriate accommodation options akin to each and every other member of society. As a result, a number of Gypsy and Traveller Accommodation Assessments (GTAAs) are now being undertaken across the UK, as local authorities respond to these new obligations and requirements.

The North West Regional Assembly, on behalf of a number of authorities within the Lancashire sub-region, commissioned this assessment of Gypsy and Traveller accommodation in July 2006. The authorities, which comprise this assessment, are: Blackburn with Darwen Borough Council; Blackpool Council; Burnley Borough Council; Chorley Borough Council; Fylde Borough Council; Hyndburn Borough Council; Lancaster City Council; Pendle Borough Council; Rossendale Borough Council; Preston City Council; South Ribble Borough Council; West Lancashire District Council; Wyre Borough Council; and, Lancashire County Council<sup>1</sup>. The study was conducted by a team of researchers from the Salford Housing & Urban Studies Unit at the University of Salford, assisted by staff from the Centre for Urban and Regional Studies at the University of Birmingham and AVT-interventions, with research support from members of the Gypsy and Traveller community. The study was managed by a Steering Group composed of members from the aforementioned Lancashire authorities.

The assessment was undertaken by conducting:

- A review of available literature, data and secondary sources;
- A detailed questionnaire completed by housing and planning officers;
- Five thematic focus groups with 22 key stakeholders; and
- A total of 210 interviews with Gypsies and Traveller households from a range of tenures and backgrounds.

## Background

Following the Housing Act 2004, local authorities have been preparing to develop and implement strategies to respond to the accommodation needs of

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<sup>1</sup> Ribble Valley Council chose not to participate in the assessment. However, where there are instances when the position of Ribble Valley impacts upon the rest of the Lancashire Study Area (i.e. geographical spread of site provision and presence of unauthorised sites), information about Ribble Valley is provided.

the Gypsy and Traveller communities living in their areas as part of their wider housing strategies and the Regional Housing Strategy (RHS). Gypsy and Traveller Accommodation Assessments (GTAAs) are designed to provide the evidence needed to inform these strategies. However, as well as presenting evidence and information on accommodation needs at an immediate local level, the evidence collected and analysis produced has a wider regional role. The assessment of accommodation need and pitch requirements are also to be fed into the Regional Planning Body (RPB), in this case the North West Regional Assembly (NWRA), for inclusion into the Regional Spatial Strategy (RSS). The RSS then specifies pitch numbers required (but not their location) for each local planning authority (LPA) in light of the GTAAs conducted and a strategic view of need, supply and demand across the region is taken. The local planning authority's relevant Development Planning Document (DPD) – part of the Local Development Framework then identifies specific sites to match pitch numbers from the RSS.

## **Main Findings**

### **Local Gypsies and Travellers**

- At the time of the survey the Study Area had 93 pitches on five residential sites all managed by the respective local authorities; 262 pitches on 28 private authorised sites; a minimum of 10 unauthorised developments containing approximately 23 pitches; a minimum of 30 households on unauthorised encampments; and, at least 21 households in bricks and mortar housing. In all there was a minimum of 429 Gypsy/Traveller families on sites, in houses or encamped at the time of the survey. In addition, there was somewhere in the region of 8 Travelling Showpeople households on sites across the Study Area. The average household size was 4.6 persons, significantly larger than the average in the settled community. The estimated Gypsy and Traveller population of the Lancashire Study Area equates to a minimum of 1,973 people. This needs assessment accounts for approximately 968 Gypsies and Travellers, just under half of the 'known' estimated population. The average caravan to household ratio was 1.4 caravans per household.
- Survey responses suggested that there was a significant incidence of disability and ill-health with approximately 1 in 4 people reporting some form of disability or long-term illness within their household. Experience of multiple incidences of ill-health was not uncommon
- Eight in every ten respondents thought that education was important for Gypsy/Traveller children; however, only six in ten respondents reported that their children had regular attendance at school. Irregular attendance was particularly acute for those families living on unauthorised encampments.



- The Gypsy and Traveller households consulted reported being involved in a wide range of jobs. Self-employment was a key feature with building, groundwork, dealing, hawking, uPVC, roofing, and gardening frequently mentioned. There may be a greater tendency, over coming years, for Gypsy and Traveller children to enter more non-Traveller trades similar to those of the settled community. However, because of the influence of family roles and responsibilities traditional Gypsy and Traveller trades remain an integral part of the community.
- Over a third of those interviewed considered Lancashire, or areas within Lancashire, as their 'home'. Just under half of those interviewed reported that they had not travelled at all in the last 12 month period. The vast majority of those that had travelled in the last 12 months, had been engaged in seasonal travelling (i.e. travelling in late spring, summer and early autumn).

### **Traveller perspectives on accommodation**

- The vast majority of those interviewed thought that their site/accommodation was either OK, good or very good. In total, 18% described their accommodation as poor or very poor, the main reason for 'poor' judgements was being the size of the site and their family pitch. Almost all of those we spoke to in bricks and mortar accommodation described their accommodation as OK, good or very good. A minority of respondents described their home as poor or very poor.
- Very few respondents expressed a desire to move from their accommodation within the next five years. It is clear that Gypsies and Travellers are afforded few accommodation options – any movement from sites is constrained by a perceived lack of space on other authorised sites. Generally speaking, residents who have stable accommodation do not wish to return to travelling in the current climate. Bricks and mortar housing is attractive to a number of families; however, at the same time, poor experience of bricks and mortar living has discouraged those that have already tried this form of accommodation from returning to it.
- Over a third of people expected to live in their current accommodation indefinitely, while a small group (15%) thought they would leave at some point in the next 5 years to return to travelling.
- By far the most preferred form of accommodation was a private site owned by either themselves or their family. This was followed by staying on either a network of transit/short-stay sites or a site owned by the local authority. A form of 'group housing' was seen as broadly favourable, but there appeared to be a lack of understanding as to what this actual meant in practice, probably due to having little experience of this kind of accommodation.

## **Gypsies and Travellers on unauthorised encampments and unauthorised developments**

- Analysis of the records held by local authorities on unauthorised encampments showed a total of 106 encampments from August 2005-August 2006. The authorities which experienced the highest levels of encampments were Lancaster, Blackburn with Darwen, and Burnley. Encampments tend to vary in size substantially from 1 to 30 caravans.
- Just over half of households on unauthorised encampments were actively looking for somewhere more stable and secure to live within the Study Area.
- According to the survey the areas in which Gypsies and Travellers were currently encamped were not their preferred stopping places. The majority considered these areas in negative terms largely due to feelings of insecurity and environmental considerations (i.e. industrial areas, near roads, near waste ground). Furthermore, those households on unauthorised encampments had very poor living conditions; lacking access to water, toilets, showers or waste disposal. Only a third of unauthorised encampments had access to electricity.
- According to the survey of local authorities there were 7 unauthorised developments at the time of the assessment, comprising of approximately 13 pitches (3 in Blackburn with Darwen, 2 in Hyndburn, and 2 in West Lancashire). From the survey of Gypsies and Travellers, the project team found further unauthorised developments in Lancaster, Preston and Blackpool.

## **Accommodation need and supply**

Nationally, there are no signs that the growth in the Gypsy and Traveller population will slow significantly. Although the supply of authorised accommodation has declined since 1994, the size of the population of Gypsies and Travellers does not appear to have been affected to a great extent. Instead, the way in which Gypsies and Travellers live has changed, with increases in unauthorised accommodation, innovative house dwelling arrangements (living in trailers in the grounds of houses), overcrowding on sites and overcrowding within accommodation units (trailers, houses, chalets, etc.).

Given the presence of unauthorised encampments, household concealment, and future household formation, the current supply of appropriate accommodation appears to be significantly less than the 'need' identified. It is the conclusion of the project team that there is a need for more pitch provision for Gypsies and Travellers within the Lancashire Study Area.

Based upon a number of indicators of accommodation need, it has been identified that over the next five years (2006-2011) there is a need for around **126 - 147 additional permanent residential pitches** across the Study Area.

With current trends and policies, this need is unlikely to be met since the only source of supply is 4 pitches on one local authority site. Furthermore, there is a need for around 7 additional residential pitches for Travelling Showpeople 2006-2011. (See Table i)

Table i: Summary of estimated need for residential pitches at a Lancashire Study Area level 2006-2016

<b>Driver of pitch site need/demand</b>	<b>Pitch need 2006-2011</b>
Concealed/doubled-up household	7
Household formation	51
Waiting lists	24
Unauthorised developments	33
Movement from bricks and mortar housing	6 – 20
Unauthorised encampments	9 – 16
<b>Sub-Total</b>	<b>130 - 151</b>
<b>Driver of supply for residential pitches</b>	
Closed pitches	2
Vacant pitches	2
<b>Sub-Total</b>	<b>4</b>
<b>Estimated pitch requirements</b>	
<b>Total additional Gypsy and Traveller residential pitches required 2006-2011</b>	<b>126 - 147</b>
<b>Total additional Gypsy and Traveller residential pitches required 2011-2016</b>	<b>79 - 84</b>
<b>Total additional Travelling Showpeople residential pitches required 2006-2011</b>	<b>7</b>
<b>Total additional Travelling Showpeople residential pitches required 2011-2016</b>	<b>2</b>
<b>Total additional Gypsy and Traveller transit pitches required</b>	<b>48-84</b>

## Recommendations and key issues

The overarching recommendation resulting from this assessment is that the authorities across the Study Area engage pro-actively to meet the accommodation needs that have been identified as a result of this assessment and that a strategic joined-up approach is taken.

More specifically, the main points arising from the research are stated as a series of recommendations to the local authorities in the Lancashire Study Area. A total of 37 recommendations are made under six broad themes: overall strategy, systems and policy framework; accommodating transient Gypsies and Travellers; communication and engagement; developing accommodation; Travelling Showpeople's accommodation; and, health and housing-related support issues.

The research brief did not require the study team to explore the likely costs arising from the recommendations which have been put forward. The resource implications and the business case for addressing each

recommendation will have to be considered, as part of any joint working across the sub-region.

## **Recommendations**

### **Strategy, systems and policy framework**

1. The authorities, which comprise the Study Area, should seek to address the under provision of Gypsy and Traveller accommodation (residential and transit) by working across administrative boundaries both sub-regionally and across regional boundaries.
2. The Lancashire Study Area authorities should seek to establish a sub-regional body which could help facilitate cross-authority strategies and accommodation allocation across the area.
3. There is a need for a standardised and centralised method of recording occurrences of unauthorised encampments, and the needs of those households on these encampments. Steps should be taken to produce a countywide Caravan Count in order to take a much more strategic and accurate view of accommodation need, travelling patterns and trends. This should feed into other North West counts compiled at a regional level.
4. In order to adhere to the Race Relations (Amendment) Act 2000, and to ensure the high quality of on-going monitoring, authorities should ensure that Gypsies and Travellers are recognised in all their ethnic monitoring forms, most urgently in relation to housing and planning.
5. Residential and transit site waiting lists should be:
  - Accessible to all resident Gypsies and Travellers in the Lancashire sub-regional area
  - Available to be accessed in advance via telephone or ICT systems
  - Clear and transparent in terms of allocation policies
  - Formalised
  - Centralised
  - Standardised
6. Authorities should ensure that principles of equality, in relation to Gypsies and Travellers, are embedded in relation to the wide range of services provided. In particular this includes:
  - Housing policies
  - Homeless policies
  - Harassment
  - Communication and engagement
  - Statement of Community Involvement

- Site management
  - Housing-related support
  - Choice-Based Lettings
  - Allocation policies
  - Planning policies
7. Authorities should be sensitive to the different cultural and support needs of Gypsies and Travellers who may present as homeless and those who may require local authority accommodation.
  8. All authorities should take a common approach to the Welfare Needs Assessment. This should be grounded in good practice and be proactive in meeting the needs of Gypsies and Travellers.
  9. Authorities should separate the role of enforcement from Gypsy and Traveller liaison.
  10. Housing officers, site managers and other relevant personnel should liaise to ensure that advice on allocation policies and procedures is always up-to-date and that site managers or other liaison staff can assist people through the system.
  11. The practice of licensing pitches should be discontinued and replaced by more formal tenancies. A tenancy would assure the resident of greater security and encourage feelings of ownership in their site/accommodation.

### **Accommodating transient Gypsies and Travellers**

12. There needs to be a variety in transit/transient provision in order to cater for the variety of needs. This might include formal transit sites; less-equipped stopping places used on a regular basis; and, temporary sites with temporary facilities available during an event or for part of the year;
13. There is a need to work across districts, with private landowners and key Gypsy and Traveller groups in order to provide feasible and appropriate options for mass gatherings. Mechanisms will be needed to accommodate this level of diversity.
14. In some cases it may be appropriate to develop larger pitches on residential sites to provide the potential to meet the needs of short-term friends and family of site residents. This should be done with close consultation of the site residents as visitors to any residential accommodation can seriously impact upon the community equilibrium;
15. As a result of the use of land by Gypsies and Travellers whilst travelling, potential partnership working should be pursued between the authorities and key stakeholders (i.e. private land-owners, farmers, holiday campsites), who may be in a position to assist with

accommodating transient Gypsies and Travellers either in the short-term or long-term.

16. The authorities should develop at least one new transit site as a pilot scheme in the near future and monitor its usage and management in order to learn lessons for further provision. Authorities should also learn good practice lessons from elsewhere.
17. The level of accommodation provision across the Lancashire sub-region should remain under constant review.

### **Communication and engagement**

18. The authorities should engage in efforts to raise cultural awareness and dispel some of the persistent myths around Gypsies and Travellers.
19. Authorities should develop their communication and engagement strategies already in place for consultation with non-Travelling communities and tailor these, in an appropriate manner, to Gypsy and Traveller community members. The expertise within the Northern Network of Gypsy and Traveller groups around the 'We're Talking Homes' initiative could provide one opportunity for the authorities to begin such dialogue and exchanges.
20. Planning departments should offer appropriate advice and support to Gypsies and Travellers on the workings of the planning system, and the criteria to be considered in applications which should serve to improve success rates.
21. Each authority should identify a clear lead officer who manages each authority's response to Gypsies and Traveller issues.
22. Each authority should develop communication networks within the authority involving all partner agencies, in order to remain updated as to key issues. For instance, housing colleagues should be fully involved in all decisions relating to planning and site provision.

### **Developing accommodation**

23. Those officers and agencies leading the planning, design and development of Gypsy and Traveller accommodation should involve the target Gypsy and Traveller population in all stages.
24. Those involved in Gypsy and Traveller site (both residential and transit) and 'housing' design should approach this in a creative and innovative manner. Preferences and aspirations of Gypsies and Travellers should be taken into consideration. Important things to consider include:
  - Location to local services and transport networks

- Pitch size
  - Facilities
  - Amenity blocks
  - Sheds
  - Management
  - Mixture of accommodation (chalet, trailer etc.)
  - Utility of outside space (driveways, gardens etc.)
  - Homes for life principles
  - Health and related support issues
  - Tenure Mix
  - Health & Safety
25. Authorities should ensure that existing statutory guidelines and emerging good practice are used in relation to residential and transit site design and health and safety issues.
26. The management of sites needs to be evaluated at regular intervals.
27. The principles and methods used by authorities and RSLs of promoting affordable accommodation to members of the non-Traveller communities should be adapted to the accommodation used by members of Gypsy and Traveller communities.

### **Health and Housing-Related Support Issues**

28. It will be an important component, in order to produce sustainable solutions for Gypsy and Traveller accommodation provision that all relevant statutory departments engage with Gypsy and Traveller needs. This is particularly the case for Supporting People teams who should be embedded in the strategic planning and delivery of services.
29. Authorities should work with Supporting People to create additional floating Gypsy and Traveller housing support workers. Such officers could offer support and assistance to enable those people wishing to remain in bricks and mortar accommodation or live on sites, to do so.
30. Supporting People teams should network with Supporting People teams locally, regionally and nationally in order to share and disseminate good practice on meeting the housing-related support needs of Gypsy and Traveller community members.
31. The profile of Home Improvement Agencies (HIAs) should be raised in relation to Gypsies and Travellers who wish to remain in their own homes. It is important that such agencies are able to engage with people living on private sites as well as those living in bricks and mortar accommodation.
32. There is a need for more research into the health needs of Gypsies and Travellers in the Lancashire sub-regional area.

33. There is a need for more research into the needs and preferences of Gypsies and Travellers living in bricks and mortar accommodation.

### **Travelling Showpeople accommodation**

34. When developing new site provision for Travelling Showpeople authorities should take a strategic view of allocation of sites which accommodates logistical issues (i.e. travelling with large equipment) and the pattern of fun fairs across the area.
35. Authorities should consult with the local branch of the Showmen's Guild to discuss plans to increase and develop the accommodation provision for Travelling Showpeople.
36. Authorities should be aware of, and implement, the guidance issued by the CLG around planning and Travelling Showpeople sites.
37. In order to adapt to current working and living patterns of Travelling Showpeople, authorities should move towards the establishment of permanent provision rather than temporary accommodation.



# Contents

About the Authors	3
Acknowledgements	5
Executive Summary	7
Table of Contents	17
List of Tables	21
List of Figures	23
List of Maps	23
Glossary	25
List of Acronyms	27
<b>Chapter 1: Overview</b>	<b>29</b>
1.1 The study brief	29
1.2 Outline of the report	31
<b>Chapter 2: Policy and legislative context</b>	<b>33</b>
2.1 Definitions of Gypsies and Travellers	34
2.2 Land use, planning and site provision legislation	36
2.3 Gypsy and Traveller Accommodation Assessments	38
<b>Chapter 3: The assessment methodology</b>	<b>41</b>
3.1 Stage 1: Secondary information review and scoping exercise	41
3.2 Stage 2: Consultation with service providers and other stakeholders	42
3.3 Stage 3: Survey with Gypsies and Travellers across Lancashire	43
3.3.1 The interview sample	44
3.3.2 Accommodation type	45
3.3.3 Gypsy and Traveller groups	46
<b>Chapter 4: Gypsies and Travellers in the Lancashire sub-regional area: The current picture</b>	<b>49</b>
4.1 Section I: The size, trends and characteristics of the local Gypsy and Traveller population	49
4.1.1 The Caravan Count across the Lancashire sub-region	49
4.1.2 Unauthorised sites	55
4.2 Geographical patterns	55
4.3 Section II: The provision, supply and characteristics of Gypsy and Traveller accommodation	65

4.3.1	Local authority provision	65
4.3.2	Authorised private Gypsy and Traveller sites	71
4.3.3	Gypsies and Travellers and bricks and mortar housing	75
4.3.4	The unauthorised development of Gypsy and Traveller caravan sites	77
4.3.5	Unauthorised encampments within the Lancashire Study Area	79
4.3.6	Travelling Showpeople	83
4.3.7	Roma from Europe	86
4.4	Section III: Findings from the Gypsy and Traveller Survey	87
4.4.1	Gender and age	87
4.4.2	Marital status	87
4.4.3	Household size	88
4.4.4	Accommodation histories	88
4.4.5	Views on current accommodation	90
4.4.6	Space, over-crowding and concealed households	92
4.4.7	Living on unauthorised encampments	92
4.4.8	Living in bricks and mortar accommodation	95
4.4.9	Travelling patterns and experiences	97
4.4.10	Health and housing related support issues	101
4.4.11	Educational issues	103
4.4.12	Work, employment and training	104
4.4.13	Household formation by 2011	105
4.4.14	Accommodation preferences and aspirations	106
4.4.15	Transit sites in Lancashire	106
4.4.16	Residential sites in Lancashire	108
4.4.17	Planning and buying land	108
4.4.18	Accommodation preferences	109
<b>Chapter 5:</b>	<b>Summary and discussion of findings</b>	<b>111</b>
5.1	Accommodation need and supply	111
5.1.1	The need for Gypsy and Traveller accommodation provision 2006-2011	111
5.2	The supply of Gypsy and Traveller accommodation	118
5.2.1	A note on pitch turnover	118
5.3	An accommodation needs summary	118
5.3.1	Permanent residential accommodation need from new household formation over the next period (2011-2016)	119

5.4	Residential accommodation need for Travelling Showpeople	120
5.4.1	A summary of accommodation need for Travelling Showpeople	123
5.5	Lancashire Study Area district level need for Gypsies and Traveller accommodation provision	124
5.5.1	A cautionary note on local pitch allocation	126
<b>Chapter 6: Options and recommendations</b>		<b>127</b>
6.1	Options for Site Provision	127
6.2	Recommendations	129
6.2.1	Strategy, systems and policy framework	129
6.2.2	Accommodation transient Gypsies and Travellers	131
6.2.3	Communication and engagement	132
6.2.4	Developing accommodation	133
6.2.5	Health and housing-related support issues	135
6.2.6	Travelling Showpeople accommodation	136
6.3	Concluding remarks	136
<b>Appendices</b>		
	Appendix 1: Local authority Gypsy and Traveller sites: summary characteristics	139
	Appendix 2: Methodology for the calculation of pitch need by district	141



## List of Tables

Table 1: Location of interviews by local authority	45
Table 2: Accommodation type of interview sample	46
Table 3: Accommodation type of interview sample by local authority area	46
Table 4: Interviewees by Gypsy and Traveller group	47
Table 5: CLG Caravan Count results for the Lancashire Study Area by local authority between July 2004 and July 2006	50
Table 6: Summary of caravan numbers in the Lancashire Study Area	52
Table 7: Factors taken into account when allocating pitches	70
Table 8: Number of planning applications received, granted and refused	74
Table 9: Reasons for moving to social housing	77
Table 10: Local authorities and the unauthorised development of sites	78
Table 11: Occupancy of Travelling Showpeople sites	84
Table 12: Age of interviewees	87
Table 13: Marital status of the interview sample	88
Table 14: Household size distribution	88
Table 15: Reasons for residing in the Lancashire Study Area by current accommodation type	89
Table 16: Access to facilities	91
Table 17: Access to basic facilities on unauthorised encampments	94
Table 18: Previous experience of bricks and mortar housing by accommodation type	96
Table 19: Accommodation used while travelling 2005/06	99
Table 20: Travel outside the North West in the last 2 years	100
Table 21: Health problem and frequency of incidence	102
Table 22: Attendance at school by accommodation type	103
Table 23: Need for extra accommodation between 2006-2011 by accommodation type	106
Table 24: Type of transit site preferred	107
Table 25: Facilities to be present on a transit site in order of preference	107
Table 26: Expected length of stay on a transit site	108
Table 27: Preference in ownership of residential sites	108
Table 28: Views on type of accommodation preferred	110
Table 29: Summary of estimated need for residential pitches at a Lancashire Study Area level 2006-2011	119
Table 30: Summary of estimated need for transit pitches at a Lancashire Study Area level 2006-2011	119
Table 31: Estimated residential need from future population growth 2011-2016 across the Lancashire Study Area	120
Table 32: Summary of estimated need for residential pitches for Travelling Showpeople at a Lancashire Study Area level 2006-2011	123
Table 33: Residential accommodation need arising from existing district level Gypsy and Traveller populations 2006-2016	125



## List of Figures

Figure 1: Caravans on local authority sites: Lancashire: 1994 to 2006 (January only)	53
Figure 2: Caravans on authorised private sites: Lancashire 1994 to 2006 (January only)	53
Figure 3: Caravans on unauthorised sites: Lancashire 1994 to 2006 (January only)	54
Figure 4: Caravans by type of site: Lancashire 1994 to 2006 (January only)	54
Figure 5: Caravans on unauthorised sites by type of site: Lancashire 1998 to 2006	55

## List of Maps

Map 1: Caravans on local authority sites January 1994	57
Map 2: Caravans on local authority sites January 2006	58
Map 3: Caravans on private authorised sites January 1994	59
Map 4: Caravans on authorised private sites January 2006	60
Map 5: Caravans on unauthorised sites (All) January 1994	61
Map 6: Caravans on unauthorised sites (All) January 2006	62
Map 7: Caravans on unauthorised developments January 2006	63
Map 8: Caravans on unauthorised encampments January 2006	64
Map 9: Local authority sites across the Study Area (August 2006)	66
Map 10: Private authorised sites in the Lancashire Study Area (August 2006)	72
Map 11: Unauthorised encampment 'caravan days' by local authority: Lancashire Study Area	81
Map 12: Authorised sites for Travelling Showpeople in the Lancashire Study Area (August 2006)	86





## Glossary

The following terms are used in this report and may need some clarification.

<b>Term</b>	<b>Explanation</b>
<b>Amenity block/shed</b>	On most residential Gypsy/Traveller sites these are buildings where basic plumbing amenities (bath/shower, WC and sink) are provided at the rate of one building per pitch.
<b>Authorised local authority site/Registered Social Landlord site</b>	An authorised site owned by either the local authority or a registered social landlord.
<b>Authorised Private site</b>	An authorised site owned by a private individual (who may or may not be a Gypsy or a Traveller)
<b>Bricks and mortar</b>	Permanent mainstream housing
<b>Caravan</b>	Mobile living vehicle used by Gypsies and Travellers. Also referred to as trailers.
<b>Chalet</b>	In the absence of a specific definition the term 'chalet' is used here to refer to single storey residential units which resemble mobile homes but which are not legally 'caravans'.
<b>Country People/Buffers</b>	Term used by Irish Travellers to refer to settled people/non-Travellers.
<b>Doubling-up</b>	To share a pitch on an authorised site
<b>Gypsy</b>	Members of Gypsy or Traveller communities. Usually used to describe Romany (English) Gypsies originating from India. This term is not acceptable to all Travellers
<b>Gypsies and Travellers (as used in this assessment)</b>	Consistent with the Housing Act 2004, inclusive of: all Gypsies, Irish Travellers, New Travellers, Show People, Circus People, Bargees, Roma and Gypsies and Travellers in bricks and mortar accommodation.
<b>Gaujo/Gorger</b>	Literal translation indicates someone who is not of the Romany/Gypsy race. Romany word used mainly, but not exclusively, by Romany Gypsies to refer to members of the settled community/non-Gypsy/Traveller
<b>Mobile home</b>	Legally classified as a caravan but not usually moveable without dismantling/or lorry
<b>Pitch/plot</b>	Area of land on a site/development generally home to one licensee household. Can be varying sizes and have varying caravan occupancy levels. Often also referred to as a plot. There is no agreed definition as to the size of a pitch.
<b>Pulling-up</b>	To park a trailer/caravan
<b>Settled community/people</b>	Reference to non-Travellers (those that live in

	houses).
<b>Site</b>	An authorised area of land on which Gypsies and Travellers are accommodated in trailers/chalets/vehicles
<b>Stopping place</b>	Locations frequented by Gypsies and Travellers, usually for short periods of time.
<b>Supporting People</b>	The provision of housing related support to develop and sustain an individuals capacity to live independently in their accommodation.
<b>Suppressed/concealed household</b>	Households, living within other 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 one.
<b>Trailer</b>	Term commonly used by Gypsies and Travellers to refer to a moveable caravan
<b>Transit site</b>	Site intended for short stays. Such sites are usually permanent, but there is a limit on the length of time residents can stay.
<b>Travelling Showpeople</b>	Commonly referred to as Showmen, these are a group of occupational Travellers who work on travelling shows and fairs across the UK and abroad
<b>Unauthorised Development</b>	This refers to a caravan/trailer or group of caravans/trailers on land owned (possibly developed) by Gypsies and Travellers without planning permission
<b>Unauthorised Encampment</b>	Stopping on private/public land without permission (e.g. at the side of the road)

## List of acronyms

<b>CLG</b>	Communities and Local Government
<b>CJPOA</b>	Criminal Justice and Public Order Act 1994
<b>CRE</b>	Commission for Racial Equality
<b>DPD</b>	Development Plan Document
<b>GTAA</b>	Gypsy and Traveller Accommodation Assessment
<b>LGA</b>	Local Government Association
<b>LPA</b>	Local planning authority
<b>NWRA</b>	North West Regional Assembly
<b>ODPM</b>	Office of the Deputy Prime Minister
<b>RHB</b>	Regional Housing Board
<b>RHS</b>	Regional Housing Strategy
<b>RPB</b>	Regional Planning Body
<b>RSL</b>	Registered Social Landlord
<b>RSS</b>	Regional Spatial Strategy
<b>SHUSU</b>	Salford Housing & Urban Studies Unit
<b>TES</b>	Traveller Education Service

**Note:** Over the last few years the main Governmental department largely responsible for Gypsy and Traveller related issues (in particular regarding housing and planning) has been subject to certain degree of reform. It is understood that this can create difficulties in following the introduction of new legislation if the reader is unaware of such reform. As such this note aims to provide the reader with some brief information about these departmental changes.

Until 2001 the **Department for Environment, Transport and the Regions (DETR)** was the responsible department for these issues. In 2001 this was then passed to the **Department for Transport, Local Government and the Regions (DTLR)**. In 2002 the **Office of the Deputy Prime Minister (ODPM)** took control of these issues (within which the Gypsy and Traveller Unit was founded) with this being replaced by the **Department for Communities and Local Government (CLG)** in 2006.



## **Chapter 1: Overview**

This report presents the findings of an assessment of the accommodation and related service needs of Gypsies and Travellers across the Lancashire sub-region. The North West Regional Assembly (NWRA), on behalf of a number of authorities within the Lancashire sub-region, commissioned this assessment of Gypsy and Traveller accommodation in July 2006. The authorities, which comprise this assessment, are: Blackburn with Darwen Borough Council; Blackpool Council; Burnley Borough Council; Chorley Borough Council; Fylde Borough Council; Hyndburn Borough Council; Lancaster City Council; Pendle Borough Council; Rossendale Borough Council; Preston City Council; South Ribble Borough Council; West Lancashire District Council; Wyre Borough Council; and, Lancashire County Council<sup>2</sup>. The study was conducted by a team of researchers from the Salford Housing & Urban Studies Unit at the University of Salford, assisted by staff from the Centre for Urban and Regional Studies at the University of Birmingham and AVT-interventions, with research support from members of the Gypsy and Traveller community. The study was managed by a Steering Group composed of members from the Lancashire authorities.

### **1.1 The study brief**

Enshrined within the Caravan Sites Act 1968 was a duty upon local authorities to provide sites to Gypsies and Travellers residing in their boroughs. As a result of the measures contained within the Criminal Justice and Public Order Act 1994 this duty was removed. Over the subsequent years, as a result of continued migration and continued household formation, this has meant that the numbers of Gypsies and Travellers requiring authorised places to live/stop far outweigh the number of authorised pitches available. In addition to the lack of available authorised pitches, Gypsies and Travellers have also found gaining planning permission a major obstacle to providing a site for themselves and their families. Those Gypsies and Travellers who can afford to buy land are frequently in breach of planning laws when they attempt to develop that land for residential use. Subsequently, they find themselves subject to enforcement action and often evicted, frequently resorting to the use of further unauthorised land/accommodation.

Under Section 8 of the Housing Act 1985, local authorities are required to consider the various accommodation needs of the local population and to carry out periodic reviews in order to provide relevant and appropriate provision to meet these needs. Recent legislation (Housing Act 2004 and Planning and Compulsory Purchase Act 2004) and guidance (Circular 01/2006) from the government indicates a commitment to taking steps to resolve some of these long standing issues for members of the Gypsy and Traveller communities. This legislation has an overarching aim of ensuring that members of the Gypsy and Traveller communities have equal access to

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<sup>2</sup> For ease, these are referred to only by the borough, district or city name throughout this document

decent and appropriate accommodation options akin to each and every other member of society.

Following the Housing Act 2004, local authorities have been preparing to develop and implement strategies to respond to the accommodation needs of the Gypsy and Traveller communities living in their areas as part of their wider housing strategies and the Regional Housing Strategy (RHS). Gypsy and Traveller Accommodation Assessments (GTAAs) are designed to provide the evidence needed to inform these strategies. However, as well as presenting evidence and information on accommodation needs at an immediate local level the evidence collected and analysis produced has a wider regional role. The assessment of accommodation need and pitch requirements are also to be fed into the Regional Planning Body (RPB), in this case the North West Regional Assembly (NWRA), for inclusion into the Regional Spatial Strategy (RSS). The RSS then specifies pitch numbers required (but not their location) for each local planning authority (LPA) in light of the GTAAs conducted, and a strategic view of need, supply and demand across the region is taken. The local planning authority's Development Planning Document (DPD) then identifies specific sites to match pitch numbers from the RSS.

Each DPD is subject to examination in public, and one of the tests of soundness will be whether it is founded on robust and credible evidence: data received from GTAAs are fundamental in providing such an evidence base for the RHSs and RSSs.

The vast majority of Gypsy and Traveller Accommodation Assessments (GTAAs) across England are either completed or in progress. Guidance from Communities and Local Government (CLG) requires that all GTAAs are completed by the end of 2007.

In order to comply with the CLGs increasing emphasis on taking regional strategic approaches, and also recognising the diverse and heterogeneous characteristics of the Gypsy and Traveller populations, it is considered good practice for several authorities to commission such work jointly. Thus, in terms of the Lancashire authorities, this study is a vital first step towards generating a more robust regional and local understanding of the current provision, gaps and accommodation needs of Gypsies and Travellers across the Lancashire sub-regional area.

The primary aims of the study were to:

1. Inform the preparation of a number of documents: the emerging Local Development Frameworks (LDFs); Supporting People Strategies; Local Housing Strategies; local and county-wide homelessness strategies across the Lancashire Study Area; and, at a regional level, the Regional Spatial Strategy (RSS) and Regional Housing Strategy (RHS).

2. Provide information about current and future accommodation needs and aspirations of Gypsies and Travellers across the Lancashire sub-region.
3. Identify the demand for service provision to meet diverse needs in other services (health, social care, education, employment, leisure, etc.) of members of the Gypsy and Traveller community.

## **1.2 Outline of the report**

Chapter 2 sets the historical and contemporary policy and legislative context of the research. This draws particularly upon key issues in housing and planning legislation and policy. Chapter 3 provides an introduction to this assessment and presents details of the research methods and methodological process involved. Details of the responses to the surveys are discussed as well as some of the dilemmas faced by the researchers.

Chapter 4 consists of 3 inter-related sections. Section I provides some detailed analysis of the bi-annual count of Gypsy and Traveller caravans. This analysis looks at the trends of caravan numbers over time and their distribution across the Lancashire sub-region. Section II takes an in-depth examination of the extent of Gypsy and Traveller accommodation provision, and the form that this provision takes across the Study Area. Section III provides an in-depth examination of the findings from the survey with Gypsies and Travellers.

Chapter 5 summarises the main assessment findings and brings together material on the supply of and need for Gypsy and Traveller accommodation in the Study Area. This section comments on the type, level and broad location of the accommodation needed, and discusses some of the key issues arising in attempts to meet this need.

Finally, Chapter 6 sets out some recommendations based on the assessment, for future work on site provision, housing policy and other policy areas.





## Chapter 2: Policy and legislative context

The historical background and the complexity surrounding the identities and cultures of Gypsies and Travellers has been explored by a wide and extensive literature base that has sought to investigate the complex relationship between Gypsies and Travellers and the social, historical and political fabric in which they live. As such, any attempt to review this literature is liable to be problematic as, in the face of established knowledge, there is a risk of over-simplifying these many complex issues, and it is not the intention of this report to revisit these issues in great depth.<sup>3</sup> However, it is important to review the policy landscape, as past and existing legislation has a significant bearing on the current context in which Gypsy and Traveller accommodation issues need to be understood at both a national and local level. This section presents a summary of some of the main issues.

For the most part Gypsies and Travellers are affected by legislation in much the same way as the non-Travelling communities. However, it is the policy areas of housing and planning that have particular implications for Gypsies and Travellers. Over the last 12 months, as a result of the new legislation and governmental impetus, a plethora of new documents have been published which directly affect policies towards Gypsies and Travellers:

- ODPM Circular 1/2006, “Planning for Gypsy and Traveller Caravan Sites”;
- ODPM Gypsy and Traveller Unit, 2006, “Local Authorities and Gypsies & Travellers – Guide to responsibilities and powers”;
- ODPM Gypsy and Traveller Unit, 2006, “Guide to Effective Use of Enforcement Powers – Part 1: Unauthorised Encampments”;
- ODPM Gypsy and Traveller Unit, 2006, “Gypsy and Traveller Accommodation Assessments – Draft Practice Guidance”;
- ODPM proposed definition of the term ‘gypsies and travellers’ for the purposes of the Housing Act 2004 to apply in the context of regulations issued under sections 225 and 226 of the Housing Act 2004;
- CLG Definition of the term ‘gypsies and travellers’ for the purposes of the Housing Act 2004: Final Regulatory Impact Assessment;
- Commission for Racial Equality, 2006, “Common Ground: Equality, good race relations and sites for Gypsies and Irish Travellers”;
- Local Government Association, 2006, “Report of the LGA Gypsy and Traveller Task Group”.

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<sup>3</sup> Clark, C. and Greenfields, M. (2006) *Here to Stay: The Gypsies and Travellers of Britain*, University of Hertfordshire Press, gives an accessible overview of some of the key contemporary issues.

## 2.1 Definitions of Gypsies and Travellers

Defining Gypsies and Travellers is not straightforward. Different definitions have been used for different purposes based, for example, on ethnicity and self-ascription. In England there are three broad groupings of Gypsies and Travellers comprising: traditional Romany Gypsies, Irish Travellers and New Travellers, for whom there is little statistical information. There are also smaller numbers of Welsh Gypsies and Scottish Travellers and a small but increasing number of Roma who have arrived over the years from Central and Eastern Europe mostly as refugees and asylum seekers, but others more recently as a result of EU enlargement. There is also a small, but significant, number of Travelling Showpeople who live and work in many of the areas of the UK with travelling shows and fairs. Population estimates of the number of Gypsies and Travellers in the UK are around 90,000 – 120,000 people.<sup>4</sup>

Romany Gypsies, Irish Travellers and Gypsy and Traveller groups defined by their ethnicity or national status (Welsh Gypsies and Scottish Travellers) are recognised as distinct minority ethnic groups, and offered the protection of Race Relations legislation.

Many of these groups have been in England for a number of centuries with Romany Gypsies first being recorded around the sixteenth century. Irish Travellers are thought to have come to England during the 1800s (in response to the potato famine) with their numbers increasing from the 1960s onwards. New Travellers is a label applied to an extremely diverse population, and their reasons for travelling encompass a range of economic, environmental, social and personal reasons. The number of New Travellers has increased over time, as many have built up a tradition of travelling supported by socialisation, with a generation of children being raised within this way of life.

In practice there are variable definitions of the collective term 'Gypsies and Travellers' applied for different legislative purposes in relation to housing and planning. The first legislative definition of 'Gipsies' [sic] was inserted into the Caravan Sites and Control of Development Act 1960 and stated that "gipsies [sic] are persons of nomadic habit of life, whatever their race or origin, although not including travelling showmen or circus people" (ODPM, 2006, p. 8).<sup>5</sup> This definition has been subject to amendments, firstly to specify that "gipsies [sic] travel for the purposes of work", and then after consultation by the ODPM, in recognition of the fact that many Gypsies and Travellers stop travelling for periods of time or permanently. This amended definition became the planning definition of who constituted a 'Gypsy' or a 'Traveller'. Thus, the planning definition refers to:

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<sup>4</sup> Niner, P. (2003) *Local Authority Gypsy/Traveller Sites in England*, ODPM.

<sup>5</sup> Definition of the term 'Gypsies and Travellers' for the purposes of the Housing Act 2004. Consultation Paper, February, London: HMSO.

*“Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds of their own or their family’s or dependants’ educational or health needs or old age have ceased to travel temporarily or permanently, but excluding members of an organised group of travelling show people or circus people travelling together as such”. (ODPM Circular 01/2006, para 15).*

This particular definition ‘seeks to capture those with specific land use requirements arising from their current or past nomadic way of life’.<sup>6</sup> This excludes ethnicity as a component largely because some Gypsies and ethnic Travellers have no personal history of travelling and, therefore, no requirements under this legislation, while other non-ethnic travelling population groups (for example New Travellers) may have.

Travelling Showpeople (more commonly referred to as Showmen) tend to be defined by their business/occupation in relation to travelling shows, fairs and festivals. Although not a distinct ‘ethnic’ group, many generations of families and clans have been involved in such work. However, in recent years with the decline in the market for the fair, the community has experienced some changes. Showpeople sites are traditionally known as ‘winter quarters’, as the nature of employment often requires lengthy and sustained periods of absence. However, as the employment opportunities for Showpeople are changing there is a need for permanent occupation by some family members for security, social, economic and educational reasons. Many established winter and permanent quarters have been lost in recent years to redevelopment schemes, causing other sites to become overcrowded and increasing the number of unauthorised pitches/sites.

Travelling Showpeople are treated separately in planning guidance and CLG has recently (January 2007) produced a consultation document seeking to explore potential revisions to planning guidance with regards to Travelling Showpeople. The proposed definition for the revised guidance suggests that, “travelling showpeople” means:

*“Members of an organised group of travelling showpeople or circus people (whether or not travelling together as such). They include such persons who on the grounds of their own or their family’s or dependants’ more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily or permanently, but excluding gypsies and travellers.”*

On the other hand, the definition of ‘Gypsies and Travellers’ for the purpose of the Housing Act 2004, which has recently been finalised, defines Gypsies and Travellers as:

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<sup>6</sup> ODPM (2006) Definition of the term ‘Gypsies and Travellers’ for the purposes of the Housing Act 2004. Consultation Paper, February, London: HMSO.

*“(a) persons with a cultural tradition of nomadism or of living in a caravan; and,*

*(b) all other persons of a nomadic habit of life, whatever their race or origin, including:*

*(i) such persons who, on grounds only of their own or their family’s or dependant’s educational or health needs or old age, have ceased to travel temporarily or permanently; and  
(ii) members of an organised group of travelling showpeople or circus people (whether or not travelling together as such).”*

This definition is aimed to be used alongside the planning definition but it offers a broader more inclusive base devised with a certain degree of pragmatism in order to ensure that local authorities take steps to capture all nomadic groups whose accommodation needs must be assessed, inclusive of New Travellers, Travelling Showpeople and Gypsies and Travellers living in bricks and mortar accommodation.

In terms of this assessment, when the term ‘Gypsies and Travellers’ is used, this will refer to the Housing Act 2004 definition.

## **2.2 Land use, planning and site provision legislation**

The obligation for local authorities to provide sites for Gypsies and Travellers ‘residing in or resorting to their areas’, was introduced in Part 2 of the Caravan Sites Act 1968. Authorities were left to determine what sites were to be provided and to acquire the necessary land to meet this need. They were, however, only required to provide for 15 caravans to meet this obligation and at the same time the Act also gave local authorities the power to designate certain areas ‘no-go’ for Gypsies and Travellers. This practice was heavily criticised for criminalising Gypsies and Travellers, as the enhanced trespass powers applied only to members of these communities.

The obligation on local authorities in England and Wales to provide sites for Gypsies and Travellers ceased in January 1994 with the introduction of the Criminal Justice and Public Order Act (CJPOA). This was seen by many as a response to increasing incidences of rural gatherings and trespass linked to the rave culture of the early 1990s; the participants of which were not the archetypal Gypsy or Traveller. Under this Act, local authorities, as landowners, were provided with civil powers to recover land from trespassers, including unauthorised campers. Local authorities could provide itinerant groups with directions to leave the land and refusal to comply was an offence. Similarly, the Police were also given powers to direct people to leave land they were trespassing upon.

In addition, the Act repealed Part 2 of the 1968 Caravan Sites Act and also repealed Section 70 of the Local Government, Planning and Land Act 1980, which gave powers to central government to meet the capital costs of the

development of sites. In place of this, Gypsies and Travellers were encouraged to buy their own land to seek planning permission for their own accommodation. This was intended to provide Gypsies and Travellers with a 'level playing field' for planning applications. The accompanying circular (DoE 1/94) made it clear that local authorities were expected to retain and maintain existing sites, and added that local authorities could still use Section 24 of the 1960 Caravan Sites and Control of Development Act to provide new sites where needed. However, in practice, the removal of duties to provide sites brought about a halt to the expansion of site provision for Gypsies and Travellers. A DoE planning circular (1/94) highlighted that local authorities were advised to give practical help to Gypsies and Travellers wishing to acquire their own land for development. This circular also encouraged local authorities to assess Gypsy and Traveller accommodation needs and to identify appropriate locations for sites in their development plans. The shift in responsibility for accommodation provision from the local authority to the Gypsy and Traveller communities themselves was ultimately shown to have been unsuccessful, as many local authorities failed to identify appropriate sites and Circular 1/94 proved ineffective as the majority of planning applications from Gypsies and Travellers were, and continue to be, unsuccessful.

The DoE Circular 1/94 was replaced in February 2006 by ODPM Circular 1/06 Planning for Gypsy and Traveller Caravan Sites:

*"Since the issue of Circular 1/94 and the repeal of local authorities' duty to provide Gypsy and Traveller sites there have been more applications for site, but this has not resulted in the necessary increase in provision" (ODPM Circular 1/06, p. 4).*

The new Circular 01/06 has a number of key aims including:

- ensuring that Gypsies and Travellers have fair access to suitable accommodation, education, health and welfare provision;
- reducing the number of unauthorised encampments;
- increasing the number of sites and addressing under-provision over the next 3-5 years;
- the protection of the traditional travelling way of life of Gypsies and Travellers;
- underlining the importance of assessing accommodation need at different geographical scales;
- the promotion of private site provision; and,
- avoiding Gypsies and Travellers becoming homeless where eviction from unauthorised sites occurs, and when there is no alternative accommodation.

Circular 01/06 outlines the joined-up process that must be in place between the development of RSSs, RHSs, and DPDs. It goes on to say that “planning policies that rule out, or place undue constraints on the development of [G]ypsy and [T]raveller sites should not be included in RSSs or DPDs” (p. 9). The Circular closes with an appendix which includes the provision of guidance for both local authorities and Gypsies and Travellers in the planning application process. This appendix also details examples of unacceptable reasons for refusing planning applications.

As previously discussed, each DPD is subject to examination in public and one of the tests of soundness will be whether it is founded on robust and credible evidence. Indeed, obtaining robust and reliable data is a key theme linking the various recent publications about Gypsies and Travellers. What is known is that Gypsy and Traveller Accommodation Assessments (GTAAAs) are fundamental in providing such an evidence base for the RHSs and RSSs.

### **2.3 Gypsy and Traveller Accommodation Assessments**

Draft practice guidance for local authorities undertaking Gypsy and Traveller Accommodation Assessments was released by the then ODPM in February 2006. Specialised guidance was required as many local authority housing needs assessments were previously failing to assess or identify the needs of Gypsies and Travellers. There are a number of components to Gypsy and Traveller Accommodation Assessments, which rely upon an analysis of existing data sources; the experiences and knowledge of key stakeholders; and, the analysis of the living conditions and views of Gypsies and Travellers.

The lack of robust and reliable data on the Gypsy and Traveller population is a major barrier to developing a coherent understanding of accommodation needs. The 2001 Census did not include Gypsies and Travellers as distinct ethnic groups (the planned 2011 Census will include the categories of Irish Traveller and Romany Gypsy) and many other agencies do not collect reliable data on numbers. Traveller Education Services (TES) do collect information on the community but this relates only to families with children between the years 0-19 that TES are aware of. The main source of systematically collected information available is the twice-yearly Gypsy and Traveller Caravan Count which has been in operation since 1979. This is co-ordinated by CLG in England and carried out by each local authority.

The methodological reliability of the Caravan Count has been subject to criticism for being both inconsistent and inaccurate. In addition, endeavours to achieve a reliable picture of the size and make-up of the Gypsy and Traveller population are further complicated by a number of other factors. Firstly, there are large numbers of Gypsies and Travellers residing in bricks and mortar accommodation, and the absence of ethnic coding in housing allocations and the reported reluctance of Gypsy and Traveller community members to reveal their background for fear of harassment, contributes further to the difficulties of establishing accurate estimations of the population. Secondly, as the Caravan Count is collated on two separate days of the year

the data provided remains a 'snapshot' of the travelling population on these designated days. Thus, it becomes very difficult to put an accurate figure on numbers residing on unauthorised encampments due to their mobility levels. In addition, the consistency of classifying what is deemed 'caravans' has led to certain inconsistencies between authorities and time-periods. Finally, it is caravans being counted not households. Therefore, the official count tells us little about the households within the caravans, and how households have changed over time.

As a result it is currently virtually impossible to reliably establish the size of the total population or their living arrangements in any definitive way. This being the case, Gypsy and Traveller Accommodation Assessments differ in a number of ways from general Housing Needs Assessments.

GTAAs need to integrate as many data sources as is possible to achieve a relatively reliable picture of the community in question. Importantly, and crucially, for Gypsies and Travellers, the definition of housing need is varied slightly to acknowledge the different contexts in which members of these communities live. The general definition of housing need is "households who are unable to access suitable housing without some financial assistance", with housing demand defined as "the quantity of housing that households are willing and able to buy or rent".<sup>7</sup>

In recognising that in many cases these definitions are inappropriate for Gypsies and Travellers, the guidance outlines distinctive requirements that necessitate moving beyond the limitations of the definition for both caravan dwellers and those in bricks and mortar housing. For caravan dwelling households, need may take the form of those:

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

In the context of bricks and mortar dwelling households:

- those whose existing accommodation is overcrowded or unsuitable (including unsuitability by virtue of psychological aversion to bricks and mortar accommodation); and

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<sup>7</sup>ODPM (2006) *Definition of the term 'Gypsies and Travellers' for the purposes of the Housing Act 2004*. Consultation Paper, February. London: HMSO.

- those that contain suppressed households who are unable to set up separate family units and who are unable to access suitable or appropriate accommodation.

It has become increasingly important, in order to produce options for accommodation provision that are sustainable, to consider the assessment of Gypsy and Traveller accommodation within a 'whole-world' context. This means highlighting the inter-related nature of housing and accommodation provision with issues such as health, education, employment, training, social care and leisure. Gypsy and Traveller Accommodation Assessments have presented ideal opportunities to explore how these issues impact upon one another; thus ensuring that overarching concerns of housing and planning take on board a whole range of important factors but also that the knowledge base around these relatively under-researched communities is increased.

The section that follows moves more specifically into providing a detailed outline of the methodological process this assessment adopted.



## **Chapter 3: The assessment methodology**

Although operating within the recent guidelines for conducting assessments of accommodation need with members of Gypsy and Traveller communities, the methodology for this needs assessment developed and grew as the research team responded to the needs of the research commissioners, emerging good practice and the implications that working with Gypsies and Travellers across Lancashire had on the research process.

At an 'official' authority level, until the assessment commenced, the level of evidence based knowledge around the needs of Gypsies and Travellers was such that for the most part anecdotal information appeared to prevail. Although it is recognised that some authorities and officials have embedded an approach to Gypsy and Traveller issues within their various strategies, for the most part, working practices tend to be ad hoc or developed in response to a particular crisis or concern.

At the same time, Gypsies and Travellers are a relatively under-researched group and, in the main, are unfamiliar with assessments and suspicious of bureaucracy. This, coupled with low literacy levels and unfamiliarity with the process of assessing accommodation related needs, precipitated the development of a methodology that would not only provide the authorities with the information they required, but also 'fit' into the everyday life of the Gypsy or Traveller concerned.

The approach adopted evolved out of consultation with key stakeholders including the Traveller Education Service, local authority officers and Gypsies and Travellers themselves. Due to the scope and complexity of the study objectives, the assessment was undertaken in 3 distinct stages.

### **3.1 Stage 1: Secondary information review and scoping exercise**

This first stage comprised a review of the available literature and secondary sources obtained from government (central and local), regional, community and academic bodies. This provided an historical, social and political overview to the situation of Gypsies and Travellers in Lancashire and across the UK, and included the collection, review and synthesis of:

- the bi-annual Caravan Count;
- information from Supporting People teams;
- Traveller Education Service (TES); and,
- local, regional and national practice on Gypsy and Traveller issues.

We also sought to collect vital information from housing and planning officers via an extensive self-completion questionnaire aimed at each authority, and joint-working between housing, planning, health and education was required in order to provide a completed questionnaire. Each questionnaire sought to

achieve information about local policies towards Gypsies and Travellers, current accommodation provision and needs in terms of:

- Local authority sites and their management;
- Planning and private site provision (authorised and unauthorised);
- Unauthorised camping by Gypsies and Travellers;
- Gypsies and Travellers and housing;
- Other accommodation;
- Travelling Showpeople;
- Roma from Europe; and,
- Needs assessments.

Two versions of the questionnaire were developed. Version A was sent to authorities thought not to have a local authority site (from information from the bi-annual Gypsy and Traveller Caravan Counts). Version B went to authorities with a local authority site, and asked for information about the nature of the site and its management.

The survey was sent by e-mail to all fourteen authorities in the Study Area. It was also sent to Lancashire County Council but with a covering message noting that the questionnaire was primarily aimed at lower tier authorities. All authorities responded to the questionnaire. Lancashire County Council contributed comments, but felt little would be added by providing information in the questionnaire format.

### **3.2 Stage 2: Consultation with service providers and other stakeholders**

The second stage involved gathering the views of various service providers and other stakeholders, and drew on their experience and perceptions of what the main issues were for Gypsies and Travellers. Four thematic focus groups were undertaken with a range of individuals:

- Housing (6 attendees);
- Planning and Environmental Health (8 attendees);
- Education, Health and Social Care (4 attendees); and,
- Legality and Enforcement (4 attendees)

Generally, these focus groups sought to explore:

- the particular experiences that certain professionals have in relation to the accommodation and related needs of Gypsies and Travellers across Lancashire;
- the current working practices of different professionals in relation to Gypsies and Travellers across Lancashire; and,

- stakeholder perspectives on what the priority needs are for Gypsies and Travellers across Lancashire based upon the theme of each focus group.

In addition, the Lancashire section of the Showmen's Guild provided extensive information in the form of a written report as to the current accommodation situation of Travelling Showpeople across the Study Area.

### **3.3 Stage 3: Survey with Gypsies and Travellers across Lancashire**

Attracting willing participants across the diversity of the Gypsy and Traveller communities to engage in face-to-face interviews posed a number of challenges for the research team. We were aware of the potential problems that could occur if trust in the project was not generated during the early stages. As a result, members of the research team began the sustained process of building relationships with key stakeholder professionals and Gypsies and Travellers themselves across the Lancashire Study Area. In addition to stakeholders from the authorities, we made and fostered links with various Gypsies and Travellers. As well as easing access to potential participants, this also fulfilled a vital function of negotiating the most appropriate and effective way of involving participants in the research process.

Of crucial importance to opening up as many routes as possible to engage with Gypsies and Travellers was the involvement of Gypsy and Traveller Community Interviewers. In order to standardise our fieldwork approach, each interviewer was required to undergo an intensive training course on interviewer skills applicable to this particular study, and provided with support from the core research team members during their interviewing activity. The community interviewing approach, although not unproblematic, aided the research process enormously. We found we were able to access a range of people that would otherwise not have been included in the assessment such as hidden members of the community (older people or people living in bricks and mortar housing), and those people who were uncomfortable talking to non-Travellers. We did find, however, that certain interviewees would be more comfortable talking to non-Travellers (due to 'ethnic', community or familial tensions or for instance, where someone had abandoned the travelling way of life) and although this rarely happened, members of the core research team were on hand to undertake such interviews if required.

Throughout this stage we aimed to involve those Gypsies and Travellers who were living in all 'tenures' across the Study Area, including individuals on local authority sites, authorised private sites, unauthorised developments, unauthorised encampments, as well as those who are currently living in bricks and mortar accommodation.

The sampling technique used was purposive rather than purely random (which was not feasible given the lack of accurate information concerning the size and location of the community), and was facilitated by the involvement of key gatekeepers to the Gypsy and Traveller community.

Every effort has been made to ensure an appropriate spread across the different groups falling within the broad definition of Gypsies and Travellers, to ensure it is broadly reflective of the composition of the authorities across Lancashire. Thus, Romany Gypsies, Irish Travellers, New Travellers and Showpeople are all represented within the interview sample; to greater or lesser extents. Geographical spread was also an issue for the identification of potential interviewees, and attempts were made to take an appropriate proportion of the sample from each of the authorities.

Key to the achievement of this data was the need for the study team to be flexible, and interviews were rarely conducted on time or in familiar research environments.<sup>8</sup> The selection of interviewees was in part driven by their availability and in part by whom the research team had secured access to. Each participant was verbally informed as to the aims and scope of the research project, and the concepts of confidentiality and anonymity within the confines of this project were explained as fully as possible.

Separate surveys were produced for each accommodation type (authorised local authority/RSL site, authorised private site, unauthorised development, unauthorised encampment, bricks and mortar) in order to tailor the particular interview to each participant and their circumstances as closely as possible. Questions were a mixture of tick-box answers and open-ended questions. This mixed approach enabled us to gather quantifiable information, but also allowed for contextualisation and qualification by the more narrative responses. Each survey contained the following sections:

- Current accommodation/site/encampment;
- Experience of travelling;
- Housing and site experiences;
- Household details; and,
- Future accommodation preferences/aspirations.

### **3.3.1 The interview sample**

The principle behind the sampling for this study was to include interviews on as many sites as possible within an overall target of a minimum of 150 interviews, divided between different forms of accommodation.

A total of 210 Gypsies and Traveller households were involved in the interviews across the Lancashire Study Area. The research team endeavoured at all times to reflect 'known' locally held knowledge about the broad composition of the Gypsy and Traveller communities. Clearly the ability to do this is severely hampered by the lack of definitive knowledge about the

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<sup>8</sup> It was not uncommon to conduct interviews in stationary cars, walking, outside, etc.

size and make-up of the community. Efforts were made, however, to incorporate both male and female interviewees, a range of Gypsy and Traveller groups, accommodation situations and, as mentioned above, where possible, ensure an appropriate geographical spread across the local authority areas. This has been achieved to a certain extent, but given the constraints mentioned previously, the study called for an element of pragmatism and this means that there may be some gaps. As such, given the number of interviews achieved, we believe that the sample should provide a robust picture of characteristics and needs across the Study Area, although there may be some gaps at a local level for some authorities.

The following tables outline the broad composition of the sample. Table 1 presents a breakdown of the interview sample by local authority area.

Table 1: Location of interviews by local authority

<b>Authority</b>	<b>No.</b>	<b>%</b>
Blackburn with Darwen	82	39.0
Hyndburn	34	16.2
Lancaster	28	13.3
Blackpool	22	10.6
Preston	19	9.0
West Lancashire	13	6.2
Burnley	5	2.4
Wyre	4	1.9
Pendle	2	1.0
South Ribble	1	0.5
<b>Total</b>	<b>210</b>	<b>100.0</b>

At the time of the assessment, we were unable to access any Gypsies and Travellers within the boundaries of Chorley, Fylde, Rossendale or Ribble Valley. This, however, does not mean that Gypsies and Traveller do not live or stay in these areas.

### **3.3.2 Accommodation type**

The assessment was broadly successful in reflecting the 'known' accommodation types occupied by Gypsies and Travellers across the Lancashire Study Area into the interview sample. Gypsies and Travellers accommodated local authority sites formed the largest proportion of the sample (33.8%), followed by those on private sites<sup>9</sup> (27.6%), and bricks and mortar accommodation (15.2%). In addition, it was possible to make contact with 30 people living on unauthorised encampments within the Study Area (14.3%) and a small proportion with people currently living on unauthorised developments (9.0%).

<sup>9</sup> The small number of boat-dwelling Gypsies and Travellers involved in this assessment are classed as private site respondents.

Table 2: Accommodation type of interview sample

Accommodation type	No.	%
LA/RSL Site	71	33.8
Private Authorised Site	58	27.6
Bricks and Mortar housing	32	15.2
Unauthorised Encampment	30	14.3
Unauthorised Development	19	9.0
<b>Total</b>	<b>210</b>	<b>100.0</b>

For illustrative purposes, Table 3 below presents a breakdown by local authority as to the type of accommodation that the interviewees were drawn from. The findings from interviews with people from both bricks and mortar housing and unauthorised encampments will be of particular interest to authorities, given the current lack of knowledge about their circumstances. Because of the particular distinction given to Showpeople in the planning guidance, the interviews with Showpeople have been highlighted in Table 3. In addition, to avoid confusion, interviews with boat-dwelling Gypsies and Travellers have also been highlighted.

Table 3: Accommodation type of interview sample by local authority area

Local Authority	Accommodation Type					Total
	Bricks & mortar	Unauthorised encampment	Unauthorised development	Local authority site	Private site	
Blackburn with Darwen	13	16	6	32	15	82
Blackpool	2	-	1	13	6*	22
Burnley	3	2	-	-	-	5
Hyndburn	6	-	-	8	20	34
Lancaster	2	2	4	5	15	28
Pendle	-	2	-	-	-	2
Preston	5	-	1	13	-	19
South Ribble	1	-	-	-	-	1
West Lancashire	-	8	5	-	-	13
Wyre	-	-	2*	-	2**	4
<b>Total</b>	<b>32</b>	<b>30</b>	<b>19</b>	<b>71</b>	<b>58</b>	<b>210</b>

\* = Sample includes Showpeople households

\*\* = Sample includes boat-dwelling Gypsies and Travellers

### 3.3.3 Gypsy and Traveller groups

The largest single group were from the Romany/Gypsy (English) community (44.8%), followed by Irish Travellers (26.2%) and then smaller but comparable numbers of Scottish Gypsies/Travellers (7.6%) and Welsh Gypsies/Travellers (7.6%). Three Showpeople households took part (1.4%); two New Travellers (1.0%); and one Roma household (0.5%). One interviewee declined to disclose their ethnicity. A total of 21 households described their ethnicity as 'Other' in some way; these included a small number boat-dwellers and a

larger number of those people who described themselves as the more generic 'Traveller'.<sup>10</sup>

Table 4: Interviewees by Gypsy and Traveller group

<b>Gypsy and Traveller groups</b>	<b>No. of households</b>	<b>%</b>
Romany/Gypsy (English)	94	44.8
Irish Traveller	55	26.2
Scottish Gypsy/Traveller	16	7.6
Welsh Gypsy/Traveller	16	7.6
Showpeople	3	1.4
New Traveller	2	1.0
Roma	1	0.5
No answer	1	0.5
Other	21	10.0
<b>Total</b>	<b>210</b>	<b>100.0</b>

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<sup>10</sup> As only 3 Showpeople households took part in the interviews it unlikely that these households are representative of the wider Showpeople population however the paucity of information here is compensated for by information provided by the Lancashire section of the Showmen's Guild. This is discussed in greater depth in Chapters 5 and 6.





## **Chapter 4: Gypsies and Travellers in the Lancashire sub-regional area: The current picture**

As the previous chapter aimed to demonstrate, the collation of data to provide evidence in the assessment of accommodation needs has entailed a systematic process. As such the analysis of this data is equally systematic, as reflected in the commentary that follows. More specifically our analysis is divided into three independent, but inter-related, parts. Section I consists of an historical and contextual analysis of the Caravan Count. Section II presents an overview of the current nature of accommodation provision to Gypsies and Travellers, both public and private, and issues relating to the unauthorised use of land, as offered by key stakeholders. Finally, section III sets out the key experiences generated during our survey with Gypsies and Travellers.

### **4.1 Section I: The size, trends and characteristics of the local Gypsy and Traveller population**

This section draws together information from a range of sources in order to present what is already known about Gypsies and Travellers within the Study Area, and how this fits into a wider regional context. In particular, it presents information on the size and spatial distribution of the Gypsy and Traveller population.

#### **4.1.1 The Caravan Count across the Lancashire sub-region**

The Caravan Count is far from perfect but at present, remains the only official source of information on the size and distribution of a population that remains relatively unknown. The count needs to be treated with caution, but when tempered by locally held knowledge it can be useful as a broad guide. Furthermore, it provides a vital starting point in attempts to ascertain levels of need given the general absence of increased provision since 1994.

Gypsies and Travellers have long featured in the population across Lancashire. As with many areas across the United Kingdom, over time the numbers of Gypsies and Travellers across the Lancashire Study Area has been subject to change. It is unclear, however, how much of this has to do with traditions of nomadism, the search for work/employment and/or the effects of being moved on from settling on unauthorised land.

According to the most recently available Caravan Count data, there was a reported total of 353 caravans based across the Study Area. The returns for the last five Caravan Counts across the Study Area are presented in Table 5 below. What stands out from these figures is that the vast majority of Gypsy and Traveller caravans are accommodated on some form of authorised provision (89% of all caravans), with authorised private sites accommodating the most caravans (45%), and local authority with marginally less (44%). Five authorities (Chorley, Pendle, Rossendale, South Ribble and Wyre) recorded

no caravans on any type of site provision. At the last count (July 2006), Lancaster (105), Hyndburn (74), Blackburn with Darwen (74), and Blackpool (59) recorded the largest number of caravans.

Table 5: CLG Caravan Count results for the Lancashire Study Area by local authority between July 2004 and July 2006

Authority area	Count	Local authority sites	Authorised private Sites	Unauthorised developments	Unauthorised encampments	Total caravans
<b>Total for the Lancashire sub-regional Study Area</b>	<b>Jul 2006</b>	<b>154</b>	<b>159</b>	<b>21</b>	<b>19</b>	<b>353</b>
	<b>Jan 2006</b>	<b>135</b>	<b>177</b>	<b>36</b>	<b>38</b>	<b>386</b>
	<b>Jul 2005</b>	<b>143</b>	<b>134</b>	<b>26</b>	<b>30</b>	<b>333</b>
	<b>Jan 2005</b>	<b>139</b>	<b>165</b>	<b>16</b>	<b>31</b>	<b>351</b>
	<b>Jul 2004</b>	<b>125</b>	<b>144</b>	<b>9</b>	<b>46</b>	<b>324</b>
Blackburn with Darwen UA	<b>Jul 2006</b>	36	20	8	10	<b>74</b>
	<b>Jan 2006</b>	33	12	8	7	<b>60</b>
	<b>Jul 2005</b>	29	8	8	8	<b>53</b>
	<b>Jan 2005</b>	33	5	4	15	<b>57</b>
	<b>Jul 2004</b>	30	0	4	8	<b>42</b>
Blackpool UA	<b>Jul 2006</b>	33	26	0	0	<b>59</b>
	<b>Jan 2006</b>	35	29	0	0	<b>64</b>
	<b>Jul 2005</b>	41	24	0	0	<b>65</b>
	<b>Jan 2005</b>	41	30	0	0	<b>71</b>
	<b>Jul 2004</b>	34	28	0	0	<b>62</b>
Burnley	<b>Jul 2006</b>	0	0	4	0	<b>4</b>
	<b>Jan 2006</b>	0	0	0	0	<b>0</b>
	<b>Jul 2005</b>	0	0	0	0	<b>0</b>
	<b>Jan 2005</b>	0	0	0	0	<b>0</b>
	<b>Jul 2004</b>	0	0	0	0	<b>0</b>
Chorley	<b>Jul 2006</b>	0	0	0	0	<b>0</b>
	<b>Jan 2006</b>	0	0	0	0	<b>0</b>
	<b>Jul 2005</b>	0	0	0	0	<b>0</b>
	<b>Jan 2005</b>	0	0	0	0	<b>0</b>
	<b>Jul 2004</b>	0	0	0	0	<b>0</b>
Fylde	<b>Jul 2006</b>	0	0	2	3	<b>5</b>
	<b>Jan 2006</b>	0	0	0	0	<b>0</b>
	<b>Jul 2005</b>	0	0	0	0	<b>0</b>
	<b>Jan 2005</b>	0	0	0	0	<b>0</b>
	<b>Jul 2004</b>	0	0	0	6	<b>6</b>
Hyndburn	<b>Jul 2006</b>	25	49	0	0	<b>74</b>
	<b>Jan 2006</b>	15	67	1	0	<b>83</b>
	<b>Jul 2005</b>	16	53	0	0	<b>69</b>
	<b>Jan 2005</b>	22	70	0	0	<b>92</b>
	<b>Jul 2004</b>	19	55	0	4	<b>78</b>
<b>Authority</b>	<b>Count</b>	<b>Local authority</b>	<b>Authorised</b>	<b>Unauthorised</b>	<b>Unauthorised</b>	<b>Total</b>

<b>area</b>		<b>sites</b>	<b>private sites</b>	<b>developments</b>	<b>encampments</b>	<b>caravans</b>
Lancaster	<b>Jul 2006</b>	42	57	0	6	<b>105</b>
	<b>Jan 2006</b>	34	69	20	0	<b>123</b>
	<b>Jul 2005</b>	38	48	6	0	<b>92</b>
	<b>Jan 2005</b>	25	58	2	0	<b>85</b>
	<b>Jul 2004</b>	27	61	5	0	<b>93</b>
Pendle	<b>Jul 2006</b>	0	0	0	0	<b>0</b>
	<b>Jan 2006</b>	0	0	0	0	<b>0</b>
	<b>Jul 2005</b>	0	0	0	0	<b>0</b>
	<b>Jan 2005</b>	0	0	0	0	<b>0</b>
	<b>Jul 2004</b>	0	0	0	0	<b>0</b>
Preston	<b>Jul 2006</b>	18	0	0	0	<b>18</b>
	<b>Jan 2006</b>	18	0	0	0	<b>18</b>
	<b>Jul 2005</b>	19	0	0	0	<b>19</b>
	<b>Jan 2005</b>	18	0	0	0	<b>18</b>
	<b>Jul 2004</b>	15	0	0	3	<b>18</b>
Ribble Valley	<b>Jul 2006</b>	0	0	0	0	<b>0</b>
	<b>Jan 2006</b>	0	0	0	0	<b>0</b>
	<b>Jul 2005</b>	0	0	0	0	<b>0</b>
	<b>Jan 2005</b>	0	0	0	0	<b>0</b>
	<b>Jul 2004</b>	0	0	0	0	<b>0</b>
Rossendale	<b>Jul 2006</b>	0	0	0	0	<b>0</b>
	<b>Jan 2006</b>	0	0	0	0	<b>0</b>
	<b>Jul 2005</b>	0	0	0	20	<b>20</b>
	<b>Jan 2005</b>	0	0	0	0	<b>0</b>
	<b>Jul 2004</b>	0	0	0	20	<b>20</b>
South Ribble	<b>Jul 2006</b>	0	0	0	0	<b>0</b>
	<b>Jan 2006</b>	0	0	0	0	<b>0</b>
	<b>Jul 2005</b>	0	0	0	0	<b>0</b>
	<b>Jan 2005</b>	0	0	0	0	<b>0</b>
	<b>Jul 2004</b>	0	0	0	0	<b>0</b>
West Lancashire (adjusted based on LA knowledge due to error on CLG Count data)	<b>Jul 2006</b>	0	0	7	7	<b>14</b>
	<b>Jan 2006</b>	0	0	7	31	<b>38</b>
	<b>Jul 2005</b>	0	2	12	0	<b>14</b>
	<b>Jan 2005</b>	0	2	10	16	<b>28</b>
	<b>Jul 2004</b>	0	0	0	5	<b>5</b>
Wyre	<b>Jul 2006</b>	0	0	0	0	<b>0</b>
	<b>Jan 2006</b>	0	0	0	0	<b>0</b>
	<b>Jul 2005</b>	0	0	0	2	<b>2</b>
	<b>Jan 2005</b>	0	0	0	0	<b>0</b>
	<b>Jul 2004</b>	0	0	0	0	<b>0</b>

Table 6 demonstrates that overall caravan numbers have increased between 1994 and 2006.<sup>11</sup> The rate of increase depends whether the January or July figures are used. The January to January increase is 50%, the July to July increase is 40%.

Table 6: Summary of caravan numbers in the Lancashire Study Area

Type of site	January			July		
	1994	2006	% change	1994	2006	% change
<b>Local authority</b>	130	135	+4%	116	154	+33%
<b>Private</b>	85	177	+108%	93	159	+71%
<b>Unauthorised</b>	42	74	+76%	43	40	-7%
<b>Total</b>	<b>257</b>	<b>386</b>	<b>+50%</b>	<b>252</b>	<b>353</b>	<b>+40%</b>

In terms of the Caravan Count comparison over time, it is indicated that:

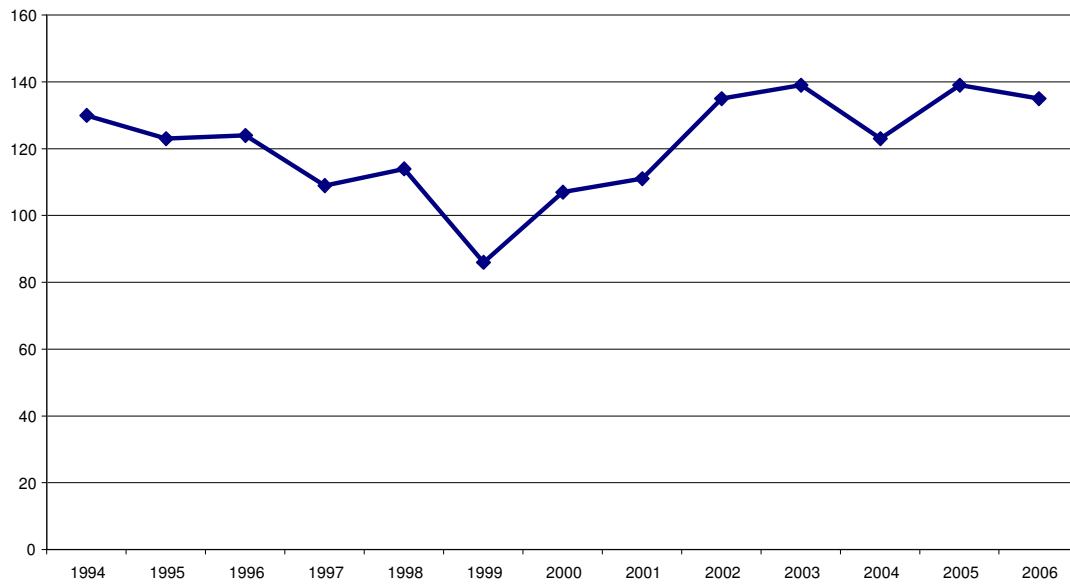
- According to the January figures, all types of site have contributed to the increase, but this is particularly the case for private authorised sites, where the number of caravans has more than doubled since 1994. The July figures show a decline in numbers of caravans on unauthorised sites, but a larger increase on local authority sites.
- The number of caravans on local authority sites have remained broadly stable over the period (January figures) or shown an increase (July figures). The July 2006 figures for sites in Lancaster and Hyndburn appear to have been unusually high, suggesting perhaps that the lower slight growth rate is more realistic.
- The number of caravans on unauthorised sites (representing both unauthorised developments and encampments) have increased over the period January to January by 76%, or reduced July to July by 7%. The drop between January and July 2006 is accounted for by Lancaster and West Lancashire, where January figures were unusually high. This illustrates the dangers of looking at trends over time where a single unusual encampment can change the figures dramatically.

The figures on the following pages illustrate changes in caravan numbers within the Lancashire Study Area type of site over time. These all relate to January, based on the assumption that the winter figures reflect 'base' population better than the summer ones. Which tend to be less representative due to increased levels of travelling during the summer months.

Figure 1 shows caravans on local authority sites, illustrating that the numbers declined quite significantly to 1999, then rose and have fluctuated at around 130 since 2001. It remains to be seen whether the increase in numbers in July 2006 (not plotted) will be an isolated event or the start of a new upward trend.

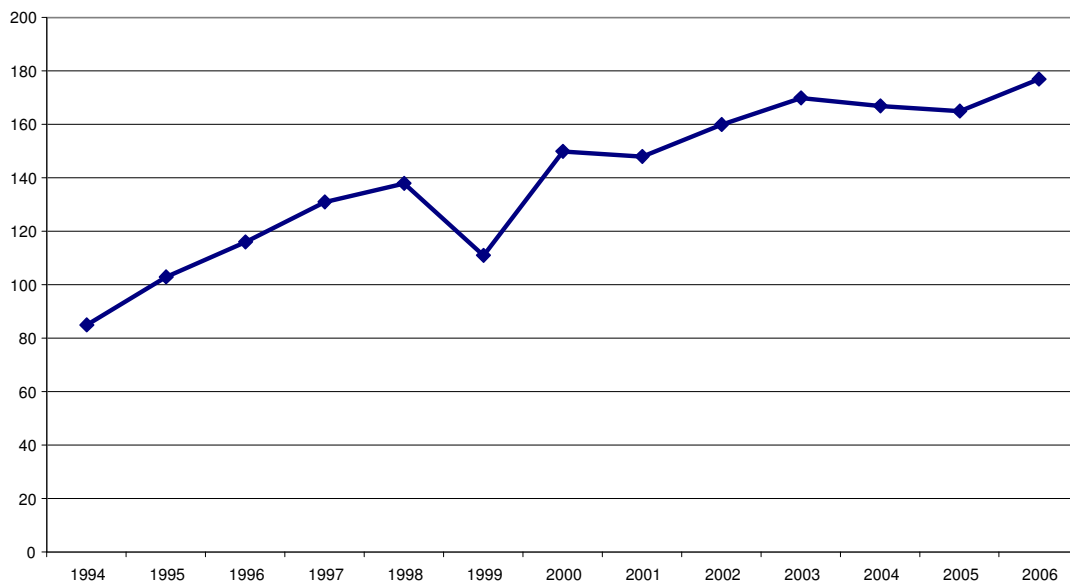
<sup>11</sup> 1994 is used as an historical benchmark as a result of the impact that the 1994 Criminal Justice and Public Order Act had on the travelling patterns and settlement of members of the Gypsy and Traveller communities.

Figure 1: Caravans on local authority sites: Lancashire 1994 to 2006 (January only)



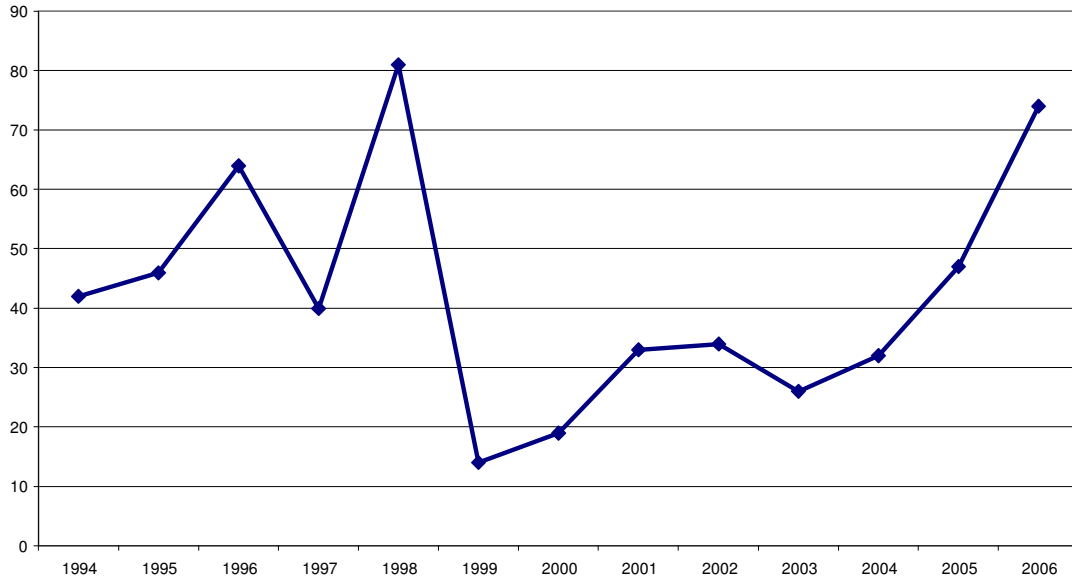
By contrast, the numbers of caravans on authorised private sites has increased steadily over the period apart from a dip in 1999, which could be due to recording errors.

Figure 2: Caravans on authorised private sites: Lancashire 1994 to 2006 (January only)



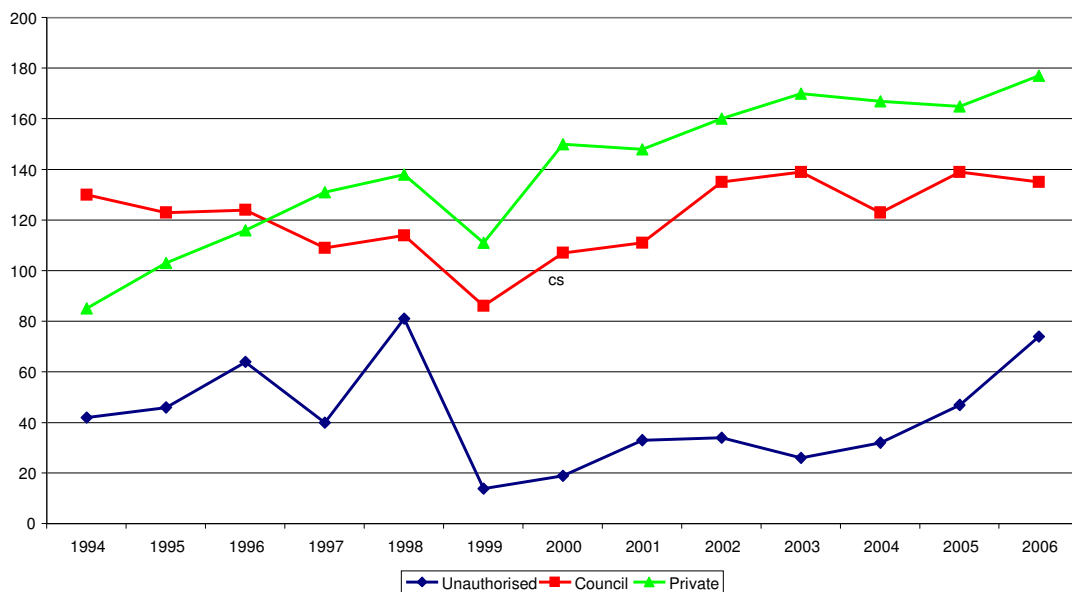
The pattern for caravans on unauthorised sites is different again, with fluctuating figures. However, there is a general decline to a low in 1999, then the figures rise again.

Figure 3: Caravans on unauthorised sites: Lancashire 1994 to 2006 (January only)



Bringing the figures together shows how private sites overtake council sites as the main form of provision after 1996.

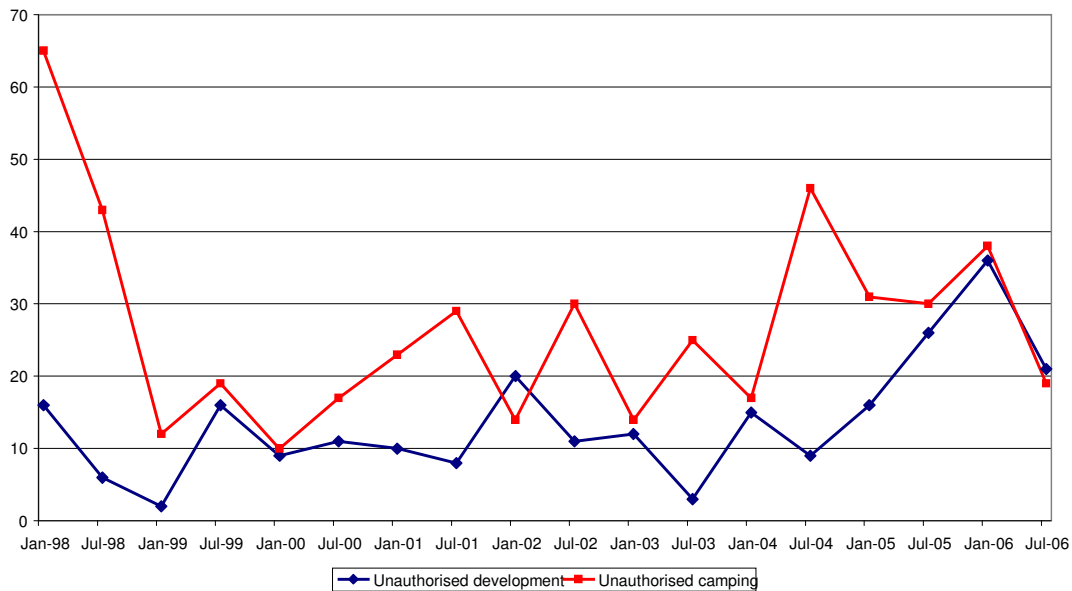
Figure 4: Caravans by type of site: Lancashire 1994 to 2006 (January only)



### 4.1.2 Unauthorised sites

Because unauthorised sites include both unauthorised developments and unauthorised encampments, overall trends can hide significant shifts between the two forms of unauthorised sites. Figures are only available from January 1998.

Figure 5: Caravans on unauthorised sites by type of site: Lancashire 1998 to 2006



As can be seen, the number of caravans on unauthorised developments have fluctuated and show little overall pattern, other than rising from a low in July 2003 to a peak in January 2006, followed by a decline. The pattern for unauthorised encampments has been more volatile, showing both seasonality – generally, but not always, higher in summer – and peaks early in the period and in 2004. Unfortunately, plots of caravans on unauthorised developments and encampments do not provide any sound basis on which trends might be forecast.

## 4.2 Geographical patterns

Maps 1 to 8 on the following pages plot caravan numbers by type of site, as revealed by the Caravan Counts in January 1994 and 2006. It should be noted that shadings indicate unique numbers of caravans. This is because scales would not be very helpful with so few cases. The main distinction in each instance is between authorities which do and do not have positive counts. Actual provision, based upon the information provided by authorities, is examined in the next section.

Maps 1 and 2 look at **local authority sites**:

- The January 2006 map shows clearly the large number of authorities (and wide geographical extent of the study) with no local authority sites.
- Comparison between 1994 and 2006 shows very little change. There have been no new sites or sites lost. Caravan numbers have changed only slightly.

Maps 3 and 4 show the pattern for **private authorised sites** is broadly similar:

- Only four authorities have caravans on private sites in 2006. Apart from the omission of Preston, these are the same authorities that show caravans on local authority sites.
- The differences between 1994 and 2006 are the addition of Blackburn with Darwen over the period, and generally an increase in caravans in the authorities with private authorised sites in 1994. Private site provision has increased over the period, but the number of areas where that option is available has scarcely widened.

Maps 5 and 6 show caravans on **unauthorised sites** (both developments and encampments), in 1994 and 2006. It must be remembered that these represent 'snapshots' of a dynamic phenomenon:

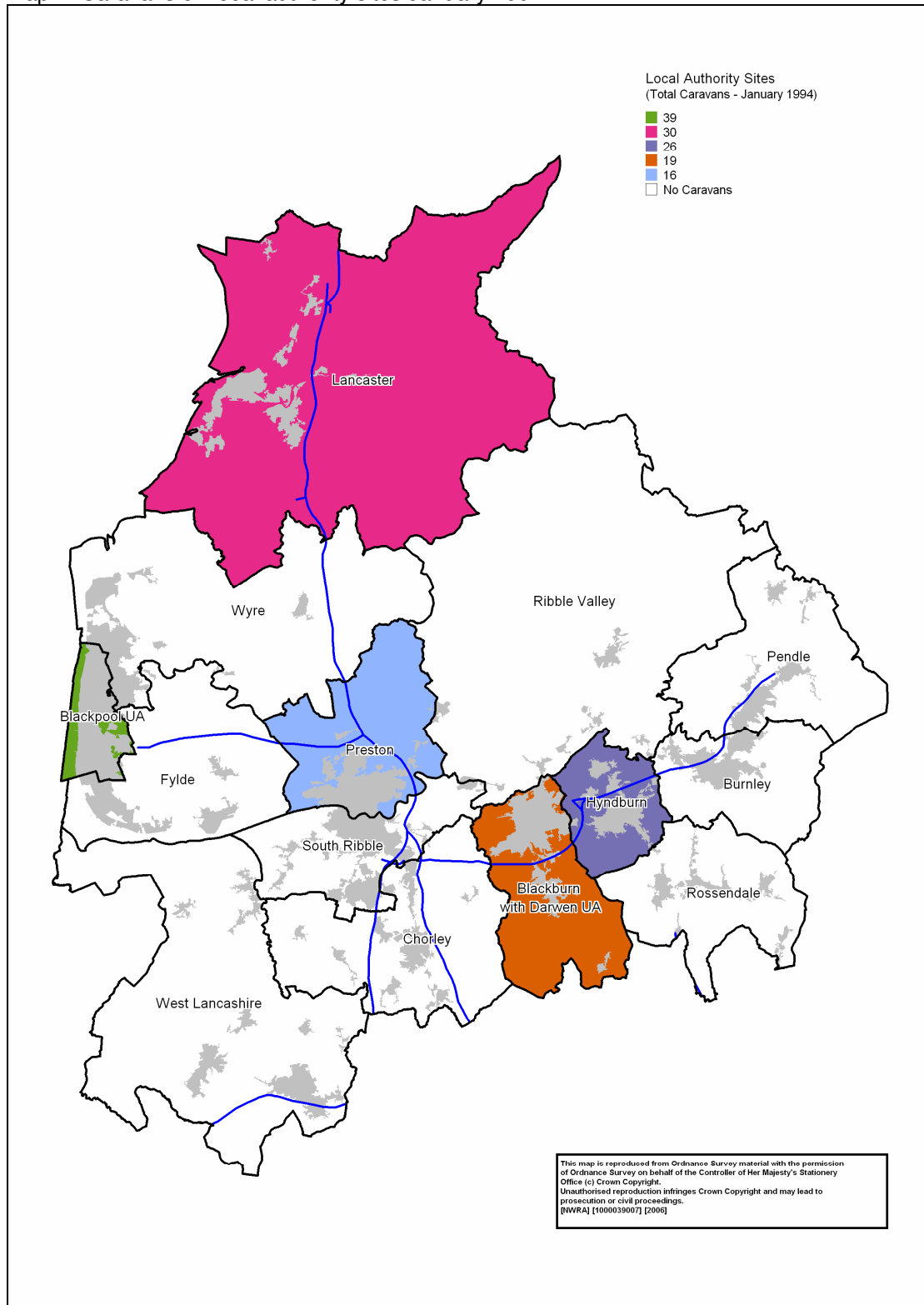
- In 2006 caravans on unauthorised sites were in Lancaster, Blackburn with Darwen, Hyndburn and West Lancashire (an unusually large number). The great majority of authorities have a zero return (which may not, of course, always be accurate).
- Comparison with 1994 suggests some small reduction in the number of areas involved between 1994 and 2006.

Maps 7 and 8 break down the unauthorised sites for January 2006 between unauthorised developments (Map 7) and unauthorised encampments (Map 8). As few authorities are shaded on either of these maps it is difficult to see a pattern. Unauthorised developments and encampments are both very patchy across the Study Area.

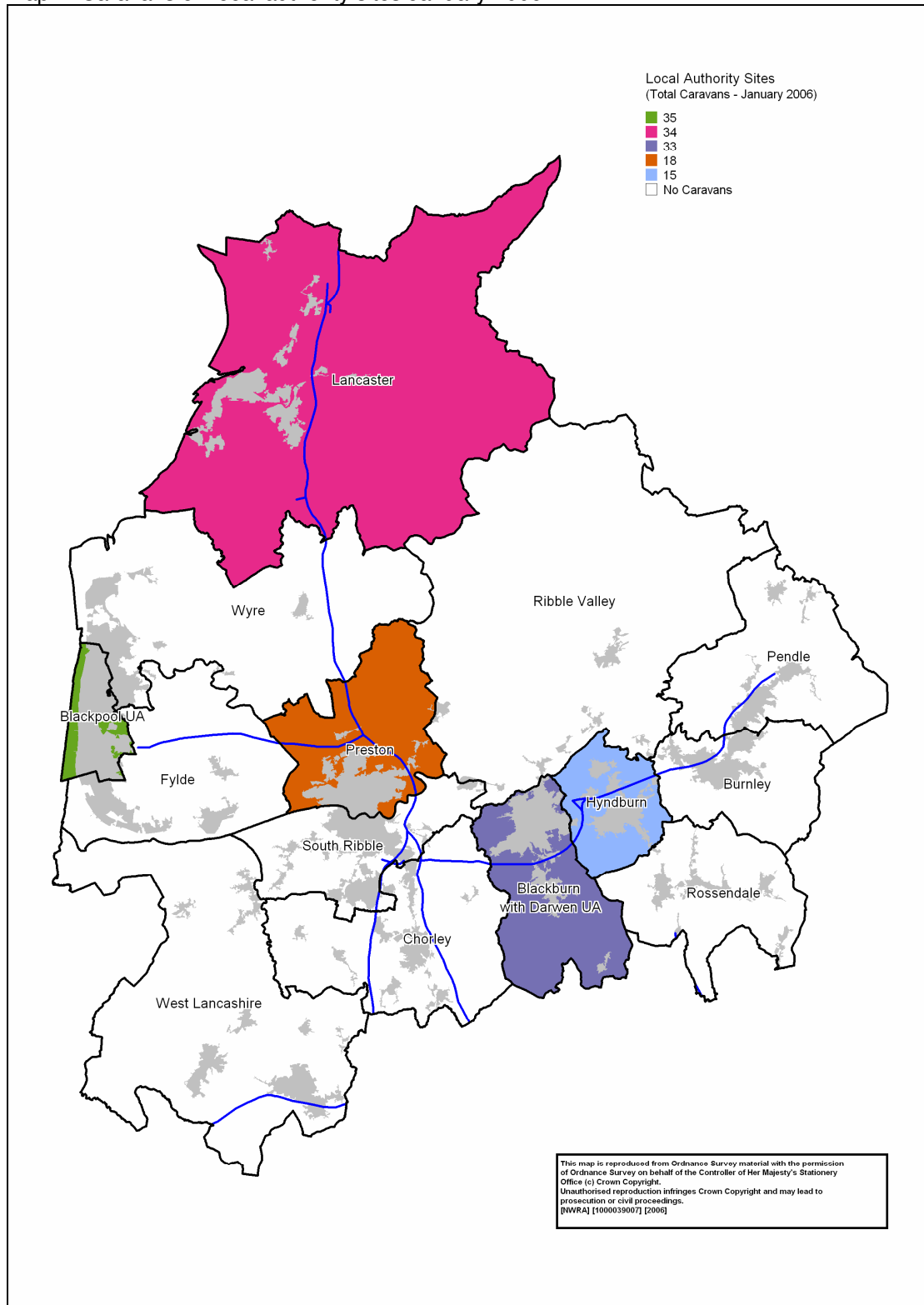
Perhaps the most striking aspect of this geographical analysis is the way in which the same authorities (notably Lancaster, Blackpool, Blackburn with Darwen, and Hyndburn) re-appear on maps for local authority sites, authorised private sites and unauthorised sites. Legitimate site accommodation opportunities are very geographically restricted for Gypsies and Travellers in the Lancashire Study Area. In so far as unauthorised sites represent evidence of need, that need appears to be arising predominantly where authorised provision has already been made.



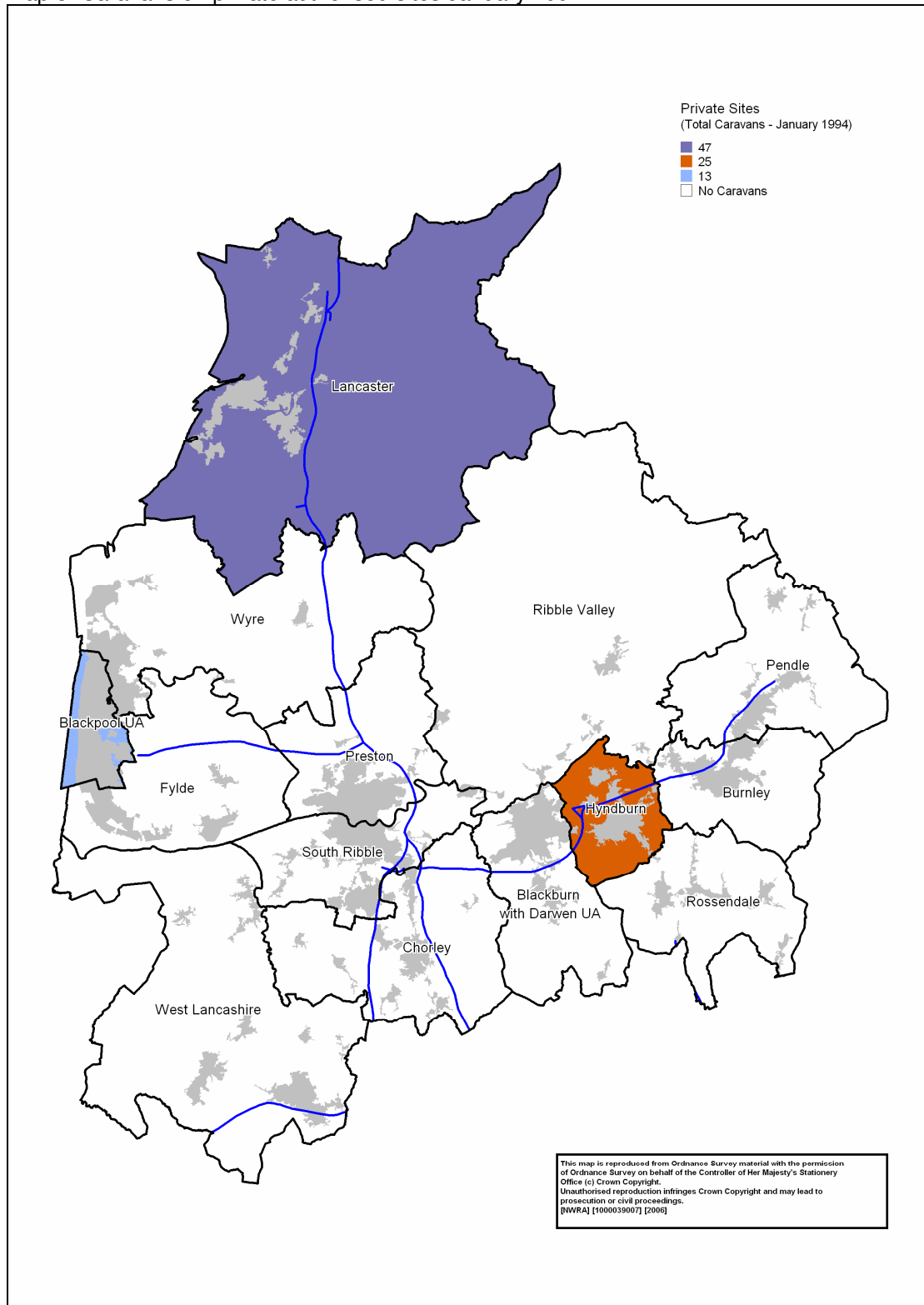
Map 1: Caravans on local authority sites January 1994



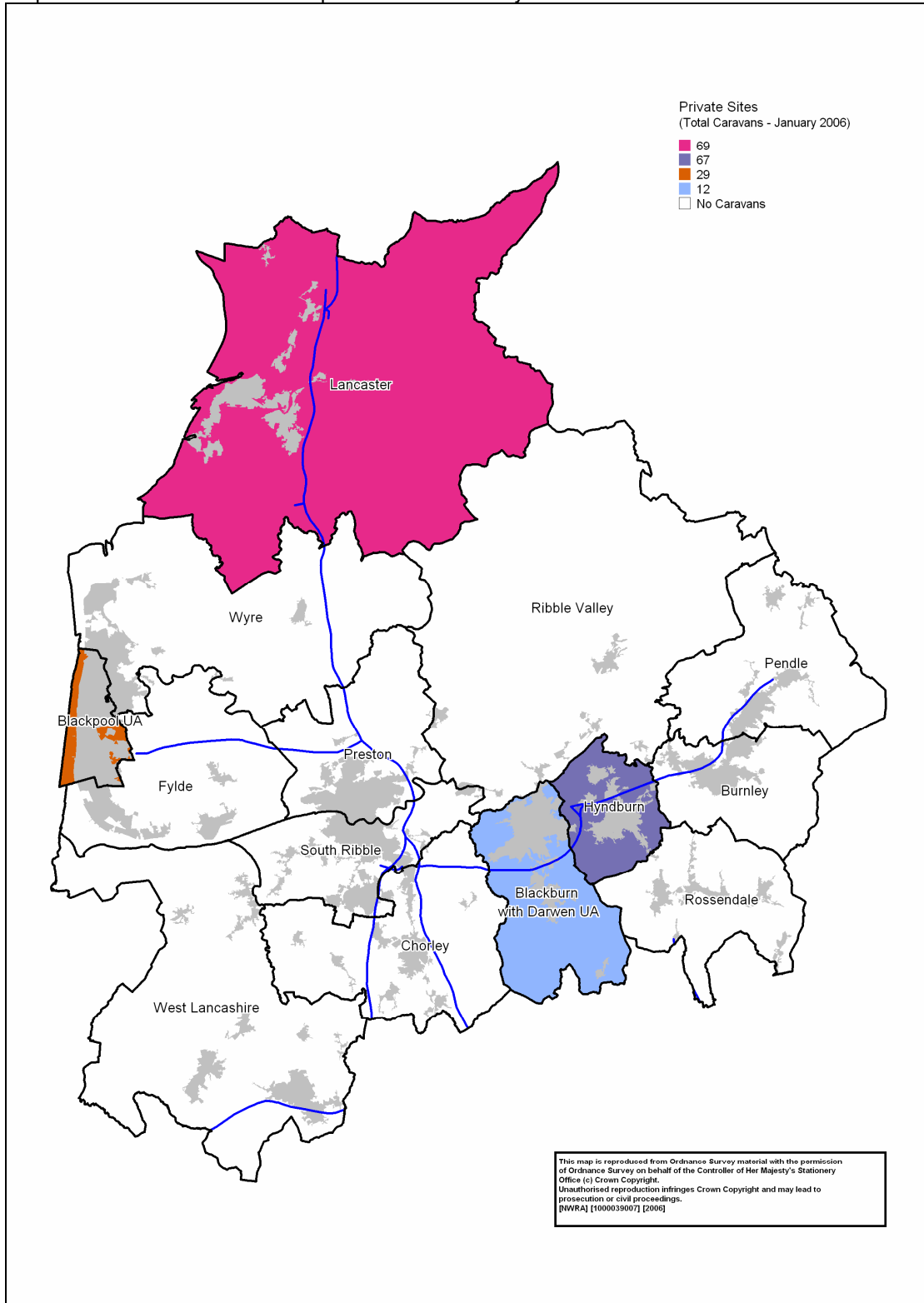
Map 2: Caravans on local authority sites January 2006



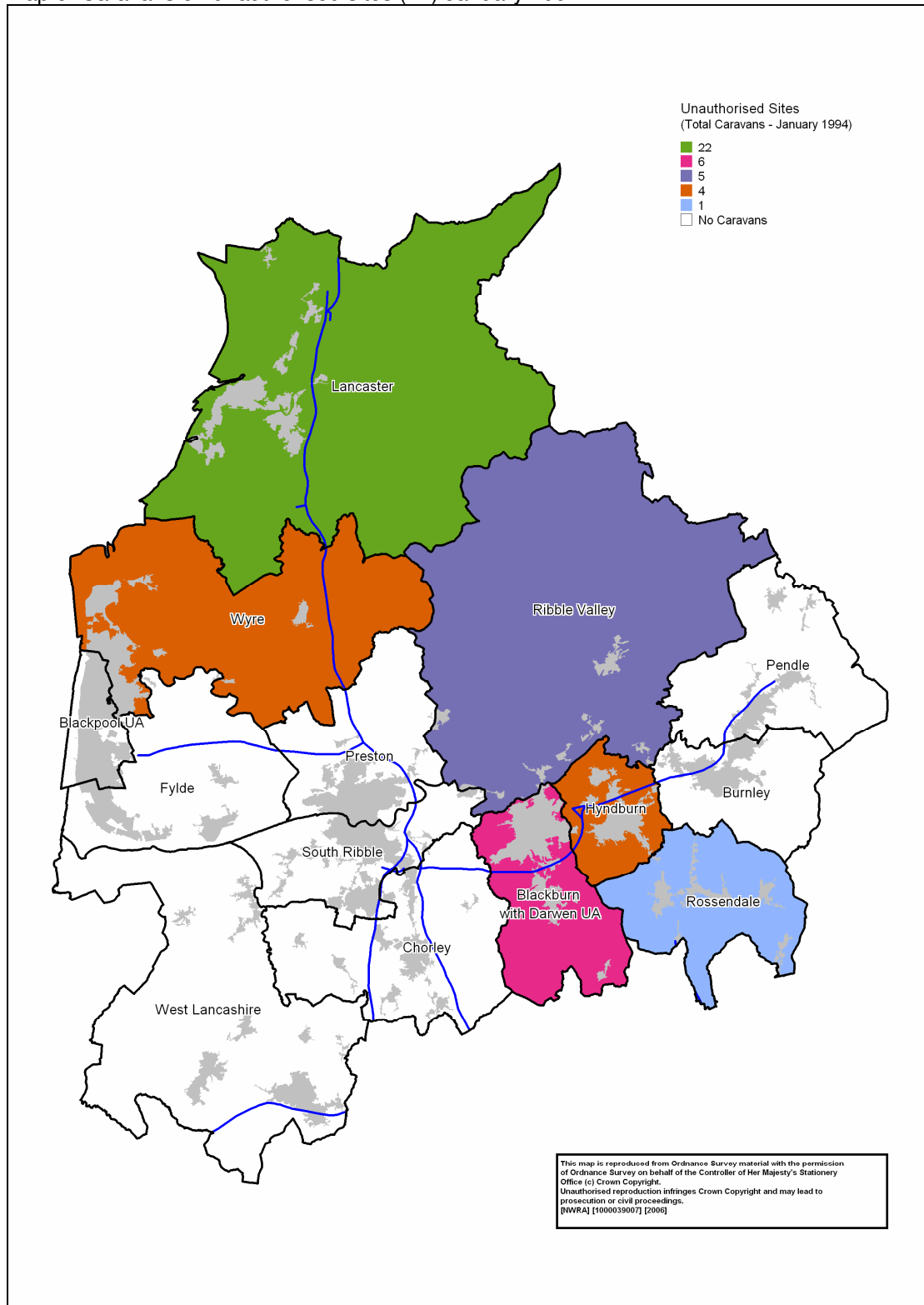
Map 3: Caravans on private authorised sites January 1994



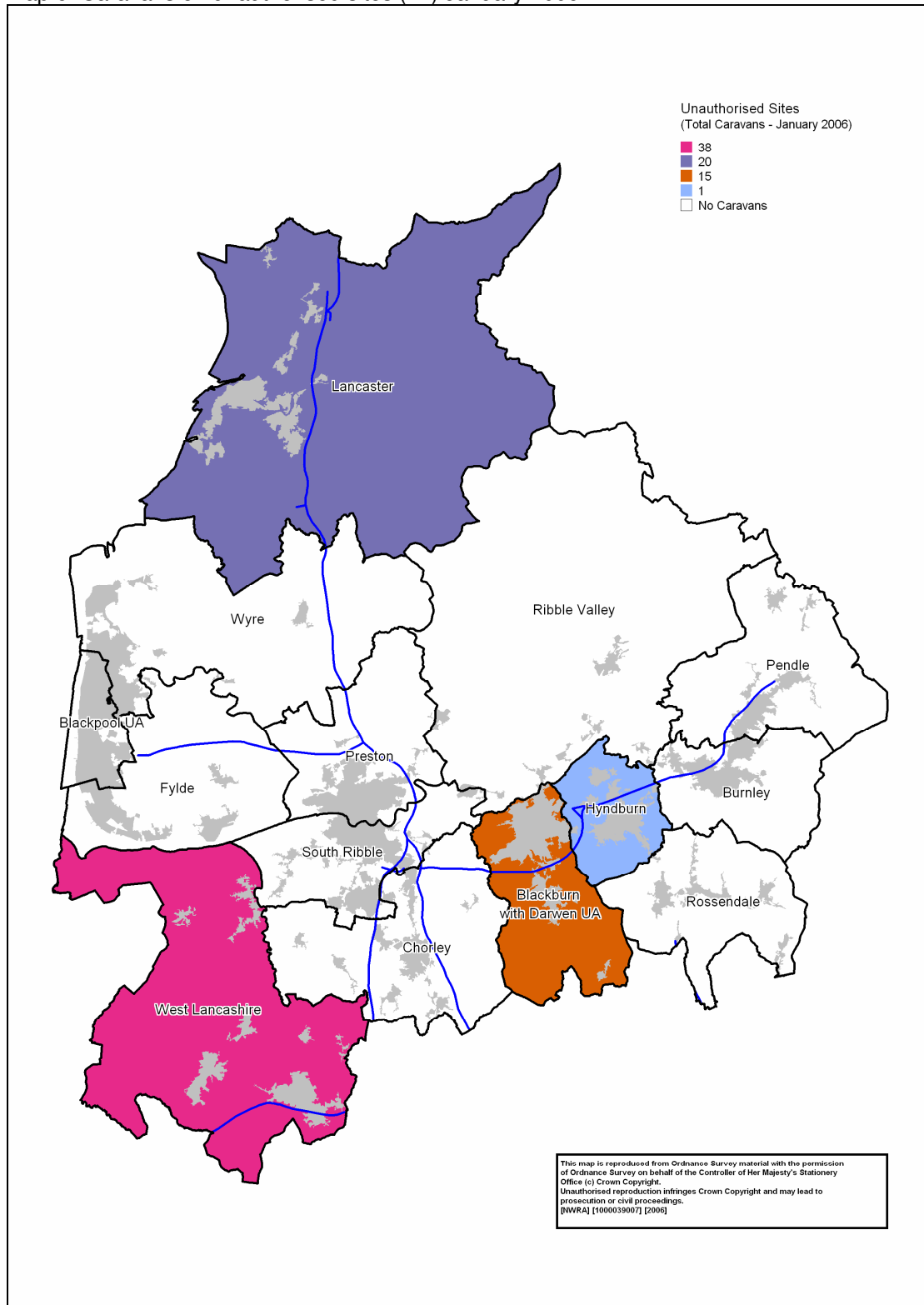
Map 4: Caravans on authorised private sites January 2006



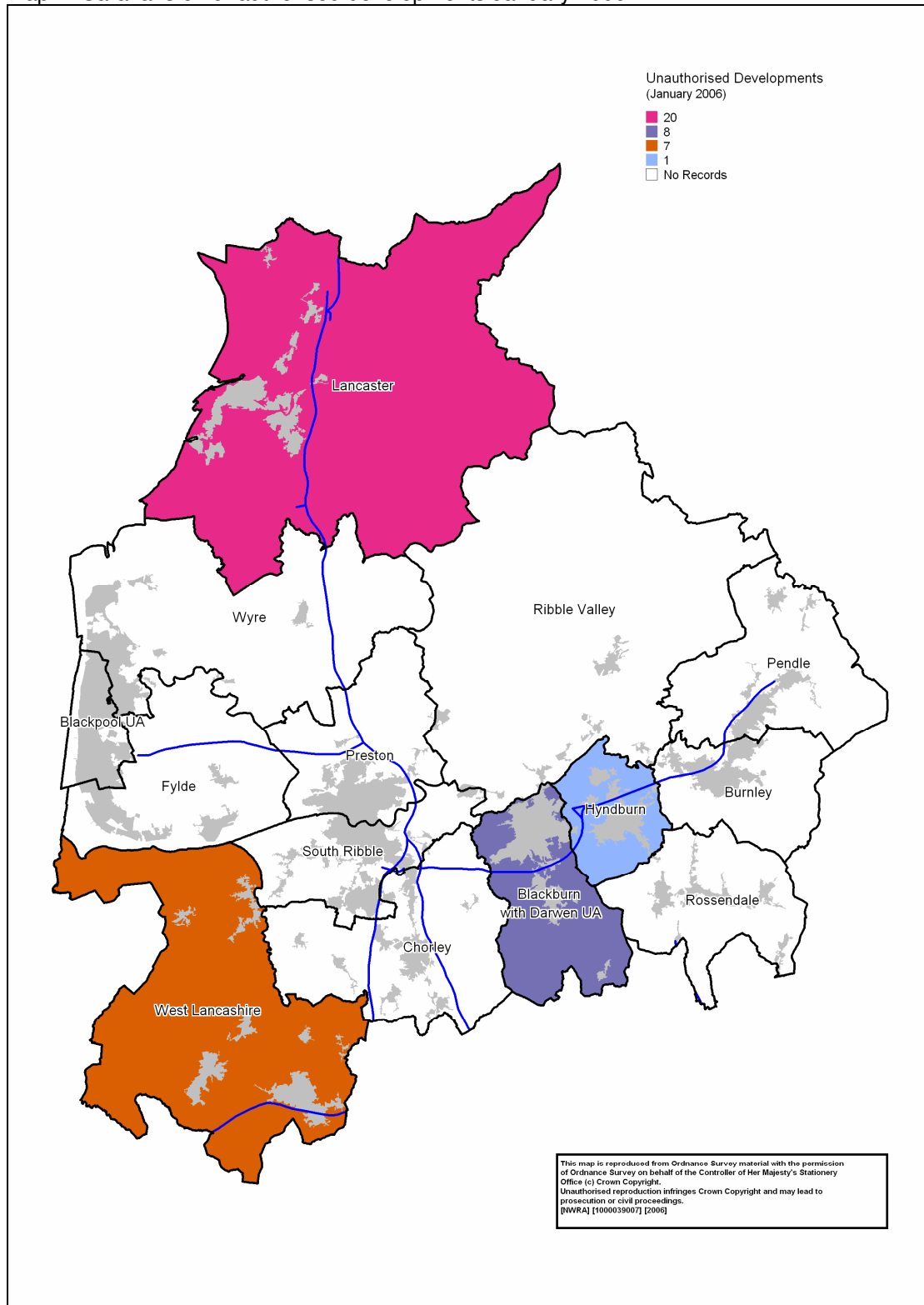
Map 5: Caravans on unauthorised sites (All) January 1994



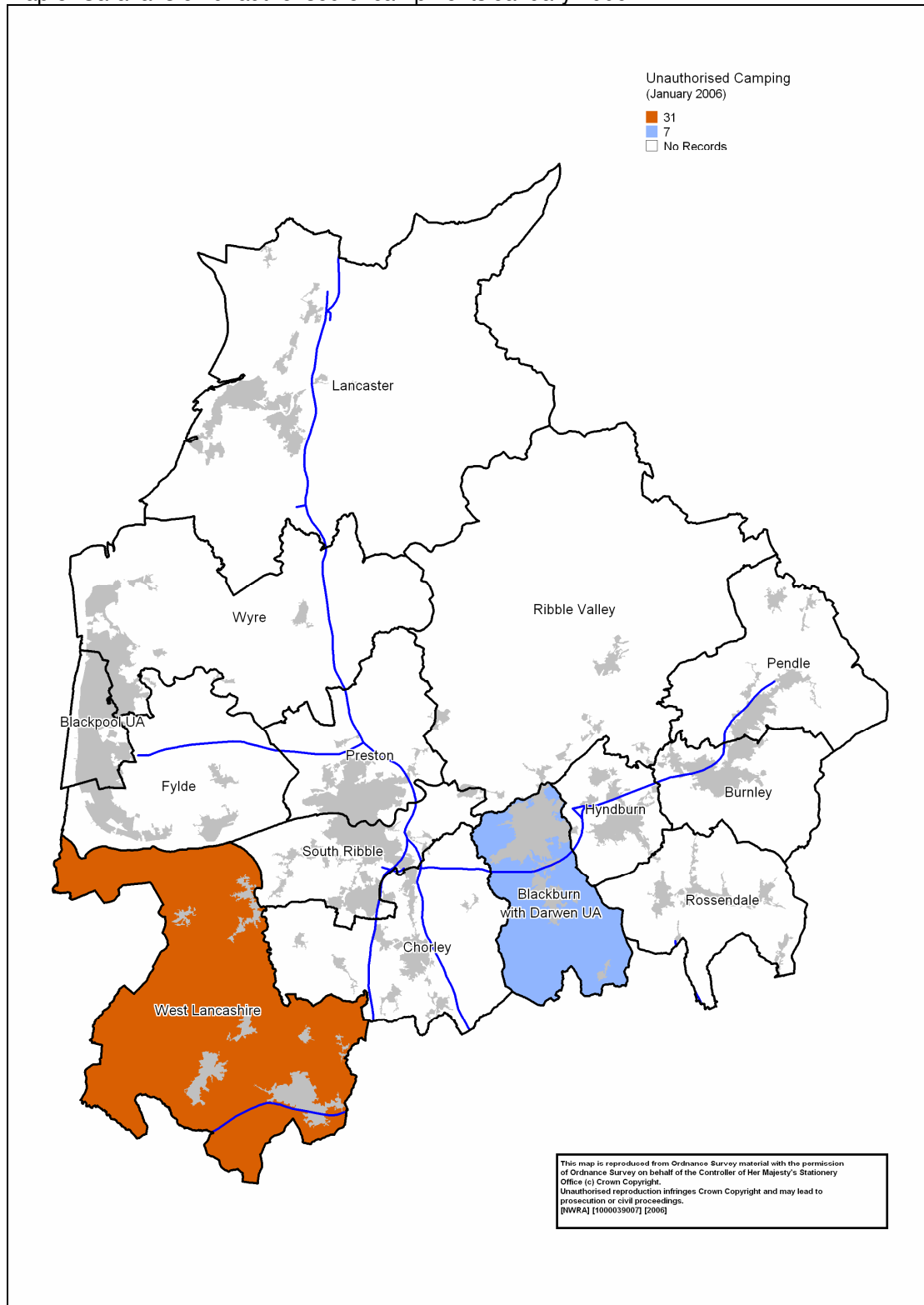
Map 6: Caravans on unauthorised sites (All) January 2006



Map 7: Caravans on unauthorised developments January 2006



Map 8: Caravans on unauthorised encampments January 2006





### 4.3 Section II: The provision, supply and characteristics of Gypsy and Traveller accommodation

A certain degree of caution needs to be taken when extrapolating the characteristics, trends and needs of the Gypsy and Traveller population from the Caravan Counts and other such data alone. In order to provide a more accurate indication as to the levels of accommodation need and the supply of accommodation for Gypsies and Travellers, information was drawn from two main sources. These included the results of an extensive survey completed by each of the authorities (referred to here as the LA survey), and group discussions with a variety of stakeholders. These consultations were concerned with investigating the supply of accommodation on local authority sites, private sites and housing; the known incidence of unauthorised developments and encampments in the Study Area; and, the policies and strategies related to all accommodation types of Gypsies and Travellers.

#### 4.3.1 Local authority provision

Appendix 1 includes a table summarising some of the characteristics of local authority sites across the Lancashire Study Area as recorded in the LA survey. This section reports on these findings in more detail and on other characteristics not included in the summary table. The map overleaf shows the location of local authority sites in relationship to settlements and motorways.

Five of the responding authorities had one local authority site each. No authority in the Study Area reported a local authority site having been closed or sold since 1994.

#### *Type and size of local authority site*

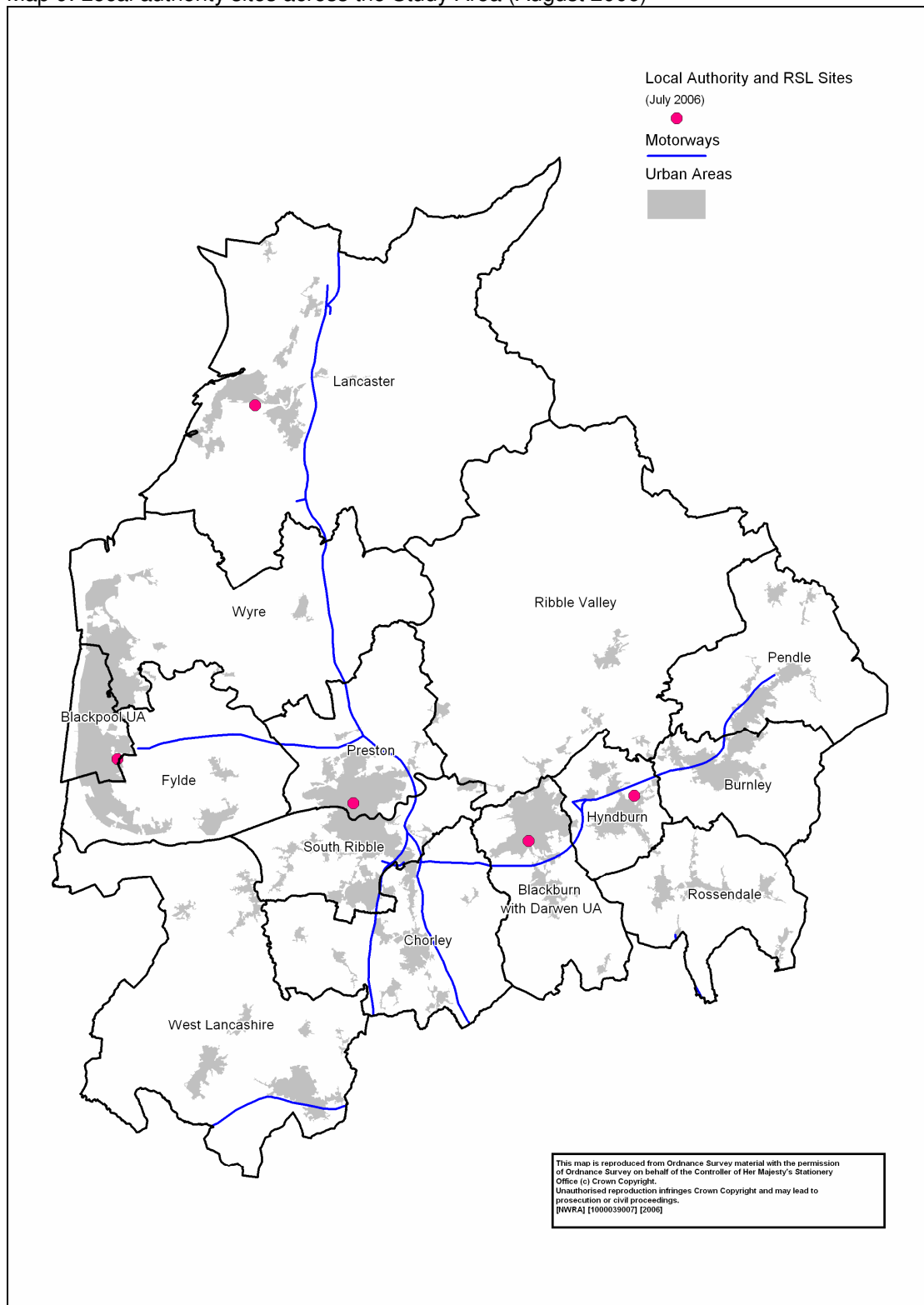
Information was provided for five sites, all of which are purely residential and provide no pitches designed for transit use. The three sites in Lancaster, Preston and Hyndburn are owned by Lancashire County Council, but managed by the individual authority. The sites in Blackburn with Darwen, and Blackpool are owned and managed by these local authorities.

A total of 93 pitches are provided on these sites, which range in size from 12 to 26 pitches, with an average of 19 pitches. The size distribution is:

- Up to 15 pitches      2 sites
- 16 to 20 pitches      2 sites
- Over 20 pitches      1 site

There was no change in the number of pitches on these sites reported over the last five years.

Map 9: Local authority sites across the Study Area (August 2006)



### ***Site occupancy and over-crowding***

Concepts of occupancy of accommodation and over-crowding are sometimes different among Gypsies and Travellers and the settled community. Traditionally, Gypsies and Travellers living in trailers have had much less floor space per person than is common among the housed population, with the area around the trailer also acting as living space. As families grow and children get older, the traditional Gypsy/Traveller response has been to acquire further trailers to provide segregated sleeping/living accommodation according to age and sex. On residential sites, having a large trailer, mobile home or 'chalet', and one or more touring caravans also gives freedom to travel off-site for a period, while the main home remains on-site. In this context, 'over-crowding' could mean too small or too few trailers, too small an amenity building, too small a plot to accommodate the desired number of trailers, or indeed an 'over-occupation' of the site itself.

Information on site occupancy was provided for all sites. There were no pitches either vacant or closed at the time of the survey on four out of five sites (80%). Two pitches were vacant and two closed on the Lancaster site because of refurbishment and the need to use pitches for decanting. They are expected to be back in use in six to twelve months (between February and August 2007).

More generally, pitch occupancy was said to have been between 75% and 100% during 2005/06 on three sites, and 100% on the remaining two.

In an attempt to identify current suppressed household need and overcrowding, local authorities were asked how many pitches include doubled-up households, who would ideally like a separate pitch or home of their own. This was estimated on four sites. In all, 7 doubled up pitches were identified.

### ***Demographics and household formation of site residents***

Respondents were asked about the ethnicity, number and ages of site residents. Information was provided for five sites.

As is the case nationally, local authority sites in the Study Area cater particularly for English Gypsies and Travellers. English Gypsies and Travellers are accommodated on four of the five sites, Irish Travellers on two, Scottish Gypsies or Travellers on two, and Roma on one.

Three sites (60%) house a single ethnic group only, one (20%) houses two groups, and one site houses four groups (20%). The combinations are as follows:

- |                                      |  |
|--------------------------------------|--|
| - English Gypsies or Travellers only | 2 sites (Blackburn with Darwen, and Lancaster) |
| - Irish Travellers only              | 1 site (Preston)                               |
| - English and Scottish               | 1 sites (Blackpool)                            |
| - English, Irish, Scottish and Roma  | 1 site (Hyndburn)                              |

A total of 279 people are housed on the five sites. On these sites, there are 87 occupied pitches, giving an average household size of 3.21 persons.

The population of these sites comprises 171 adults (61%) (aged over 17 years) and 108 children (39%) (up to 16 years).

Individual sites vary in their household characteristics. Average household size (total population against occupied pitches) ranges from 2.0 (Blackpool) to 4.7 (Blackburn with Darwen). Two sites have average household sizes of between 3 and 4 persons, and two between 2 and 3 persons.

The proportion of children on site is higher than average in Lancaster and Blackburn with Darwen, and significantly lower than average in Blackpool. On four sites, respondents were able to provide information for children by age group:

- Under 5                      17 children
- 5 to 11                      42 children
- 12 to 16                      29 children

Those aged 5 and over translate into roughly equal yearly cohorts (six children across the four sites). Single year cohorts among the under 5s are smaller, at four children. This could imply a fall in birth rates or, perhaps more probably, maturing of families on site because of relative stability among residents. Very crudely, allowing for missing sites, there will be about 30 young people in a five year age cohort on local authority sites across the Study Area. If this pattern was replicated in earlier periods, it might suggest about 30 people entering maximum household formation age groups in each five year period.

### ***Travelling and visitors***

One of the ways in which site rules can help or hinder a Gypsy and Traveller way of life is restrictions placed upon absence for travelling and ability to accommodate visitors on site in caravans.

Residents are permitted to be absent travelling while retaining their pitch on all sites. The maximum period of absence allowed in a year varied quite significantly from two weeks (two sites) to thirteen weeks (one site). The period of absence was four weeks on one site, and was not specified on the remaining site. On all but one site, full licence fees are required to be paid during the period of absence, with part fees payable on the remaining site (Blackburn with Darwen). If strictly enforced, these rules imply quite severe restrictions on travelling opportunities on some of the sites.

Visitors in caravans are not permitted on two of five sites (40%). The survey did not ask for reasons, but restrictions could be to do with pitch size and safe capacity. Visitors are permitted on three sites (60%) subject to some restrictions, which include a limit of a two week period; prior permission; and,

there being no more than two caravans on a pitch. These suggest that on most sites, being able to have visitors in caravans is also controlled.

### ***Waiting lists and allocations***

Authorities were asked to comment on a sequence of questions which sought to explore pitch allocation policies, waiting lists and numbers of pitches allocated. These are all relevant factors in understanding both demand for, and access to, existing local authority sites. Not all authorities were able to answer all questions.

There is a formal waiting list for pitches on three out of five sites (60%), and an informal list on two (40%).

The number of applicants was given for four sites. The range was from four to twenty applicants, with an average of 12 applicants. In all, across the four sites, 48 applications are recorded for 81 pitches. The lists therefore represent 59% of pitches. On one site (Blackburn with Darwen), there are as many, or more applicants, than the total number of pitches.

The number of pitches vacated over the period 2003/2006 was given for all five sites. Over the period, 44 pitches became vacant. Pitch turnover (represented by pitches vacated) obviously varies considerably:

- On one site (20%), turnover was up to 3 pitches, or up to 1 pitch per year
- On two sites (40%), turnover was between 3 and 9 pitches, or between 1 and 3 pitches a year
- On two sites (40%), turnover was greater than 3 pitches a year

These figures are more meaningful when expressed in relation to size of site. Overall, 44 pitches were vacated over the three years, providing 93 pitches in total. This represents a three year turnover of 47%. Pitch turnover was higher than this on sites in Lancaster, Hyndburn, and Preston, and lower in Blackburn with Darwen, and Blackpool.

On the four sites where information is provided on both waiting lists and turnover, in total there were 36 pitch vacations over the three years, and 48 applications on site waiting lists. Waiting lists were longest in relation to turnover in Blackburn with Darwen, and Blackpool.

Thus, pitch turnover rates suggest that the chance of getting a place on a local authority site varies across the Study Area. Levels of registered demand also differ, as does the likelihood that it can be satisfied in a reasonable period.

The length of waiting list lengths were said to have increased on one out of five sites (20%), remaining broadly static on the rest. Lists have not decreased anywhere.

Respondents reported that they have a formal allocation policy for letting pitches on three out of five sites. Table 7 shows factors taken into account when allocating pitches. The first column shows the number of sites on which the factor is taken into account, while the second shows the number of sites on which the factor is among the three most important considerations.

Table 7: Factors taken into account when allocating pitches

<b>Factor</b>	<b>Taken into account</b>	<b>Top 3 in importance</b>
Time on waiting list	4	3
Local residence, local connection	4	3
Need for accommodation	3	2
Family size/composition	2	2
Family or personal compatibility	2	2
Previous known behaviour/references	2	2
Other	1	1
Medical/special health needs	1	1
Previous rent arrears	2	-
Ability to pay	-	-

As can be seen, time on the list and local connection are the factors most frequently taken into account, and among the top three most important factors. Need for accommodation, family size/composition, personal or family compatibility and previous known behaviour/references are slightly less frequently mentioned. This perhaps suggests that local families, who are willing and able to wait for a site place, are favoured.

### ***Financial issues***

Technically, the charges paid by site residents are licence fees, but they are commonly referred to as rents, and this term is used below.

Single pitches (i.e. with space for a single caravan) are available on three of the five sites. Rents range from £32.30 to £46.26 a week. The average rent is £37.85 per week.

Double pitches (i.e. with space for more than one caravan) are available on all five sites. Rents range widely from £32.20 to £52.70 per week with an average of £43.65 per week. On two sites, where both single and double pitches are available, rents are the same for both sizes.

All or almost all site residents receive housing benefit towards their rents on three sites, as do most on a further one site. About half are said to receive housing benefit on the remaining site (Hyndburn), which also charges the lowest rent.

Housing benefit is obviously extremely important on local authority sites, and effectively makes the higher rent levels affordable. However, as always there is a danger of a 'benefit trap'.

A further potential barrier to affordability of accommodation is the damage deposit charged at the start of a licence. Such a deposit is charged on four of five sites. The amount required is £50 (three sites) and £175 (one site).

Supporting People funding is not being received for site residents on any site in the Study Area.

### ***Good practice on site provision, design or management***

Authorities were asked to provide details of any aspects of site provision, design or management which they think works well, and is worth sharing with others. No respondents in the Study Area volunteered anything under this heading. This, of course, does not mean that sites are badly managed or designed.

### ***Plans for existing sites***

Respondents were asked whether certain specified changes were planned during the next three years. There were plans for four of five sites (no plans for Hyndburn). Overall, reported plans reveal intentions to upgrade and extend sites over the next three years. There are no plans to close or sell/lease sites, to reduce the number of pitches, or to change management arrangements. There are plans to undertake major repairs or improvements on four sites, and to increase the number of pitches on one (Blackpool). These plans suggest the existing network will be upgraded. They also suggest continuing demand for grants for site improvements. Our consultation showed that many upgrades may be dependent upon the findings of the needs assessment.

### ***Other plans for local authority sites***

All authorities, including those currently without a site, were asked if they had any current plans to provide additional local authority Gypsy and Traveller sites in their area over the next five years. No authorities said they had such plans, but were looking towards the findings of the needs assessment.

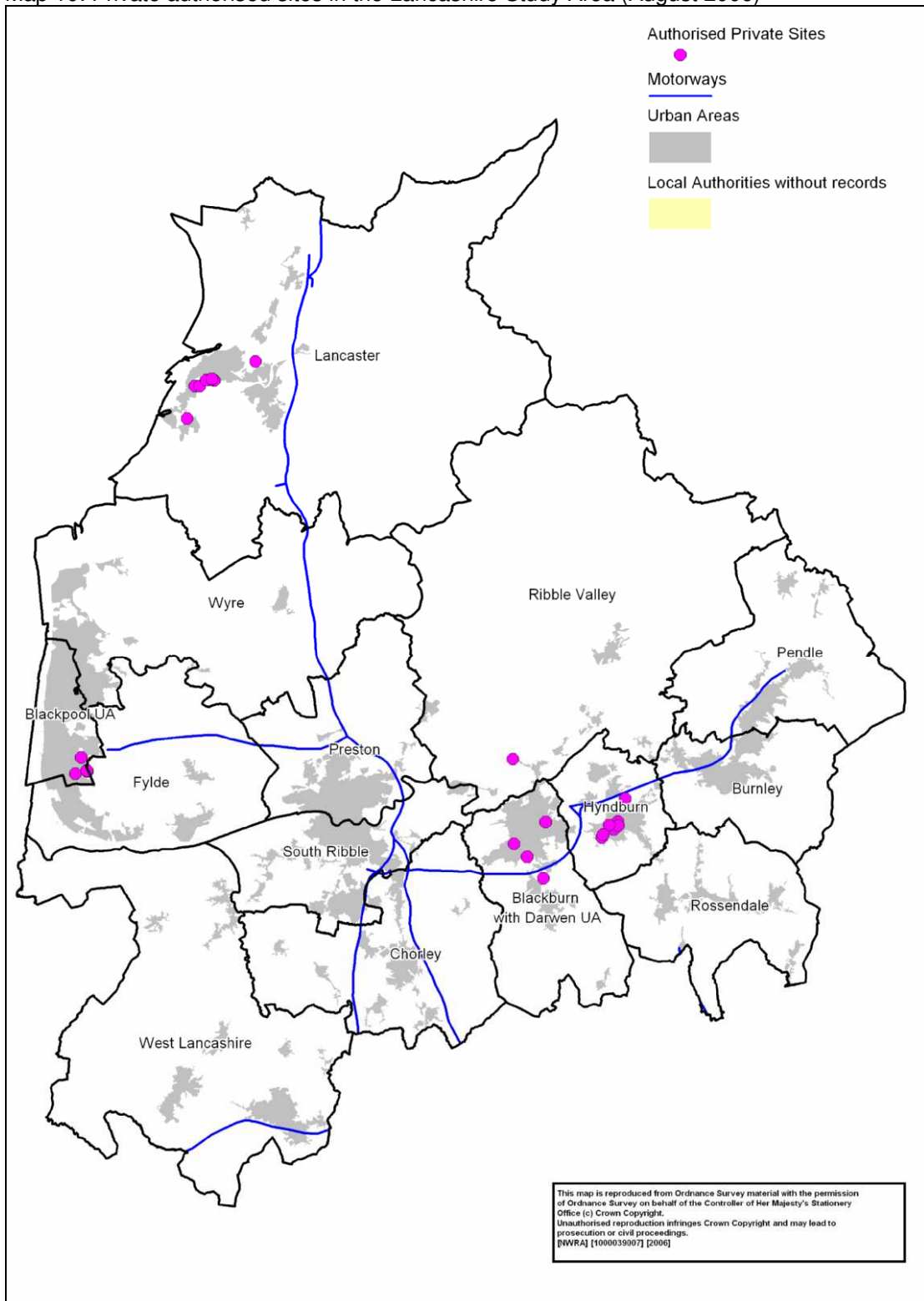
## **4.3.2 Authorised private Gypsy and Traveller sites**

The consultation with councils included a sequence of questions about private Gypsy and Traveller caravan sites. These were prefaced by a question asking whether the current development plan included a specific policy towards Gypsy and Traveller sites. Ten out of thirteen respondents (77%) said that it did. Over the next 5 years, these policies will be superseded by the Development Plan Documents produced under the planning system, introduced by the Planning and Compulsory Purchase Act 2004.

### ***Authorised private sites: numbers and trends***

Map 10 shows the location of private sites in the Lancashire Study Area. The following text describes some of their characteristics.

Map 10: Private authorised sites in the Lancashire Study Area (August 2006)



As can be seen from Map 10, the sites are not spread across the Study Area, but located in three marked clusters. Overall, there were 28 known private sites reported in five local authority areas, with sites also being clustered within authorities. The clusters are in the west of the Lancaster district, on the



south east boundary of Blackpool, and in north Blackburn with Darwen, Hyndburn and south Ribble Valley. The extent of the clustering is actually understated in the map because the placement indicators overlap. By authority, the figures are:

- 11 sites Lancaster
- 8 sites Hyndburn
- 5 sites Blackpool
- 3 sites Blackburn with Darwen
- 1 site Ribble Valley
- 0 sites Remaining 8 LAs

The number of pitches on private sites was provided for all 28 sites. In all there are 262 pitches. The top two authorities in terms of private pitch provision are Lancaster and Hyndburn. This reflects a combination of number of sites, and size of sites.

The overall average size is just over 9 pitches; however, this conceals a wide range of sizes from 2 to 40 pitches. The size distribution is:

- Up to 5 pitches 13 sites
- 6 to 10 pitches 5 sites
- 11 to 15 pitches 5 sites
- 16 to 20 pitches 4 sites
- Over 20 pitches 1 site (Lancaster)

Out of 28 sites, eleven (39%) are owner-occupied by a single or extended family. The average size of such sites is 4.7 pitches. A further eight sites (29%) were classed as owner-occupied, but with rented pitches as well – average size 10.8 pitches. Nine sites (32%) were classed as entirely rented pitches, with an average size of 13.8 pitches.

A number of authorities expressed reported that they believed that some private sites were operating at under capacity with a large number of vacancies occurring on some sites.

Authorities were asked about the planning status of their private sites. Answers were given for all 28 sites. Half of permissions are full and permanent. Most of the remainder have permissions specifying Gypsy and Traveller use. One site has a temporary permission, and two are personal permissions.

The number of private authorised sites/pitches has increased since 2000 in just under a third of authorities (30%); has remained static in 54%; has decreased in one authority (8%); and, one authority (8%) was unable to give an answer. Numbers of sites/pitches were expected to increase over the next five years in approximately a quarter of authorities, with 62% expecting numbers to remain static, and 15% unable to say.

## ***Planning applications***

Indications of increasing number of private sites are linked with the recent pattern of planning applications. The survey asked how many planning applications had been received, granted, refused and granted on appeal each year between 2001 and 2006. Information was provided by twelve authorities and is summarised in Table 8 below:

Table 8: Number of planning applications received, granted and refused

Number of authorities receiving applications 2001/06	5
Planning applications received 2001/06	36
Planning permissions granted 2001/06	11
<b>Permissions as % of applications</b>	<b>31.0%</b>
Planning applications refused 2001/06	21
<b>Refusals as % of applications</b>	<b>58.0%</b>
Granted on appeal	5
<b>Granted on appeal as % applications</b>	<b>14.0%</b>
<b>Permissions granted &amp; on appeal as % applications</b>	<b>44.0%</b>

Because of time lags between years, there is no exact equivalence between applications and decisions made in the period. In addition, some applications were withdrawn before being determined. However, overall planning permissions granted are equivalent to around a third of applications submitted, and the proportion rises to over four in ten when grants of permission on appeal are added in.

A single authority (Lancaster) accounted for two-thirds of the applications received. This authority currently has 11 private authorised sites, equivalent to 39% of all sites in responding authorities. This suggests that planning applications for new sites have a rather more restricted geographical spread than current site provision. (However, it is important to recognise that several applications may be made by the same families on the same piece of land.)

Planning permissions were granted between 2001 and 2006 in Blackpool and Lancaster. Permissions were granted on appeal in Lancaster and Blackburn with Darwen. However, there were views expressed during our consultation with planning officers indicating they suspected that, in a small minority of cases, granting permission to individuals to develop Gypsy/Traveller sites did not necessarily mean that these sites, once developed, were being used for such purposes. These officers were concerned that some innovative individuals were using the 'Gypsy and Traveller' route in areas with a higher population of Gypsy and Traveller households to actually circumvent the planning rules.

### 4.3.3 Gypsies and Travellers and bricks and mortar housing

The numbers of Gypsies and Travellers currently accommodated within bricks and mortar housing are unknown, but potentially large.<sup>12</sup> Movement to and from housing is a major concern for the strategic approaches, policies and working practices of local authorities. One of the main issues of the consultation revolved around the part that housing services does, should and could play in the accommodation of Gypsies and Travellers within the Lancashire Study Area.

Authorities were asked about their knowledge and practice in relation to Gypsies and Travellers in social and private housing in the Study Areas.

#### ***Housing policies***

Authorities were asked whether specific reference is made to Gypsies and Travellers in various housing strategies:

- Current housing strategy Yes in 4 of 12 LAs
- Current homelessness strategy Yes in 3 of 12 LAs
- Current BME housing strategy Yes in the 1 LA with a BME strategy

It was apparent that specific inclusion of Gypsies and Travellers is the exception rather than the rule at present, which will require changes when the findings of the needs assessment are presented.

Only one authority (Chorley) reported that Gypsies and Travellers are identified in ethnic records and monitoring of social housing applications and/or allocations. Two authorities volunteered that they were intending to introduce monitoring in the future.

Authorities were asked whether they had taken any steps to provide Gypsies and Travellers with housing advice and assistance. Two authorities (15%) said that they had. A similar question was asked about steps to engage Gypsies and Travellers in homelessness services. One authority (8%) said they had taken such steps. In providing details, many authorities referred to both housing and homelessness rather than making a distinction.

One authority referred to a survey currently being undertaken, the results of which will feed into the Homelessness Strategy. Another referred to their working relationship with the Community Engagement Officer.

#### ***Good practice in social housing policies***

Four authorities mentioned initiatives perceived as good practice in social housing policy. In two instances, this involved ensuring advice and

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<sup>12</sup> Niner, P. (2003) *Local Authority Gypsy/Traveller Sites in England*. ODPM. London.

assistance was delivered in *'appropriate settings and at times that are appropriate'*. Other responses indicated that:

*'There is a Cabinet Liaison Group which provides advice to the Cabinet member with responsibilities for issues to do with Gypsies and Travellers.'*

*'[Name] Council Landlord Services is preparing a bid for funding to provide a Community Centre on the Council's Traveller Site for education, health and training needs such as NVQ and beauty training.'*

### ***Numbers of Gypsies and Travellers in social housing***

Three authorities (23%) were unable to make an estimate of how many Gypsies and Travellers currently live in social housing in their area. Of the remaining authorities, 70% estimated that there were fewer than 10 families, and 30% that there were between 10 and 100 families. This last group of authorities Lancaster, Preston and Hyndburn.

In the absence of ethnic record keeping and monitoring, the majority of authorities were unable to provide information on the number of Gypsies and Travellers currently registered for social housing or the number housed in the year 2005/06.

Six authorities provided information on registrations, of whom three (50%) said that there were no such registrations. Numbers given ranged from two (South Ribble) to twenty (Preston and Hyndburn). The six authorities together reported 22 registrations from Gypsies and Travellers; an average of 3.7 per authority. Across all 14 authorities in the Study Area, using a similar average would imply around 50 registrations for social housing.

Six authorities provided information on the number of Gypsies and Travellers housed during 2005/06, of which four (67%) said none had been housed, Preston had housed 4, and Hyndburn had housed 6. Thus, six authorities had housed 10 Gypsies and Travellers; an average of 1.7 per authority. Across the Study Area this implies some 25 allocations a year.

Only 4 authorities were able to give an indication of trends in numbers moving into social housing over the past five years. Two reported that numbers had remained much the same, and two that they had increased (Preston and Hyndburn). Of the four authorities, three expect them to stay broadly the same, and one (Preston) to increase.

### ***Reasons for moving to social housing***

Only six authorities were able to give the most important reasons why, in their experience, Gypsies and Travellers move into housing. Many of the remainder had little relevant recent experience to draw on. The reasons are shown in Table 9 below:

Table 9: Reasons for moving to social housing

<b>Reason recorded by authorities</b>	<b>Number of authorities</b>
Children's schooling	5
Want to 'settle'	3
Want to move nearer family/friends	3
Health reasons	2
Harassment or other problems on a site	2
Want a permanent house or flat	2
Unable to find stopping places when travelling	1

Education, desire to 'settle' and to move nearer to family or friends, were seen to be important. These respondents do not see lack of either transit or residential site places as an important factor behind movement into social housing; however, these are the perceptions of housing professionals, and might differ from the views of Gypsies and Travellers themselves.

### ***Private housing***

Four authorities felt able to say that there are no significant numbers of Gypsies and Travellers in private housing in their area. Authorities with significant numbers in the private sector are Lancaster (in owner-occupation), Hyndburn (in privately rented accommodation) and Blackburn with Darwen (tenure unknown).

In all cases, the population of Gypsies and Travellers in the private sector was said to be concentrated rather than scattered. One answer referred to family ties as a reason for this.

Only Blackpool was aware of issues arising in relation to Gypsies and Travellers living in private housing. These relate to vehicles in and around the property, which can cause access problems; for example, for the Fire Brigade. Inter-family disputes over long periods, involving attacks on property and persons were also mentioned.

### ***Other good practice***

The survey asked authorities to provide any examples of good practice not noted previously. None were given.

#### **4.3.4 The unauthorised development of Gypsy and Traveller caravan sites**

According to the analysis of the survey responses, six authorities had experienced one or more unauthorised development; six had not; and, one was unable to comment. The six authorities reporting unauthorised development are shown in Table 10 below:

Table 10: Local authorities and the unauthorised development of sites

Authority	Instances of unauthorised development since 2000
Blackburn with Darwen	4
Hyndburn	2
West Lancashire	2
Lancaster	1
Ribble Valley	1
Rossendale	1

During the period since 2000, four authorities have taken a total of nine enforcement actions against the unauthorised development of Gypsy and Traveller sites. These authorities are:

- Lancaster 3 occasions
- West Lancashire 3 occasions
- Blackburn with Darwen 2 occasions
- Rossendale 1 occasion

Thus, enforcement actions are roughly equivalent to four-fifths of unauthorised developments reported.

Two authorities (Lancaster and Blackburn with Darwen) expect the number of unauthorised developments in their area to increase over the next five years.

Three authorities reported a total of seven unauthorised sites at the time of the survey. These are:

- Blackburn with Darwen 3 sites
- Hyndburn 2 sites
- West Lancashire 2 sites

The seven sites appear to accommodate approximately 30 caravans, suggesting an average size of just over 4 caravans (small in comparison to authorised sites noted above).

No enforcement action was being taken against three of the sites at the time of the survey; in one case this was because of the long history of occupation. Four sites were at some stage in the enforcement process.

### ***Good practice on planning***

The survey asked authorities to identify any aspects of their planning approach which might be considered good practice. The only response referred to offering appropriate advice where necessary.

In general terms, the consultation with planning officers seemed to suggest that the number of private sites has been increasing since 2000 across the Study Area through the operation of the planning system. However, more than half of planning applications are refused and not granted on appeal,

suggesting some unsatisfied demand for site development. Unauthorised development of sites has taken place, but on a relatively modest scale and apparently in a small number of areas. Some areas, which have already experienced unauthorised developments, anticipate an increase in future.

#### **4.3.5 Unauthorised encampments within the Lancashire Study Area**

The presence and incidence of unauthorised encampments is a significant issue impacting upon the work of local authorities and landowners, as well as the lives of community members (both Gypsies and Travellers and the settled community). Because of the nature of unauthorised encampments (i.e. mobility and travelling) it is very difficult to gain a comprehensive picture of need for residential and/or transit accommodation, which would transfer the unauthorised camper into an authorised resident. The remainder of this section, however, seeks to look at the 'known' prevalence of unauthorised encampments by the local authorities.

##### ***Geographical patterns and incidence of unauthorised encampments***

Seven authorities (54%) do not keep records of encampments. Around three in ten (31%) record all encampments, and 15% record some.

In spite of the lack of formal record keeping, all but one authority were able to give either the precise number (nine authorities) or a range estimate (three) of the number of unauthorised encampments in their area during 2005/06. Summing the encampments recorded (using the mid range figure where only a range was given) produces a total of 106 encampments across the Study Area. This does not, of course, imply 106 Gypsy and Traveller groups, as the same people may have been recorded several times within the same authority or in different authorities.

The number of encampments by local authority is shown below. The striking feature is the evenness of spread. Almost two-fifths of authorities (38%) had up to five encampments in the year, with no real bunching apart from this.

- |                        |       |
|------------------------|-------|
| • No encampments       | 5 LAs |
| • 1 to 5 encampments   | 2 LAs |
| • 6 to 10 encampments  | 1 LA  |
| • 11 to 15 encampments | 2 LAs |
| • 16 to 20 encampments | 1 LA  |
| • Over 20 encampments  | 1 LA  |

The only authority which experienced more than 40 encampments during 2005/06 is West Lancashire (47). The five authorities which experienced no encampments during the year are Chorley, Preston, Pendle, Ribble Valley and South Ribble; forming a very clear area in central Lancashire.

Authorities were asked to provide information about the number, location, size and approximate duration of encampments during the three months prior to the survey (summer 2006). This information was provided by twelve

authorities. Six (50%) said they had experienced no encampments over the period, a further three (25%) had experienced between 1 and 5 encampments. One authority (Lancaster) had experienced 6 encampments, and two authorities (Blackburn with Darwen and Burnley) had experienced 7.

Information on encampment size was provided for 24 encampments. The majority of these were small:

- Up to 5 caravans 19 encampments (79%)
- 6 to 10 caravans 4 encampments (17%)
- Over 20 caravans 1 encampments (4%) (30 caravans)

The largest encampments were experienced in Lancaster.

Most encampments were of short duration, either because of eviction or because the Gypsies and Travellers wanted to stay in the area for a short time only:

- Around 1 week 17 encampments (68%)
- 2 weeks 3 encampments (12%)
- 3 weeks 1 encampments (4%)
- 4 weeks 1 encampments (4%)
- Over 4 weeks 3 encampments (12%) – longest 14 weeks

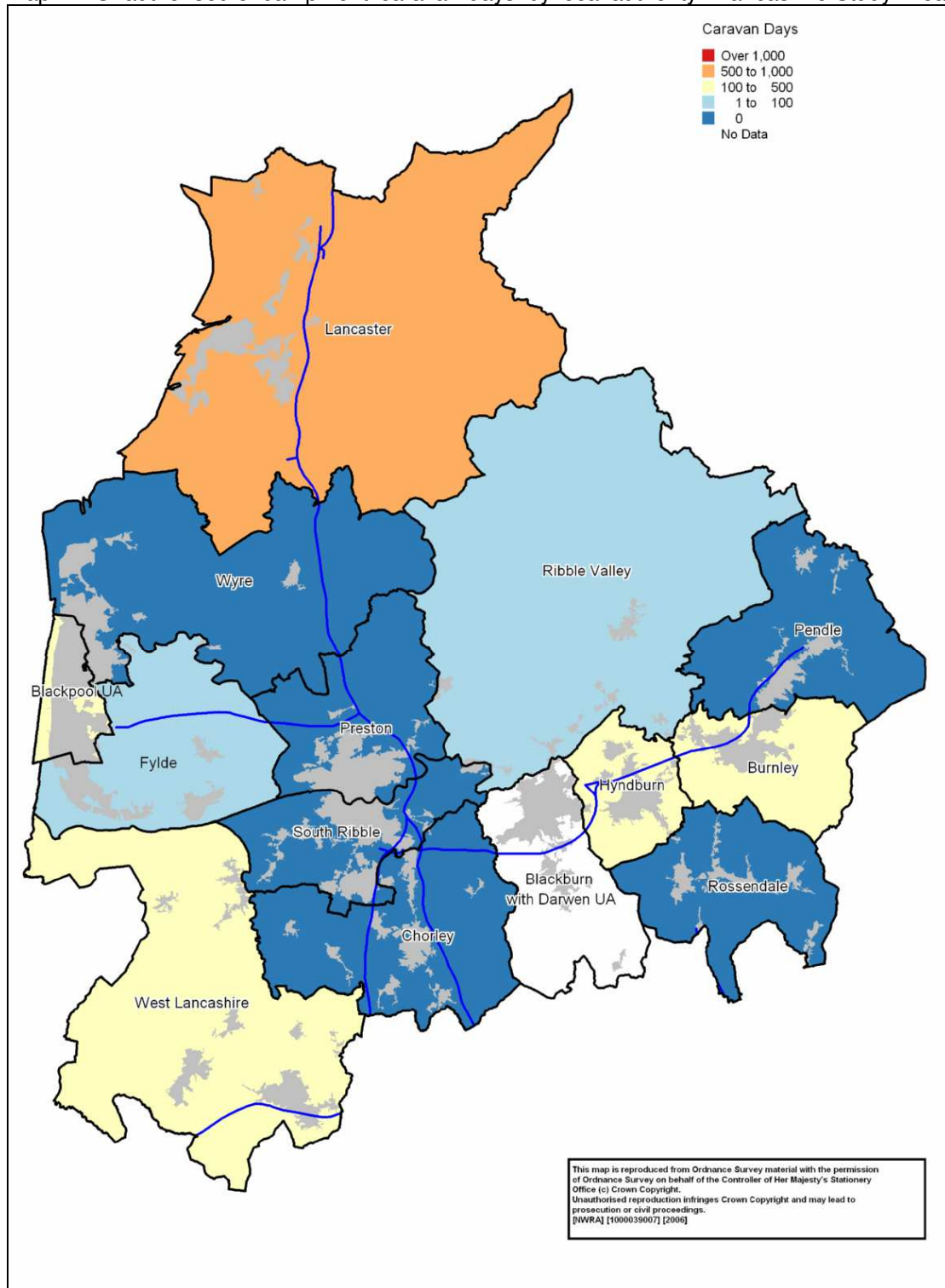
The encampments lasting over four weeks were in Lancaster.

Information at local authority level on the number, size and duration of encampments over the three months prior to the survey is combined in Map 11 which plots 'caravan-days'. This is a measure of 'relative pressure' from unauthorised encampment in order to illustrate the extent of presence of Gypsy and Traveller encampments across the authorities. This is derived by multiplying the number of caravans in an encampment by the number of days it lasted, and summing this product where several encampments were reported. Thus, for example, if an area had two encampments, one of three caravans for two weeks and one of twenty caravans for three days, the 'caravan-day' total would be  $3 \times 14 + 20 \times 3 = 102$ .

The map shows a somewhat dispersed pattern. Lancaster has the highest 'caravan-day' score, followed by Blackpool, West Lancashire, Hyndburn and Burnley. West Lancashire is adjacent to the central belt across the North West where unauthorised encampments are relatively frequent. This is an area bounded by a number of major motorway and A road networks. There may be a seasonal aspect in Blackpool as a resort. Hyndburn and Burnley may be related to the M65. In Lancaster, unauthorised encampments may be related to north-south travel, and to visitors to local Gypsies and Travellers in the area. This suggests that there is no one factor influencing the incidence of unauthorised encampment in the Study Area.



Map 11: Unauthorised encampment 'caravan-days' by local authority : Lancashire Study Area



Location details given for individual encampments during the three months prior to the survey were insufficient to give any clear idea of the sort of land commonly used, although it is clear that business parks and car parks are sometimes affected. One location in Lancaster appeared more than once as an encampment site in the three month period.

Broadly speaking, however, these may give an indication of where some sort of transit/short-stay provision might be needed. Other issues around unauthorised encampments were discussed with stakeholders, and a number of points emerged:

- The size and nature of transit provision might be affected by the number of encampments commonly occurring in an area at the same time. Eight authorities said that zero was the norm; the remaining five said that, on average, there was usually a single encampment.
- Of nine authorities which reported experiencing encampments, five reported more encampments in summer, and four said there was no clear seasonal variation.
- Seven out of ten authorities, with regular encampments, said that most of the Gypsies and Travellers are 'in transit'. In these areas, transit accommodation might be needed. In three authorities, there are felt to be equal numbers of people 'in transit' and 'local', suggesting a need for both transit and more permanent accommodation (two of these had also experienced at least three encampments in the previous three months: Burnley and Hyndburn).

### ***Trends in unauthorised encampments***

Authorities were asked how the number of unauthorised encampments had changed over the past three years. Over four-fifths (11 authorities) said that numbers had remained broadly the same. Two authorities said that numbers had decreased (Blackpool and South Ribble).

In terms of size of group, 12 authorities reported that it had remained broadly the same over three years, and one (Hyndburn) that group size had decreased.

Authorities were also asked about other changes, in terms of the families involved, and type and/or location of sites encamped. Most said that no changes had been observed. The only change observed was the locations may have become more noticeable (i.e. grass verges and highways, car parks, and country and public parks).

When asked how they expected the number of encampments to change over the next three years, almost half offered no opinion<sup>13</sup>. All who gave an answer thought that numbers were likely to remain broadly the same.

These points together suggest that according to the authorities, unauthorised encampments are not an issue in many authorities in the Study Area, and are

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<sup>13</sup> Unfortunately there was a mistake in the wording of the question which referred to 'tolerated encampments'. Some replied that they did not tolerate encampments so the question was irrelevant. It is assumed that those who gave an answer ignored the reference to 'tolerated'.

more likely to have decreased than increased over the past few years. They are also not expected to increase in significance in future.

### ***Policies on managing unauthorised encampments***

Under two-fifths of authorities (39%) have a written policy for managing unauthorised encampments (others volunteered that a policy is being developed). Having a policy is clearly related to incidence of encampments; the average number of encampments experienced during 2005/06 by authorities with a written policy was 22, compared with 2 among authorities with no written policy.

Only four authorities (31%) have some form of joint agreement or protocol with other agencies for managing unauthorised encampments. The Police are most frequently involved in such agreements:

- Agreement with Police 4 LAs
- Agreement with other local authorities 0 LAs
- Agreement with other agencies (unspecified) 3 LAs

In the majority of authorities, a local authority officer normally makes first contact with Gypsies and Travellers on unauthorised encampments. Again, the Police are commonly involved at this stage, and several respondents ticked both boxes:

- An officer of the local authority 92% of LAs
- Police 46% of LAs
- Bailiff 15% of LAs
- Other (unspecified) 8% of LAs

The authorities where a bailiff is normally the first to contact on unauthorised encampments appear to have low levels of unauthorised encampments.

### ***Good practice on managing unauthorised encampments***

Good practice revolved around two themes:

- Joint working arrangements and partnerships between local authorities (especially in East Lancashire); the Police; and, representatives of other departments and agencies.
- Arrangements for making welfare enquiries.

#### **4.3.6 Travelling Showpeople**

In order to provide more context and accuracy around the accommodation situation of Travelling Showpeople information was provided to the research team by the Lancashire section of the Showmen's Guild in the form of a report

into the accommodation situation of the community.<sup>14</sup> This information is discussed below.

Sites for Travelling Showpeople are provided in three authorities (Hyndburn, Fylde and West Lancashire). Hyndburn has one site with permission for 18 pitches, West Lancashire has one site with permission for 6 caravans and Fylde has two sites, providing 5 pitches to Travelling Showpeople and 10 pitches to a Travelling Circus household. According to the local authorities these sites provide 39 pitches in total (29 Showpeople pitches) (plotted on Map 12). However, based on the information collected by the Guild the total number of authorised pitches equates to 64; Hyndburn (54), Fylde (2) and West Lancashire (8). Clearly there is some disparity between this information.<sup>15</sup>

The current household occupancy level of these sites can be seen in Table 11

Table 11: Occupancy of Travelling Showpeople sites

Site	No. of pitches	No. of pitches occupied	Pitches lost to vehicle overcrowding	Vacancies
Fylde	2	2	0	0
West Lancs	8	6	2	0
Hyndburn	54	2	0	52

Source: Showmen's Guild, Lancashire Section

In an attempt to identify current suppressed household need and overcrowding we were keen to identify how many pitches included doubled-up households who would ideally like a separate pitch or home of their own. There was only 2 doubled-up households identified, both in West Lancashire.

Vehicle overcrowding is a major issue for Travelling Showpeople as this has an impact on the number of pitches which are available to accommodate households (as vehicles are stored on non-occupied pitches instead) and vehicles may also spill over on to the area outside of the site. Within the Study Area 2 pitches are lost due to vehicle overcrowding.

Between the sites there are four children aged 0-16 years.

According to the local authorities, the number of Showpeople sites has increased since 2000 in Hyndburn and Fylde, but only Fylde expects the number of sites for Showpeople to increase over the next 5 years.

<sup>14</sup> The Accommodation Situation of Showmen in the Northwest, The Showmen's Guild, Lancashire Section. April 2007. Although it must be noted that there will be a small number of Travelling Showpeople who operate fairs and shows but who are not members of the Showmen's Guild.

<sup>15</sup> Although it was later clarified that the 54 in Hyndburn referred to the number of caravans the site could hold on the 18 pitches.

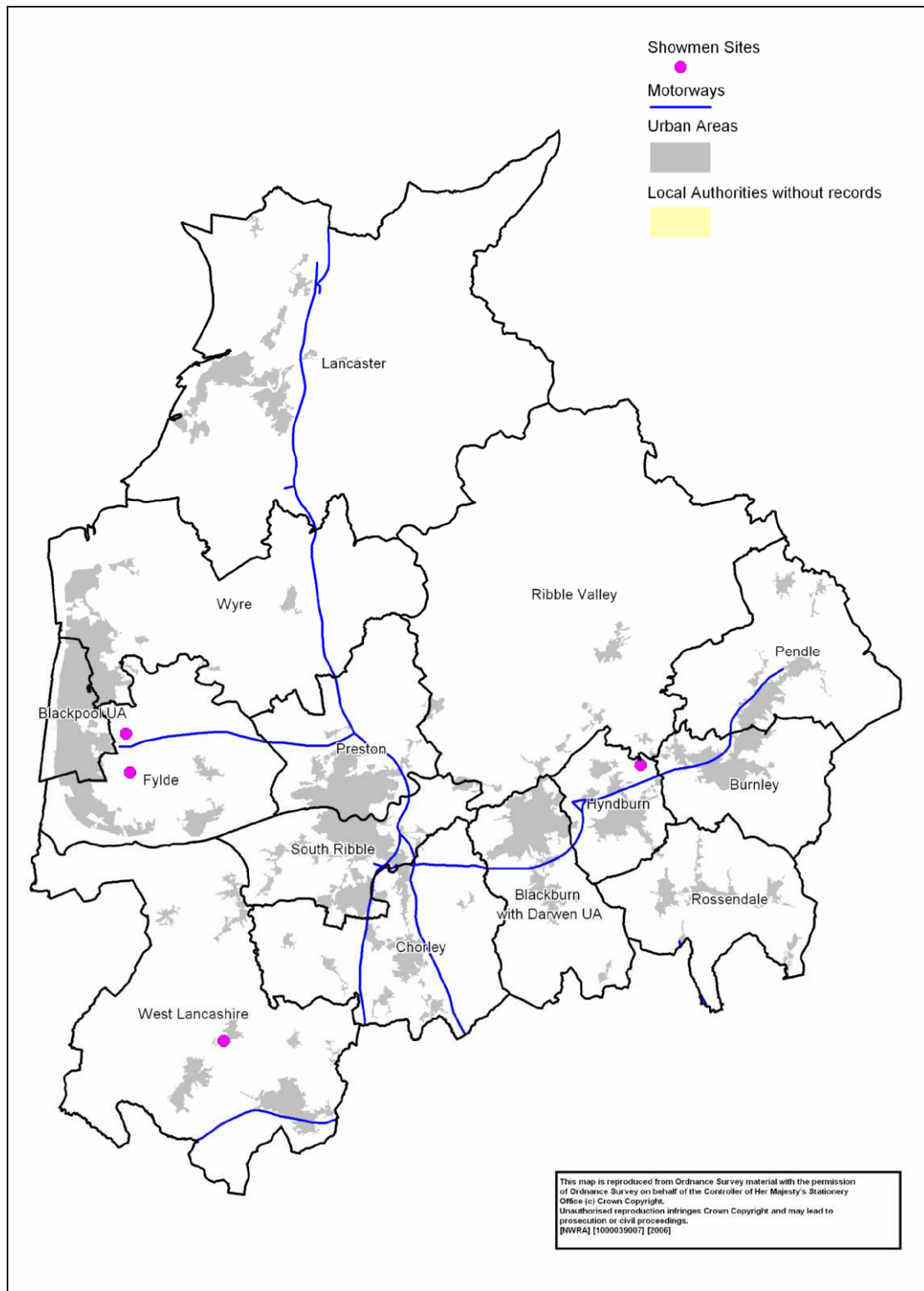
### ***Travelling Showpeople sites and planning***

Four authorities (31%) include a policy towards sites for Travelling Showpeople in the local development plan. This is a lower figure than reported for policies towards Gypsy and Traveller sites (77% see above).

Over the period between 2001 and 2006, Hyndburn and Fylde reported that there had been planning applications for a Showman site; Hyndburn's was granted on appeal while Fylde was granted outright. There had been no instance of unauthorised development of a site by Travelling Showpeople in the Study Area since 2000.

According to information provided by the Guild there is currently one unauthorised Travelling Showpeople site in Wyre. This site currently has 3 pitches and has one child aged between 0-16 years.

Map 12: Authorised sites for Travelling Showpeople in the Lancashire Study Area (August 2006)



### 4.3.7 Roma from Europe

Even before the recent accession countries entered the European Union, a number of Roma already lived in various areas of the UK, including the North

West region. Clearly, the accession to the European Union of a number of countries, including Poland, Romania, Slovakia and the Czech Republic, will have increased the migratory patterns to the UK and, possibly, to areas within the North West region.

A brief section of the consultation enquired about the presence of Roma. No authorities in the Study Area said that they were aware of such communities in their area, other than small numbers of economic migrants whose ethnicity was relatively unknown.

#### **4.4 Section III: Findings from the Gypsy and Traveller Survey**

The previous sections drew on the CLGs Gypsy Caravan Count figures and information held by local authorities in order to provide some illustration as to the issues relating to Gypsy and Traveller caravans/families/pitches and trends in the Study Area. This section now looks at the information and evidence gathered during the survey with Gypsies and Travellers in the Lancashire Study Area. We start by looking at the characteristics of the sample, then continue with an exploration of the range of issues expressed by Gypsies and Travellers, impacting upon accommodation provision and need.

##### **4.4.1 Gender and age**

Of the 210 interviews with Gypsies and Travellers, 131 (62.4%) were with women. The age profile of the sample can be seen in Table 12. The 25-39 age group were consulted with the most during the assessment, forming 34.8% of the total sample. This was followed by the 16-24 age group (22.9%), and the 40-49 year age group (20.5%). We were also able to consult with a small, but significant number, of older people (60+) who formed 8.7% of the sample.

Table 12: Age of interviewees

<b>Age Group</b>	<b>No.</b>	<b>(%)</b>
16-24	48	22.9
25-39	73	34.8
40-49	43	20.5
50-59	25	12.0
60-74	14	6.7
75-84	2	1.0
85+	2	1.0
No answer	3	1.4
<b>Total</b>	<b>210</b>	<b>100.0</b>

##### **4.4.2 Marital status**

In total, 68.6% of interviewees were married, with a further 4.3% living with their partner. The remainder of the sample described their marital status as either single (13.8%), divorced (5.2%), or widowed (3.8%). A total of 9 respondents declined to answer.

Table 13: Marital status of the interview sample

<b>Marital status</b>	<b>No.</b>	<b>%</b>
Married	144	68.6
Single	29	13.8
Divorced	11	5.2
Living with partner	9	4.3
Widowed	8	3.8
No answer	9	4.3
<b>Total</b>	<b>210</b>	<b>100.0</b>

#### 4.4.3 Household size

In total, the survey sample accounts for 968 members of the Gypsy and Travelling community across the Study Area. The average household size, from the survey, is approximately 4.6 persons; however, this hides a significant range in household sizes, as shown in Table 14 below.

Table 14: Household size distribution

<b>Household Size</b>	<b>No.</b>	<b>%</b>
1 Person	22	10.5
2 Persons	44	21.0
3 Persons	18	8.6
4 Persons	34	16.2
5 Persons	23	11.0
6 Persons	19	9.0
7 Persons	20	9.5
8 Persons	0	0
9 Persons	1	0.5
10 Persons	29	13.8
<b>Total</b>	<b>210</b>	<b>100.0</b>

The spread of household size in the sample is so varied that it is impossible to draw any comment upon how accommodation type is related to the size of households. However, it is sufficient to say that, in line with other Gypsy and Traveller Accommodation Assessments, Gypsy and Traveller families in the Study Area are, on average, larger than those found in the non-Travelling population as a whole.

#### 4.4.4 Accommodation histories

In order to gain some idea as to the movement between different types of accommodation, this section of the survey looked at a range of different issues including:

- the sort of accommodation they had immediately prior to their current accommodation
- the general location of prior accommodation
- reasons for leaving this accommodation
- reasons for living in their current accommodation



For those households in some form of authorised accommodation the most common type of prior accommodation was on unauthorised encampments (33.0%). Only 13.0% of all those interviewed had ever had a pitch on a local authority site, and only 1 household, currently in bricks and mortar accommodation, had previously been living on a local authority site.

Indeed, to a certain extent, current accommodation demonstrated a clear relationship to prior accommodation. For instance, those Gypsies and Travellers living on private authorised sites were more likely to have previously lived on other private sites, and a third of all current bricks and mortar dwellers had come from another house/flat immediately prior to their current house/flat.

The largest proportion of respondents across all types of accommodation came immediately from accommodation within the Study Area (37%). Eleven families could not provide a single place of origin and reported that they had come from 'all over', 'All over the country' or 'all over the North'. The majority of the remainder named places within the North West region, particularly areas of Greater Manchester (Bolton, Bury, Rochdale and Manchester). A small, but significant, number of others reported that they had previously been living further a field, including London, Belfast, Derby, Nottingham, Leeds and Ireland.

As is the case with many members of the non-Travelling communities, reasons for living in their current accommodation were extremely varied (Table 15).

Table 15: Reasons for residing in the Lancashire Study Area by current accommodation type

Reason	Current accommodation type					Total
	Bricks and mortar	Unauthorised encampment	Unauthorised development	Local authority site	Private site	
Familiar with the area	22	21	15	58	36	152
Family lives here	21	13	14	47	37	132
Place of birth/home	3	3	2	23	4	35
Work	3	7	4	5	10	29
Schooling	2	2	0	6	8	18
Other	6	5	1	9	9	30

The most common reason given was that the area they were currently living in was familiar to them in some way. As the above table indicates, this familiarity could be explained generally by family being resident in the area, being their place of birth, or by being an attractive area for work.

#### 4.4.5 Views on current accommodation

In order to try and establish the views of Gypsies and Travellers in some form of authorised accommodation around the quality of their accommodation, the survey looked at a range of different issues including:

- general views on the quality of their current accommodation
- views on facilities, location, neighbours
- issues of overcrowding and space

Everyone currently living on a site (not unauthorised encampments) was asked how they rated their current accommodation on a five-point scale from very poor to very good. A third of all these respondents thought that their site could be generally seen as being OK (35.0%); a further 47.0% thought their site was good or very good; 18.0% described it as poor or very poor. No household on an unauthorised development thought their site was poor or very poor. A total of 57% of residents of private sites were likely to view their accommodation as either good or very good; however, 29% of private site residents were likely to view their accommodation as poor or very poor. Generally, residents on local authority sites viewed their accommodation in fairly ambivalent terms, with 55% of residents describing it as OK. A total of 14% of local authority site residents saw their site as poor or very poor.

All authorised residents were encouraged to talk about their views on their location and accommodation. With the exception of two respondents who spoke about the site being poor because of its proximity to a recycling factory, few comments provided by Gypsies and Travellers drew upon problems associated with the general area. Rather, the majority of comments drew upon the size of the site, which was generally seen as too small, and the related effect of there being too many trailers on the site:

*“The trailers are far too close together here, you don’t have any privacy”.*

At the same time, a number of people commented that the small site they were staying on was just right for their needs.

The actions and management of site wardens, however, was something of concern to a good number of respondents:

*“The council don’t look after us and the warden is a dangerous bully”.*

*“We never see the warden here he doesn’t care about our needs”.*

Similarly, there were a comparable number of comments from other residents largely praising their site manager/warden.

The remainder of comments reported problems with either the number of facilities that were inaccessible, or the poor state of repair of the facilities that were supposed to be accessible on the site:

*“There’s far too much to talk about the site is in need of so many improvements. It would be nice to get the facilities working that we are paying for”.*

*“Too many facilities are lacking here”.*

*“It’s ok compared to other sites, but that’s not saying much, but it doesn’t mean it’s good though”.*

Similarly, when asked to expand upon their rating, those households living in bricks and mortar accommodation noted the poor condition of their property above all else:

*“It’s condition is not that good but it could be worse”.*

*“I don’t have any proper heating and the landlord doesn’t do any repairs”.*

Views on access to basic facilities was sought from those on authorised sites and unauthorised developments (see Table 16 below). Water and power were generally accessible for all; waste disposal and use of a toilet was less accessible. Just under half of respondents had access to some form of kitchen facility or showers. Similarly, just under half of the respondents did not have access to a shed.

Table 16: Access to facilities

Type of facility	Have access	
	No.	%
WC/Toilet	145	97.9
Water	144	97.3
Electricity supply	140	94.6
Waste disposal/collection	135	91.2
Showers	120	81.0
Shed	106	71.6*
Kitchen	104	70.3
Laundry	97	65.5
Space for eating/sitting	63	42.6
Bath	21	14.2

\* just 32.0% of these are heated

We also asked everyone what they thought about the local neighbourhood. The majority respondents reported either ambivalent feelings of OK (35.2%) or positive comments (52.0%). Those living on unauthorised developments were more likely to feel positive about their neighbourhood (89.5%), followed by those on private sites (58.6%), and then local authority sites (50.0%).

#### 4.4.6 Space, over-crowding and concealed households

It is worth bearing in mind that concepts of occupancy and over-crowding are sometimes different among Gypsies and Travellers and the settled community. Traditionally, Gypsies and Travellers living in trailers have had much less floor space per person than is common among the housed population, with the area around the trailer also acting as living space. As families grow and children get older, the traditional Gypsy/Traveller response has been to acquire further trailers to provide segregated sleeping/living accommodation according to age and sex. On residential sites, having a large trailer, mobile home or 'chalet', and one or more touring caravans also gives freedom to travel off-site for a period while the main home remains on-site. In this context, 'over-crowding' could mean too small or too few trailers, too small an amenity building, too small a plot to accommodate the desired number of trailers, or indeed an 'over-occupation' of the site itself.

Within our Gypsy and Traveller sample the average caravan to household ratio was 1.35 caravans per household. This was slightly higher on local authority sites (1.5 caravans), and slightly lower on private authorised sites (1.1 caravans). Those households on unauthorised encampments had, on average, 1.3 caravans per household. This is generally in line with findings from other GTAAs and national assessments which indicate approximately 1.7 caravans per household.

When asked about the level of space this afforded them, 65.0% thought that their current accommodation and living arrangements were sufficient for their needs. Those households who saw themselves as being overcrowded came from across the different accommodation types. Households on unauthorised encampments were particularly overcrowded (47.0%), followed by those on local authority sites (42.0%), and private authorised sites (26.0%). For the vast majority of households, overcrowding could be alleviated by obtaining more caravans or building a chalet. Two main reasons were cited, the need to separate children, and, the need for increased storage space for belongings.

#### 4.4.7 Living on unauthorised encampments

We were keen to explore the views and experiences of Gypsies and Travellers living on unauthorised encampments. This survey covered a range of issues including:

- time spent on the current encampment
- anticipated duration of stay
- views on their search for authorised accommodation
- access to facilities

The majority of those households on unauthorised encampments had been on the encampment for a short period of time. Twenty-nine (97%) had been there for less than 1 week, the remaining respondents had been there for between 4 and 8 weeks.

A third of those encamped anticipated that they would stay for approximately 1 week; however, the remainder of the respondents could not provide an expected length of stay.

The majority (70.0%) expected to stay somewhere in the local area for the foreseeable future. Only 1 household had plans to move away, while the remainder (27%) did not know what their plans were. Just over half (53%) of those encamped were looking for stable residential accommodation within the Study Area. The remainder were not.

For those households currently living on unauthorised encampments, access to facilities was a major issue and most of the basic facilities are largely inaccessible to Gypsies and Travellers (see Table 17 below).

Table 17: Access to basic facilities on unauthorised encampments

Type of facility	Have access	
	No.	%
Water	11	64.7
WC/Toilet	10	58.8
Electricity supply	5	29.4
Waste disposal/collection	4	23.5
Showers	3	17.6

Water and access to a toilet was the only facility that more than half of respondents could access. Access to electricity was available for only one in three households.

When asked to comment on facilities, the following was recorded:

*“Our access is basically nothing. We have to use the motorway services to go to the toilet”.*

*“We bag up our rubbish, get water from the local carwash and use a chemical toilet”.*

*“I go to the garage to get water if I need some, sometimes they stop giving it to you. I don’t have many facilities, mind you it’s better now than it is in the Winter”.*

In attempting to understand what attracted those residing on unauthorised encampments to the place they had stopped, respondents were asked to comment on the specific stopping place. Only 7 respondents (23.3%) thought that the stopping place was either good or very good; 26.7% described the place as OK; with the majority of respondents (46.7%) describing the stopping place as either poor or very poor. When asked to comment further on their answer, a range of comments were received:

*“It’s all we need for a week or two, though it would be nice if we had basic facilities”.*

*“It’s OK I’m not planning to stop here so it’ll do”.*

Others talked about how the illegality and insecurity of their situation concerned them:

*“It’s too close to the road, we could be evicted at any time”.*

*“Council came yesterday to move us on. I told them we had nowhere to go but no one listens”.*

Other respondents talked about the lack of facilities and the dangerous location (near roads, industrial areas and waste grounds) as a major issue, with 60.0% reporting health and safety concerns.

#### 4.4.8 Living in bricks and mortar accommodation

Some of the issues relevant to the bricks and mortar respondents have been discussed earlier. However, because the issues relating to Gypsies and Travellers living in bricks and mortar accommodation have remained relatively hidden in recent years, it is important to draw some issues out. Here we look at some of the findings relevant to those respondents currently living in bricks and mortar accommodation and also general views about such accommodation. This includes:

- the tenure and duration of stay in a bricks and mortar dwelling
- previous experience of bricks and mortar living
- reasons for living in bricks and mortar accommodation
- reasons for leaving bricks and mortar accommodation
- views on improving access to bricks and mortar accommodation for Gypsies and Travellers

Among the respondents living in bricks and mortar, 81.3% lived in a house; 6.3% in a bungalow; and, the remainder (4 households) in a flat or maisonette.

In total, just 15.6% of bricks and mortar dwellers were owner-occupiers; 50.0% were council tenants; 31.3% were private tenants; and, just one household were RSL tenants.

Nearly a third had lived in their accommodation for 5 years or more (28.1%); 37.5% had been there for between 1 and 5 years; and, 34.4% for less than a year.

Those respondents spoke to varied in the length of time they thought that they were likely to remain in their house. Only 18.8% had no intention of moving at all; 15.6% (5 households) thought they would leave their house in the next year; with a further 3.1% (1 household) expecting to leave within 5 years. Nearly two-thirds (62.5%) were unsure about their future intentions.

Of those people who were leaving in the near future, all but one household were returning to travelling and living in trailer accommodation.

Those households currently living in a house were asked to rate their accommodation on a five-point scale ranging from very good to very poor; 31.3% of such residents described their accommodation either as good or very good; 40.6% said it was OK; and, 28.1% (9 households) described their house as poor or very poor.

Only 21.9% of residents in bricks and mortar accommodation viewed their neighbourhood in positive terms. When asked to expand on their rating, more often than not comments were made about there being no 'trouble' from the 'local' community:

*"It's a bit rough round here but we don't get any problems".*

*“People are used to us now, there used to be some harassment but that’s all died down now”.*

*“The Gaujo’s are used to us now and they are nice”.*

Table 18 presents the proportion of the Gypsy and Traveller population who had lived in a house, but were now living in trailer or chalet accommodation. It shows that a total of 50 households have been in bricks and mortar accommodation at some time, but have chosen to leave. This is interesting as a third of all households on unauthorised encampments had at some point lived in bricks and mortar accommodation.

Table 18: Previous experience of bricks and mortar housing by accommodation type

Lived in a house in the past?	Current accommodation type				Total
	Unauthorised encampment	Unauthorised development	Local authority site	Private site	
Yes	10	3	16	21	50
No	20	16	55	37	128
<b>Total</b>	<b>30</b>	<b>19</b>	<b>71</b>	<b>58</b>	<b>178</b>

When asked the reasons for living in a house, although there were many reasons cited, these can generally be explained by a move into a house when they were children, or a move into accommodation prompted by a desire for stability for their own children. This perhaps serves to demonstrate that moving into housing in one generation does not necessarily remove demand for trailers in the next. This also reflects views held by local authority stakeholders (Table 9).

Of particular interest were the reasons given for leaving this type of accommodation. There were a whole range of different responses, perhaps reflecting the difficulties faced by Gypsies and Travellers in adjusting to a different way of life. For example, some simply commented that *‘I didn’t like it’*, whilst others talked about how they married someone which meant returning to caravan dwelling, *‘Because I got married’*, *‘started in living in trailers when I married a Gypsy’*. One of the main reasons that people left bricks and mortar accommodation, however, was due to problems living in the community with non-Travellers:

*“Left because of harassment”*

*“I got a lot of harassment from the council and neighbours who were complaining about visits from my extended family”.*

*“There were loads of harassment; we just didn’t fit into the local way of life”.*

Out of all the people who had previously lived in a house, very few people would consider doing so again. Only 16 (32%) of those who had prior experience of a house would consider moving back.



People commented about how it was impossible because of their culture to live in a house. One woman commented that she would live in a house again but that her husband wouldn't, as he preferred living in trailers:

*"I would if it was our own house and my husband would agree to it, but he won't".*

The vast majority of respondents simply said *"because I'm a Traveller"*.

Because living in bricks and mortar is deemed unsuitable for many people, we were keen to explore under what conditions people would opt to living in this kind of accommodation. Respondents were asked to describe the kinds of bricks and mortar dwelling that would be appropriate if they had the opportunity to design it themselves. Although many people took this opportunity to reassert that they would never consider living in a house, a number of people talked about how designers could make bricks and mortar housing more attractive for the Gypsy and Traveller community. These design ideas were all founded around the need for a bungalow or chalet, with enough space so trailers could use the outside space to pull on to:

*"A bungalow or house with plots for trailers in the garden".*

*"A chalet with space for my families trailers".*

*"A house on its own with enough room so my children could grow up".*

#### **4.4.9 Travelling patterns and experiences**

In order to shed some light on the travelling patterns and experiences of Gypsies and Travellers throughout the Study Area, respondents were asked about a range of issues including:

- their travelling patterns over the previous 12 months
- experiences whilst travelling
- preferences for travelling
- reasons for travelling
- accommodation used whilst travelling
- how travelling interacts with having a stable base

All respondents were asked about their travelling patterns, experiences and preferences over the last 12 months.

In total, 55% of those households interviewed had travelled to some extent over the previous 12 months. The vast majority of these families (40%) had been involved in seasonal travelling only, with the remainder travelling either monthly or each week.

Travelling patterns were similar across all the differing accommodation types: 48% of households on private sites did not travel; 47% of local authority site residents did not travel; and, 46% of bricks and mortar households did not

travel. Seasonal travelling was the preference for those in bricks and mortar housing, while those households currently on unauthorised developments were much more likely to travel regularly on a monthly or weekly basis.

When not travelling, those people from bricks and mortar accommodation tended to store their trailers either at home (either in a drive way or at the back of their home) or on a piece of land agreed with the owner (e.g. farmers field, building yard, families land).

For those people who still travel, 85.8% either travel with their entire household or with their household plus other family members. Around 2% of people also said that they often travel with friends or other families. Only 4.3% of Gypsies and Travellers reported that they travel alone.

It was clear from the responses that work was the main reason Gypsies and Travellers chose to travel. However, during the 12 month period, households travelled for a number of different reasons, all which might have encompassed a single trip or multiple journeys. There were various trips relating to family, such as weddings and family visits, as well as 'holidays' and 'fairs'. The annual Appleby fair was cited as one of the main attractions for travelling, as well as a variety of other horse fairs, bonfires, shows and Christian events. Many asserted their ethnicity or tradition as a reason for travelling; for example, *'Because I'm a Gypsy'*:

*'It's what we do we travel around we don't really need a reason, but we can always find one'.*

In order to try and develop some understanding of the type of accommodation Gypsies and Travellers used when travelling, the survey asked about the type of accommodation that people had used during the last 12 month period. By far the most common method of accommodating the household while travelling was pulling up at the 'roadside' (62.7%), which as a general rule of thumb would indicate unauthorised encampments. This was followed by the use of private sites (38.7%) with smaller, but significant, numbers using farmer's fields (30.5%) (although it is unclear whether this was with or without permission and could in fact be also considered as unauthorised encampments). Interestingly, but not surprisingly, because of the shortage of pitches, only 17.0% of those travelling last year utilised space on local authority sites. Some of the 'other' type of accommodation used by Gypsies and Travellers (19.4%) included such things as fairs (both Showpeople and other Gypsy and Traveller groups); transit sites; holiday and caravan parks; houses; driveways; and, rented fields for large events.

Table 19: Accommodation used while travelling 2005/06

Type of site used	No.	%
Roadside	89	62.7
Private site	55	38.7
Farmer's field	43	30.5
Other type	27	19.1
Local authority site	24	17.0
Don't know	10	7.1

In terms of places people would prefer to stop, when travelling, few people, if given the choice were happy to continue to stop for short periods of time on the roadside:

*"We need legal stopping places stopping on the roadside is just too dicey".*

*"Stopping places are fine, we don't need much but we do need places where we aren't going to be moved on all the time".*

A large number of households reported the need for a network of places where they could stop. There was a distinct preference for private over local authority provision. Private sites were seen as better because they are often smaller, other Gypsy and Traveller residents have been 'vetted', and the sites were generally seen to be in a better state of repair when compared to local authority sites. A few people did mention that places in the countryside, such as parks and farmers fields, would be good places as they not only provide a nice environment, but provide children with space to play away from roads.

A number of people had also managed to use campsites quite regularly when travelling, and the ability to book ahead was a key feature, to avoid a first come first served situation and to ensure they were off the roadside.

The vast majority of Gypsies and Travellers (73.3%) felt that their travelling patterns over the last 12 months were in fact typical of their general experience. Around a quarter (26.2%) of those interviewed, felt that this had changed, and by far the main explanation for this change related to the difficulties people found in maintaining a travelling way of life. Comments were provided:

*"It's so much harder to get a place to pull on to these days".*

*"It's no where near the same anymore, years ago you used to be able to travel around with your animals, pick up bits of work and stop almost anywhere. There's none of that now".*

*"Used to travel more a few years ago but we can't stop now".*

A large number of others talked about 'family reasons' and health when describing why they tended to travel less. Furthermore a number of people talked about how 'getting older' was a key consideration in their decision to have a more settled and stationary way of life; for example:

*“I always used to travel but now it’s such a hard way of life, because I’m getting older really”.*

*“I’m old now and find it hard work being moved on all the time”.*

During the last 12 months, the vast majority of those people who had been travelling had been forced to leave where they were staying at some point. Obviously this was particularly acute for those on unauthorised encampments. Many forcible exits were put down to authorities and the Police moving them on, and this tended to generate confusion and frustration:

*“We are constantly moved on from the roadside. Every few days usually. You do well if you last a week”.*

*“It’s awful being moved on all the time, it really makes you feel like dirt”.*

*“Getting moved on happens all the time to us. The council and bailiffs are horrible. I think I’m used to it now, but it still makes me angry”.*

The action and practice of bailiffs was particularly criticised, with many people reporting that they are unnecessarily rude and violent to them:

*“Often moved on under Section 61 by bailiffs. They are very brutal, dangerous and stressful”.*

*“Each time we are moved on it’s so stressful and very embarrassing for the family and kids. The bailiffs can be real thugs”.*

In order to understand travelling patterns further, we asked everyone whether they had travelled outside the North West at all in the last 2 years, with 57.6% of households having done so in the last 2 years.

Table 20: Travel outside the North West in the last 2 years

	Current accommodation type					Total
	Bricks and mortar	Unauthorised encampment	Unauthorised development	Local authority site	Private site	
Have travelled	16	29	15	38	23	121
(%) of sample	50.0%	96.7%	78.9%	53.5%	39.7%	57.6%

Many places across the UK were named, not least of all London, Devon, Scotland, Ireland and overseas (e.g. France).

Because the travelling way of life often means that, in contrast to the majority of the settled population, people often become attached to several locations for one reason or another the survey asked respondents if they felt ‘local’ to the Lancashire Study Area. In total, 131 (62.4%) of respondents considered themselves ‘local’. In addition, we asked everyone where they thought of as ‘home’; 167 households provided an answer, with 42% naming either

Lancashire in general as 'home', or a particular area within Lancashire. Blackpool, Blackburn, Skelmersdale, Lancaster, Preston and Accrington were the areas most cited within the Lancashire Study Area. Outside the Lancashire Study Area, the remainder of the sample more often than not cited areas either within other North West sub-regional areas (Manchester, Bolton, Rochdale or Carlisle), Ireland, or claimed that no where in particular was home, as they have travelled so much in the past.

Only 20 households (9.5%) said that they had a base somewhere other than where they were currently accommodated. This was described quite ambiguously as either the place name; for example, Wales, Windermere, Ireland, or as a plot on a site; for example, in Essex, Shropshire and Galway (Ireland).

#### **4.4.10 Health and housing related support issues**

Identifying households where members have particular health needs for special or adapted accommodation is an important component of housing needs surveys. A growing number of studies show that Gypsies and Travellers experience higher levels of health problems than members of the non-Travelling population. In turn it was particularly important to explore the range of issues which impact on people's ability to remain in their own accommodation and views were sought on a range of issues which come under the Supporting People umbrella. This section of the survey sought information on:

- nature and extent of health problems
- how health impacted upon accommodation
- awareness, use and perspectives of social and housing services
- financial issues

Out of the total sample, 52 households (24.8%) reported that someone in the household had a disability or long-term illness. The type of illness that households experienced varied. Complaints such as Asthma, diabetes, heart problems and arthritis were particularly common. In addition, households reported incidences of cerebral palsy, hip and leg problems, and hearing problems (see Table 21).

What was both interesting and concerning was that when there was a tendency for an individual or household to experience health problems, it was often the case that there were multiple disabilities or health concerns.

Table 21: Health problem and frequency of incidence

Type of problem	No. of incidences
Diabetes	10
Generally unwell	10
Heart problems	9
Asthma / breathing problems	7
Arthritis	6
Chest problems	5
Sight problems	5
Disabled	4
Mobility problems	4
Broken bones	3
Back problems	2
Mental health	2
Cerebral Palsy	1
Hearing difficulties	1
Speech problems	1

In terms of awareness of the advice and support that housing related services could offer, 16.7% of the sample knew that the local authority could offer such assistance. However, many of those asked did not want anything to do with the local authority. Overall, the majority of respondents were opposed to accessing any form of local authority service; this was particularly the case for housing services, less so for social services. The vast majority of respondents considered the local authority synonymous with being evicted or forced into housed accommodation. Some respondents commented that the local authority should do more for Gypsies and Travellers:

*“They need to understand Travellers better and treat them with respect”.*

*“We need to all move on from conflict with each other, they need to except the traditions of Travellers and provide us with alternatives”.*

Others talked about how they are confused by the services on offer:

*“I know the council could give us some advice but not many Travellers know they are there to help us”.*

*“I really don’t understand what it is they do and want, I would like help finding a house”.*

One respondent, currently in bricks and mortar accommodation owned by the local authority, talked about how they hid their background when applying for housing:

*“I didn’t tell them I was a Gypsy when I moved in here. I thought that if I had I wouldn’t be a priority for them and wouldn’t have a chance”.*

It was unclear from the survey responses if, and how many, people were accessing the benefits system.

The vast majority of respondents declined to comment on any question which explored their financial commitments (income levels, benefit take-up, rent levels). As a result, it is difficult to arrive at conclusions about household budgeting and affordability issues. However, it is clear from informal conversations outside the formal interviews with respondents, that there are differing levels of income and expenditure associated with daily life, in particular rent and service/utility charges.

Few people reported encounters with racism; however, a number of people did report situations which they had construed as discrimination against them because of their Gypsy or Traveller status. These were generally in relation to the local community when travelling, or in relation to the council during the eviction process.

#### 4.4.11 Educational issues

Respondents were asked some brief questions on their children's education these included:

- the attendance level at school
- the perceived importance of education and school

Of the 125 households to whom the question of their children's regular attendance at school was deemed relevant, 66.4% reported that they were regular attendees at school; 27.2% reported that their children do not hold regular attendance; and, the remainder (8.4%) either did not answer or stated that their children were too young or old to go to school. Table 22 illustrates attendance levels, and explores some of the differences in attendance by the accommodation type of the household. Those children living on local authority sites, private authorised sites and unauthorised developments appear to have the highest levels of regular attendance. In contrast, children on unauthorised encampments and in bricks and mortar housing report lower regular school attendance levels.

Table 22: Attendance at school by accommodation type

Accommodation type	Regular attendance	
	No.	%
LA/RSL Sites	34	75.6
Private Authorised sites	20	69.0
Unauthorised developments	6	66.0
Bricks and Mortar	14	58.3
Unauthorised Encampments	9	56.3
<b>Total</b>	<b>125</b>	<b>66.4</b>

When asked, 80.5% of the total interview sample thought that education, either in schools or at home, was important or very important for children from Gypsy and Traveller backgrounds. Only 11.0% thought it was not very important, while 8.5% did not know.

When commenting about education for children in general, the vast majority had very positive comments about their local school, teachers and the local TES.

#### 4.4.12 Work, employment and training

The survey asked a number of questions around the work and employment status of the local Gypsy and Traveller population. This included issues around:

- general work of the Gypsy and Traveller community
- household employment
- aspirations for their children's employment
- work related accommodation needs
- views on training and further education

This survey started with a general question about the kinds of work done by Gypsies and Travellers in the surrounding areas. Answers were extremely varied, and included work such as building; groundwork; dealing; farm work; hawing; uPVC and roofing; gardening; tarmac. Many of these trades involve practical skills, and reflect the self-employed nature of employment.

When asked about the kind of work they, as a household, engaged in, a large number of respondents reported being involved in some form of building or gardening trade (block paving, tarmac, roofing, landscaping and tree-planting). A number of others reported work in scrap dealing, various sales, and fair work. There were also some families that reported working in non-traditional trades and professions, such as, catering, cleaning and working in kiosks in Blackpool. Around 12 interviewees indicated that they did not work, some due to retirement.

Almost all respondents reported difficulties maintaining work when they were constantly being moved on. Similarly, those on authorised sites talked about how difficult it is being taken seriously, either as a prospective employee to a company, or as a self-employed business, when you live on a known Gypsy/Traveller site. A number of people we spoke to talked about the need for help with formalising their employability by providing some kind of office space for self-employed businesses, or by simply naming the sites in such a way as to reduce potential stigma.

Interviewees were then asked what sort of work they hoped their children would do in the future. Again, this provided mixed responses, and answers varied from '*anything as long as they are happy*', '*anything as long as it pays well*', to general wish for them to be '*self-employed*'. Others mentioned the probability of them working in 'traditional' or family businesses, such as scrap dealing, building or landscaping.

The Gypsy and Traveller survey asked whether or not residents had any particular need to store equipment. Nearly 3 in 10 households did have equipment that they needed to store, but found this quite difficult on their site. The equipment was generally described as various kinds of machinery, tools,



chainsaws, but also children's bikes. Often, due to a lack of space on their pitch, these items were stored quite a distance away from their residential accommodation, which proved inconvenient for many people. Alternatively, they were stored in their work van. People on site accommodation spoke about how they needed more space on their pitch, or a more convenient and safer way of storing their equipment.

In total, 53.3% of those on unauthorised encampments had equipment that they travelled with. This equipment was more often than not related to the production of power for the caravan (generators), but also included work-related equipment such as ladders, work van and tools.

In terms of training for work, 17.1% of those interviewed said that they had undertaken some form of training, both formal (through the colleges or work) and informal (through friends, family and social networks). A number of people mentioned having qualifications such as City and Guilds in a variety of topics (e.g. care work, floristry, and counselling). Others spoke of being on training courses for hairdressing, care work, and nursing. A number of respondents talked about how they had learned work-related skills from their mother, father or uncles.

The main barrier to accessing training was their lack of time to do so; poor literacy skills; lack of interest; gender roles (full-time mother); and, an established role in the family business. A significant number of people talked about how they could not read or write, thus making it impossible to study anything else:

*"I can't read and write. I can count well though and that's all that really matters to me".*

*"I'm too stupid to be trained".*

A few did say they would like to do some training or adult education, but the lack of stability of accommodation was the main barrier at the present time.

#### **4.4.13 Household formation by 2011**

The survey asked if there was anyone in the household who was likely to need their own accommodation in the next five year period.

The survey asked if there was anyone in the household who was likely to need their own accommodation in the next five year period. The vast majority of those asked (71.0%) felt that this would not be the case. However, 21.0% of the sample, equating to at least approximately 44 new households by 2011, reported that extra accommodation will be needed. As there are often multiple children in a household of similar age, this is likely to be an underestimate. Fifteen interviewees (8.0%) did not know if anyone within the household would need their own accommodation.

Table 23: Need for extra accommodation between 2006-2011 by accommodation type

<b>Current accommodation type</b>	<b>Extra accommodation needed in the next 5 yrs</b>	<b>Don't Know</b>
	<b>No.</b>	<b>No.</b>
Bricks and Mortar	3	4
Private Authorised sites	11	4
Unauthorised Encampments	13	-
Unauthorised developments	6	1
LA/RSL Sites	11	6
<b>Total</b>	<b>44</b>	<b>15</b>

#### 4.4.14 Accommodation preferences and aspirations

One of the main sections of the survey with Gypsies and Travellers looked at some of the ways in which they would like to see things change. Some of these issues have been discussed earlier; however, there are a number of things that are particularly interesting to note. Questions were asked around:

- views on the establishment of transit sites within the Study Area
- preferred facilities, size and location of potential transit sites
- views on the creation of residential sites with the Study Area
- preferred facilities, size and location of potential residential sites
- experience of the planning system and buying land
- attitudes towards a range of different accommodation options

#### 4.4.15 Transit sites in Lancashire

There was significant support for the added provision of transit sites across the Lancashire Study Area (34.8%). This included many of those on unauthorised encampments (73.3%), and a large number of those in bricks and mortar accommodation who are already in the area (48.4%).

Many said that such sites would be preferable to the current alternative, as they provide a level of security, stability and safety. Many respondents would use them as a base for their work in the area, and others for holidays. Some reported that such sites would be good for travelling around the area to visit family members.

In order to try and gain some idea as to how transit sites could be made more attractive, we were keen to find out what type of site was the preferred option. For those people interested in transit site provision, by far the most popular option was a site owned and managed by the local authority. No one thought a transit site owned by another Gypsy or Traveller would be a good idea.

Table 24: Type of transit site preferred

Type of transit site preferred	No.	%
Owned by the Council	41	56.0
Owned by you	19	26.0
Owned by another Traveller	0	0.0
Other	11	15.0
Don't know	2	3.0

The ideal size of a transit site was commented upon, and a variety of responses were given. The general consensus was for a number of small sites, which could accommodate in the region of between 10 – 15 pitches. Others suggested slightly larger sites with between 20 – 30 pitches. One of the key requests, however, was that each pitch would be big enough to accommodate at least 2 trailers and 2 vehicles, and that the site, to be a success, would have to be well run and managed.

With regards to potential locations for transit sites, again a wide variety of responses were generated, including those that mentioned the need for a network of sites all across the North West, the North and England as a whole. Others argued that there should be a transit site in each main town/city across the country. There were, however, a number of locations within the Lancashire Study Area that were mentioned a number of times:

- Blackburn
- Accrington
- Burnley

Some respondents felt that sites needed to be near urban areas and road networks, while others preferred sites in '*country locations*'.

With regards to the kind of facilities transit sites should provide, these are shown in Table 25. Clearly the supply of water, electricity and refuse collection are important facilities, as well as the provision of individual toilets as opposed to shared toilets.

Table 25: Facilities to be present on a transit site in order of preference

Type of facility	No.	%
Water supply	73	100.0
Refuse collection	72	99.0
Electricity supply	71	97.0
Individual toilets	68	93.0
Individual plots	68	93.0
Hard standing	62	85.0
Chemical disposal	51	70.0
Shared toilets	27	37.0

Looking at the expected length of stay on transit sites, the vast majority of respondents would use them for a short period only at any one time; 42% for up to 2 weeks, and a further 29% for up to 4 weeks. No one said that they expected to use a transit site for longer than 8 weeks.

Table 26: Expected length of stay on a transit site.

<b>Length of stay</b>	<b>No.</b>	<b>%</b>
Up to 2 weeks	31	42.0
Up to 4 weeks	21	29.0
Up to 8 weeks	5	7.0
Up to 3 months	0	0.0
Up to 6 months	0	0.0
Don't know	1	1.0

#### **4.4.16 Residential sites in Lancashire**

At the same time, there was also support for the added provision of residential sites across the Lancashire Study Area (22.9%). This included many of those on unauthorised encampments (48.3%), and a large number of those in bricks and mortar accommodation, who are already in stable accommodation in the area (41.9%).

In terms of ownership of residential sites, opinion was divided on the preferred owner being either the local authority or their own family. Only 1 household said that their preference would be to stop on a residential site owned by another Gypsy or Traveller.

Table 27: Preference in ownership of residential sites

<b>Type of residential site preferred</b>	<b>No.</b>	<b>%</b>
Owned by the Council	20	41.0
Owned by you	20	41.0
Owned by another Traveller	1	2.0
Other	6	12.0
Don't know	2	4.0

Again, similar to transit sites, there was a mixture in site size, varying from 8-12 pitches, 15-20 and 25-30. It was noted that pitches would need to be large to account for a variation in numbers of trailers, including space for travelling guests. Generally people said that smaller sites would be better, as they reduce the risk of trouble between site residents.

With regards to potential locations for residential sites, again a number of places within the Lancashire Study Area were suggested:

- Accrington
- Blackburn town
- Blackpool
- Skelmersdale
- Chorley
- Whalley
- Clitheroe

#### **4.4.17 Planning and buying land**

Respondents were asked about their experience of buying land and going through the planning process. Over four in ten (43.0%) people expressed an

interest in developing their own site; however, only 17% of people thought that they would be able to afford to do so. Twenty-one households had actually done so personally, and when asked to comment on their experience we found that a number of people were currently awaiting the outcome of their application:

*“I’m doing it now, just waiting to see what will happen”.*

*“I bought land down in Essex. Built around 25 slabs but the council demolished the site chalets when we were away travelling as we didn’t have planning permission. We will now reapply for planning with about 8 slabs instead, hopefully this will work”.*

The majority of people who talked about the planning process and buying land used this as an opportunity to describe how they felt that the authorities were against them:

*“Got an application in here, but the council are being awkward”.*

*“I’ve got permission from Blackpool at last, but they’ve never given me any support”.*

#### **4.4.18 Accommodation preferences**

We asked all the respondents to comment on a number of scenarios, which described certain accommodation types:

- A private site owned by them or their family
- A site owned by another Gypsy or Traveller
- A site owned by the local council
- A family owned house
- A local authority or housing association owned house
- Travelling around and staying on authorised transit sites
- A ‘group housing’ type site (mixture of transit/residential/chalet/trailer accommodation)

As Table 28 below shows, by far the most preferred form of accommodation is a private site owned either by themselves or their family. This was the case for many Travellers but particularly the case for Travelling Showpeople. This is followed by the maintenance of a true travelling way of life, where people move from authorised site to authorised site. There was general ambivalence towards living on a site owned by the local authority, but this was slightly preferable to a site owned by another Gypsy or Traveller. Living in a local authority or housing association house was seen as the least favoured option, whereas living in a privately owned house was seen as a very good option to over a quarter of the sample.

Table 28: Views on type of accommodation preferred

Type of site	%					
	Very Good	Good	OK	Poor	Very Poor	Don't know
A private site owned by them or their family	88	5	4	0	1	3
A site owned by another Gypsy or Traveller	8	34	37	12	6	4
A site owned by the local council	14	32	33	12	5	4
A family owned house	26	6	21	12	31	5
A local authority or housing association owned house	2	4	12	12	64	5
Travelling around on authorised transit sites	55	11	14	4	9	8
'Group housing'	29	16	13	6	8	28

'Group housing' was seen in a quite favourable light, but over a quarter of the sample did not comment, possibly because few people had actually experienced such a scheme. These are some of the comments made about this scheme:

*"This would be a good way of keeping families connected".*

*"For a small family site that would be ideal".*

*"It's a good way of keep the families together the young ones could travel while the older ones could settle if they wanted".*

*"It's a really good idea for family and visits by the extended family and friends".*

*"Can't see the sense in that".*

*"Could be a good move forward, but it all comes down to who is running the site and how it's being run".*

## **Chapter 5: Summary and discussion of findings**

This section summarises the key findings of the assessment, with particular emphasis on the issues arising concerning accommodation supply and need as outlined in Chapter 4, sections I to III.

### **5.1 Accommodation need and supply**

Nationally, there are no signs that the growth in the Gypsy and Traveller population will slow significantly. Indeed, population characteristics emerging from research around Gypsy and Traveller accommodation agree that the formation of new households is inevitable.<sup>16</sup> Although the supply of authorised accommodation has declined since 1994, the size of the population of Gypsies and Travellers does not appear to have been affected to a great extent. Instead, the way in which Gypsies and Travellers live has changed, including an increase in the use of unauthorised sites; innovative house dwelling arrangements (i.e. living in trailers in the grounds of houses); overcrowding on sites; and, overcrowding within accommodation units (trailers, houses, chalets, etc.).

From an analysis of the data in Chapter 4, there is every indication that the Study Area will share in this national growth, as a result of its long-standing Gypsy and Traveller community; its proximity to key transport links; and, attractive urban and rural localities. In turn, this survey has indicated that in some Gypsy and Traveller families, older children will want to form new households, preferably near their families across the Study Area.

Given the presence of unauthorised encampments, household concealment, and future household formation, the current supply of appropriate accommodation appears to be significantly less than the 'need' identified. It is the conclusion of the project team that there is a need for more site accommodation for Gypsies and Travellers within the Lancashire Study Area. The section below looks in depth at this issue, and considers both residential and transit need firstly at a Lancashire Study Area level, and then at a district level. This section also separately highlights the accommodation need for Travelling Showpeople within the area.

#### **5.1.1 The need for Gypsy and Traveller accommodation provision 2006-2011**

##### ***Calculating need***

The methods of assessing and calculating the accommodation needs of Gypsies and Travellers are still developing. In 2003 a crude estimation of additional pitch provision was made at a national level based predominantly on information contained within the Caravan Count.<sup>17</sup> The Draft Practice Guidance on Gypsy and Traveller Accommodation Assessments also

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<sup>16</sup> Niner, P. (2003) Local Authority Gypsy/Traveller Sites in England, London: ODPM.

<sup>17</sup> Ibid

contained an illustration of how need for Gypsy and Traveller accommodation might best be calculated.<sup>18</sup> More recently, guidance for Regional Planning Bodies has been produced, which outlines a systematic checklist for ensuring that GTAA's are accurate in their estimation of accommodation need based upon a range of factors.<sup>19</sup> It is from this latter guide that our estimation of need is drawn. In particular, accommodation need is considered by carefully exploring the following factors:

- Current shortfall of pitches represented by families on authorised sites who are over-crowded and/or doubled up.<sup>20</sup>
- Allowance for family growth over the assessment period.
- Need as shown by current site waiting lists.
- Need for authorised pitches from families on unauthorised developments.
- Allowance for net movement over the assessment period between sites and housing.
- Allowance for net movement over the assessment period between the Study Area and elsewhere.
- Allowance for potential closure of existing sites.
- Potential need for residential pitches in the area from families on unauthorised encampments.

Each one of these factors is taken in turn, and illustrated at a Lancashire Study Area level initially. It is then broken-down by district.

### ***Accommodation need from current over-crowded, doubled up/concealed households***

The analysis of the survey findings indicate that there is a backlog of current need due to households that are over-crowded due to the presence of doubled-up or concealed households. From the LA survey this equates to around **7 new households** (2 in Blackburn with Darwen; 4 in Preston; and 1 in Lancaster).

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<sup>18</sup> CLG (2006) Gypsy and Traveller Accommodation Assessments, Draft Practice Guidance, p. 22.

<sup>19</sup> [http://www.communities.gov.uk/pub/209/PreparingRegionalSpatialStrategyreviewsonGypsiesandTravellersbyregionalplannings\\_id1508209.pdf](http://www.communities.gov.uk/pub/209/PreparingRegionalSpatialStrategyreviewsonGypsiesandTravellersbyregionalplannings_id1508209.pdf)

<sup>20</sup> These equate with 'concealed' households or 'involuntary sharers' in mainstream housing assessments.



### ***Accommodation need from new household formation over the next five years (2006-2011)***

From the Gypsy and Traveller survey there were at least 44 new households identified, who would require independent accommodation by 2011. This includes households living in all accommodation types within the Study Area at the time of the assessment. In addition, from the known age profile of the children on local authority sites, there will be around 29 children entering typical household formation age (around 18 years) by 2011. By removing the potential for double counting between these figures, we estimate the total need for accommodation from new household formation will be **51 new pitches**.

### ***Accommodation need as determined by site waiting lists***

Waiting lists are frequently used as a measure of expressed need for accommodation. At the time of the assessment, there were 48 known applicants registered on four formal site waiting lists, and an unknown number on a fifth site.

There are particular dangers in using site waiting lists in calculating the need for site provision. These dangers revolve around both over-counting (double registrations, out-of-date lists) and under-counting (potential applicants not being registered due to a perception of no pitch availability). It is believed that using waiting lists in their entirety would entail double counting of pitch need, as a result of the other factors included in the assessment (household formation, households on unauthorised sites, and doubled-up households). However, because of the high number of applicants on these waiting lists it was felt appropriate to include a proportion of them in order to accurately reflect accommodation need. As a result we have made an assumption that half the known applicants on the site waiting lists require additional pitch provision.<sup>21</sup> This gives a need for an additional **24 residential pitches**.

### ***Need for authorised pitches from unauthorised developments***

In general terms, the survey suggests that the number of private sites has been increasing since 2000 across the Study Area through the operation of the planning system. However, more than half of planning applications are refused or not granted on appeal, suggesting some unsatisfied demand for site development.

According to the LA survey, there were 7 unauthorised developments, comprising approximately 25 pitches (3 in Blackburn with Darwen, 2 in Hyndburn, and 2 in West Lancashire). From the survey of Gypsies and Travellers, the project team found further unauthorised developments in Lancaster, Preston and Blackpool.

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<sup>21</sup> This follows assumptions also made in 'Accommodation Needs of Gypsy/Travellers in Wales', Welsh Assembly Government, 2006.

Since these sites are, by definition, unauthorised, these households are in need of authorised, legal accommodation, whether through the granting of planning permission on their own site or pitch elsewhere. It is estimated that there is a need for approximately **33 pitches** to accommodate these households. This need is for permanent residential pitches, as those households who were interviewed on unauthorised developments wanted to stay in the area where they were currently living.

### ***Accommodation need from movement between sites and bricks and mortar housing***

Some Gypsies and Travellers on authorised sites would prefer to live in bricks and mortar accommodation. At the same time, some Gypsies and Travellers desire to move from houses to sites.

It is incredibly difficult to provide a figure for the movement between bricks and mortar housing and site accommodation, for a number of reasons:

- Due to a lack of ethnic monitoring it is unclear how many Gypsies and Travellers have been housed;
- Future improvements in housing services, referrals, housing policies and practices may show bricks and mortar accommodation, in particular social housing, to be a more attractive option for some current caravan dwellers;
- If bricks and mortar housing is designed more appropriately to meet the needs of Gypsies and Travellers (i.e. 'group housing' schemes, houses with space for caravans and facilities) housing may be a more viable alternative;
- An increase in options to live on sites may provide increased opportunities for current house dwellers to leave their house and return to site accommodation (either for residential or travelling purposes); and,
- Improvements in site conditions and management may also serve to encourage people to return to site accommodation (either for residential or travelling purposes).

As some indication of numbers is required, the following aims to provide authorities with an indication of the possible movement between bricks and mortar and site accommodation. There are two issues to consider here; housing waiting lists and allocations, and the intentions of house dwelling Gypsies and Travellers.

The analysis of the LA survey indicated that there was an estimated 50 registrations for social housing across the Study Area. In addition, in the last 12 months, there had been around 10 'known' allocations for bricks and mortar housing. This was seen as broadly reflective of previous years.

Reasons for moving into housing generally revolved around health, education and site related problems (i.e. lack of sites, harassment).

A key consideration here is that the move into housing or registration on a housing waiting list does not appear to be a positive choice for the household concerned. Rather, a move into housing appears to be a predominant reaction of a lack of stability offered by current trailer based accommodation. While there may be particular personal reasons for not wanting to move to a specific site, constrained movement into housing is more likely to be a feature of areas where sites are over-subscribed and/or where there is existing site provision for Gypsies and Travellers. If more pitches were developed, which enabled positive health and education experiences, it is likely that the need for bricks and mortar accommodation would be at a lower level.

From the survey of Gypsies and Travellers, around 19% of households in bricks and mortar accommodation were planning to leave their current accommodation by 2011. An additional 63.0% of people were unsure about whether they would remain in their accommodation if there were opportunities to move onto new, improved and appropriate site accommodation. Because the actual size of the Gypsy and Traveller population in housing remains relatively unknown, we have had to take the number of households interviewed as a measure of baseline population. This indicates that between **6 – 20 households** may move from their bricks and mortar accommodation before 2011. It is likely, however, that this is a significant under-estimate.

### ***Allowance for movement between the Lancashire Study Area and elsewhere***

It remains unclear from the findings if movement from elsewhere and the Lancashire Study Area will affect the number of Gypsies and Travellers requiring residential accommodation within the Study Area. Although a number of households indicated a desire to live elsewhere in the UK, these families tend to be those on unauthorised encampments who wanted to maintain a travelling way of life.

It is understood that, generally speaking, the Lancashire Study Area is popular for Gypsies and Travellers who desire residential accommodation and those who travel to or through the area for relatively short-periods. Gypsies and Travellers spoke about the draw of major urban areas such as Manchester, Nottingham and London for work; however, these were in line with short-term employment opportunities, and Lancashire was seen as 'home' by many of those interviewed.

As this accommodation assessment only included Gypsies and Travellers within the boundaries of the Study Area, it is impossible to present a reliable estimation on the need for accommodation for Gypsies and Travellers currently living elsewhere. It is felt that those Gypsies and Travellers who are currently in Lancashire will travel to other areas for short periods, rather than for residential accommodation.

### ***Allowance for potential closure of sites***

Plans to close existing sites which have been calculated within the supply of site accommodation will ultimately displace a number of Gypsies and Travellers and this will mean an increased number of households in housing need.

There is no evidence of any potential closure of site accommodation in the Study Area.

### ***Accommodation need from unauthorised encampments***

Guidance from CLG indicates that those households classified as staying on unauthorised encampments should be regarded as being in housing need. However, it is possible that as well as some households being effectively 'homeless on wheels', some households are merely passing through (i.e. cultural tradition, or stop-over) or visiting the area for a particular reason (i.e. work, holiday, or family event). In such cases, the households concerned may already have other accommodation either inside or outside the Study Area, or have a need for residential accommodation outside the Study Area.

Chapter 4 presented information on unauthorised encampments across the Study Area by drawing on the Caravan Count, and local authority records during May-August 2006. When collated this information shows, in brief:

***Number and location of encampments:*** The number of unauthorised encampments varied depending upon which data source is used. According to the Caravan Count, the average number of encampments over the study year (2006) showed 28.5 caravans (not encampments), these occurred in four of the local authority areas. From the LA survey, it was indicated that there had been 24 encampments from May 2006-August 2006, occurring in half of the local authority areas.

***Encampment size:*** Encampments appear to vary significantly in size from 1 – 20 caravans.

***Encampment duration:*** The vast majority of encampments were of relatively short duration, with the LA survey indicating that the majority of encampments tended to terminate after around 7 days.

In turn, information obtained during the survey of households on unauthorised encampments provided some additional information:<sup>22</sup>

***Encampment duration:*** A third of Gypsy and Traveller households intended staying on the encampment for around 1-2 weeks.

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<sup>22</sup> As the Gypsy and Traveller survey was conducted between August 2006 and December 2006 we believe that we were fortunate enough to consult both traditional 'Summer' and 'Winter' travelling patterns.

**Reason for encampment:** Households tended to be in the area for a variety of reasons, in particular, as a result of the familiarity of the area, but also because of local family connections and work opportunities.

**Preferences for accommodation:** A total of 53% of Gypsy and Traveller households were currently looking for somewhere stable to stay in the Study Area, whilst the remainder were not.

As the above aims to demonstrate, bringing this information together to provide a definitive figure on the need for accommodation from unauthorised encampments is incredibly difficult. As a result, (irrespective of its previously noted limitations), in the interest of robustness we have used the Caravan Count as the baseline to estimate need from unauthorised encampments, and combined this with the data obtained from the Gypsy and Traveller survey.<sup>23</sup> Rather than assume all unauthorised encamped households require residential accommodation in the Study Area, we have used the preferences for accommodation as indicated by the Gypsy and Traveller survey.

#### *Residential accommodation need from unauthorised encampments*

These calculations indicate that, at a Lancashire Study Area level, there is a need for between **9-16 authorised residential pitches** for households who would otherwise be on unauthorised encampments.

#### *Transit accommodation need from unauthorised encampments*

These calculations indicate that at a Lancashire Study Area level, at any one time, there is a need to accommodate between 8-15 households in transit, who would otherwise be on unauthorised encampments.

These numbers relate only to the provision of pitches on a single short-stay, time-limited, site. However, because of time-limits, which will need to be enforced in order for transit pitches to be used as they are intended, it will be necessary to provide a network of pitches across the Study Area; thus providing a range of travelling options for potential users.<sup>24</sup> For example, if one site has an upper time limit of 4 weeks, (the duration indicated by the travelling patterns and preferences of Gypsies and Travellers from the survey), it may be necessary to develop 6 transit sites across the Study Area in order to cover the main travelling months of April-October. This would mean that 6 sites of between 8-15 pitches would need to be developed, equalling between **48-84 transit pitches**.<sup>25</sup>

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<sup>23</sup> Therefore, we have provided a base range figure (derived from the Caravan Count and divided by a 1.7 caravans to household ratio) and an upper figure (derived from the Gypsy and Traveller survey).

<sup>24</sup> The networking of transit sites/pitches is suggested in recent guidance published by the CLG

[http://www.communities.gov.uk/pub/209/PreparingRegionalSpatialStrategyreviewsonGypsiesandTravellersbyregionalplannings\\_id1508209.pdf](http://www.communities.gov.uk/pub/209/PreparingRegionalSpatialStrategyreviewsonGypsiesandTravellersbyregionalplannings_id1508209.pdf) (See p. 59)

<sup>25</sup> In order for there to be places available to move onto (either by choice or by use of Section 62) there will need to be an over-supply of pitches - See Chapter 6 for more comment on transit pitches.

It must be noted that this estimation of need from unauthorised encampments is likely to be an underestimate, based upon the frequency of encampments recorded by local authorities across the Study Area.

## **5.2 The supply of Gypsy and Traveller accommodation**

As well as analysis of some of the differences in provision of accommodation for Gypsies and Travellers, Chapter 4 looked at the supply of accommodation. This included accommodation options likely to become available through pitch vacancies, pitch turnover, and currently committed developments.

The anticipated supply of accommodation is insufficient to meet the estimated level of need:

- Sites are generally seen as being at a consistent 100% occupancy
- There were 2 vacant pitches on the Lancaster site
- There were 2 pitches currently closed on the Lancaster site, which will be re-opened during 2007
- There was no indication of an increase in pitch capacity on any sites or the creation of new sites anywhere in the Study Area.

### **5.2.1 A note on pitch turnover**

Although the combined local authority sites have an estimated annual pitch turn-over of around 15 pitches a year, this should not be relied upon as a way in which identified need can be accommodated over the coming years. It was suggested by a number of respondents that many of those people on unauthorised developments, in bricks and mortar accommodation, on private sites, and on unauthorised encampments have chosen to leave local authority sites (for whatever reason), but remain within the local authority, sub-region or regional boundaries. Therefore, relying upon pitch vacancies of local authorities as a source of pitch availability will only entail a cycle of accommodation need, as those vacating the site continue to live within the Study Area on/in another form of accommodation.

## **5.3 An accommodation needs summary**

Estimates of need for permanent residential accommodation is summarised in Table 29. As can be seen, this gives an estimate of need for permanent residential accommodation of 126 to 157 pitches.

Table 29: Summary of estimated need for residential pitches at a Lancashire Study Area level 2006-2011<sup>26</sup>

<b>Driver of pitch site need/demand</b>	<b>Pitch need 2006-2011</b>
Concealed/doubled-up household	7
Household formation	51
Waiting lists	24
Unauthorised developments	33
Movement from bricks and mortar housing	6 - 20
Unauthorised encampments	9 - 16
<b>Sub-Total</b>	<b>130 – 151</b>
<b>Driver of supply for residential pitches</b>	<b>No. of pitches 2006-2011</b>
Closed pitches	2
Vacant pitches	2
<b>Sub-Total</b>	<b>4</b>
<b>Total residential pitches required</b>	<b>126 – 147</b>

The estimates of need for transit pitches are presented in Table 30. As can be seen, this gives an estimate of need for permanent transit accommodation of a further 48 to 84 pitches across the Lancashire Study Area.

Table 30: Summary of estimated need for transit pitches at a Lancashire Study Area level 2006-2011<sup>27</sup>

<b>Driver of transit site need/demand</b>	<b>Transit pitch need 2006-2011</b>
Unauthorised encampments	48 - 84
<b>Sub-Total</b>	<b>48 - 84</b>

### **5.3.1 Permanent residential accommodation need from new household formation over the next period (2011-2016)**

The current shortage of sites and pitches for Gypsies and Travellers means that it is difficult to predict trends in living arrangements once GTAAs across the country have been implemented in the form of nationally increased site/pitch provision. There is no way of knowing how Gypsies and Travellers will decide to live in the next decade. There may be an increase in smaller households; moves into bricks and mortar housing may be more common; or, household formation may happen at a later age. However, in order to take a strategic view, it is important to be able to plan for the longer-term. At present, the best assumption to be made for a period when the current backlog of site need has been cleared, is a household growth rate of 3% a year compound.<sup>28</sup>

<sup>26</sup>As a result of the range of factors already considered, this table does not include a population growth multiplier over the period 2006-2011.

<sup>27</sup>As a result of the volatile nature of unauthorised encampments and travelling patterns, the assessment of transit need does not include a population growth multiplier.

<sup>28</sup> Household growth rates of 2% and 3% a year were suggested as appropriate in Pat Niner, *Local Authority Gypsy/Traveller Sites in England*, ODPM, 2003. In the Republic of Ireland a report noted that the 4% family growth rate assumed by the Task Force on the Travelling Community had proved very accurate between 1997 and 2004 (*Review of the Operation of the Housing (Traveller Accommodation) Act 1998*, Report by the National Traveller

Using this measure indicates that there will be a need for approximately **79 - 84 new residential pitches** between 2011-2016. This is shown in Table 31 below.

Table 31: Estimated residential need from future population growth 2011-2016 across the Lancashire Study Area

<b>Estimates</b>	<b>No.</b>
Estimated residential Gypsy and Traveller household population as of 2011	497 – 524 <sup>29</sup>
Increase in household population 3% pa 2011 - 2016	79 - 84
Estimated total household population for the Study Area by 2016	576 – 608
Estimated new residential pitches required 2011-2016	<b>79 - 84</b>

It should also be noted that in terms of robustness we have provided estimates up to 2016 however there will be a need for further assessments over the RSS period.

#### **5.4 Residential accommodation need for Travelling Showpeople**

Travelling Showpeople occupy an unusual position in planning terms.<sup>30</sup> A separate planning Circular detailing the particular planning needs of Travelling Showpeople is currently under consultation. However, Circular 01/06 'Planning for Gypsy and Traveller Caravans Sites' requires that the accommodation needs of Travelling Showpeople are included within GTAA's. As such, because of the separate planning issues for Travelling Showpeople, and their differing accommodation needs, we have produced a separate calculation of residential need. It must be noted that pitches for (commonly referred to as 'yards') Travelling Showpeople are significantly larger than that required for other groups of Travellers.

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Accommodation Consultative Committee to the Minister for Housing and Urban Renewal, 2004).

<sup>29</sup> Comprised of: 89 Households on LA sites; 262 Households – Private sites; 33 – Unauthorised developments; 9-16 – Unauthorised encampments; 6-20 – Bricks and mortar movement; 51 – Household formation; 7 – concealed households; 24 – waiting list. This figure does not include the known number of families in bricks and mortar accommodation as we are assuming that a large number of these will continue to remain in bricks and mortar accommodation. Their inclusion here might artificially inflate the 2011-2016 need for 'pitch' provision.

<sup>30</sup> For an overview of the issues here please see: CLG (2007) Consultation on revised planning guidance in relation to Travelling Showpeople - <http://www.communities.gov.uk/index.asp?id=1505792>



### ***Calculating accommodation need for Travelling Showpeople<sup>31</sup>***

Just as the methods of assessing and calculating the need for Gypsies and Travellers remain in development, so too are the methods of assessment and calculation of need for Travelling Showpeople accommodation.

From our consultation with the Lancashire section of the Showmen's Guild, similar to the estimation of Gypsy and Traveller need, there are a number of key issues that need to be taken into account. All of the factors that are used to determine Gypsy and Traveller accommodation need are considered; however, a number of these are not applicable, to the same degree, for Travelling Showpeople. In particular, this includes:

- *Unauthorised sites* – Travelling Showpeople appear not to camp illegally on land which they do not have permission for to the same extent as is experienced by other Travelling groups. The Guild have indicated that the maintenance of good working relationships with local authorities are important to their businesses
- Illegal activity by Travelling Showpeople, whose occupation relies on having permission by an authority to operate, potentially risks the ability to work. As a result Travelling Showpeople will rarely appear as unauthorised encampments, preferring instead, during the fair season, to double-up on authorised sites, use an unauthorised stopping place, (often with agreement with the land owner) or travel back to their authorised pitch.
- *Movement from other areas* – The areas in which Travelling Showpeople live are heavily influenced by the circuit of fairs that each household attends. As a result, there is a need to live within 'their patch' of preferred fairs, which in turn means that Travelling Showpeople will move to other areas only for short-periods only rather than to seek permanent accommodation.
- *Waiting lists and site closure* – All sites in the Study Area are privately owned and appear not to operate formal waiting lists, and it is particularly difficult to predict the intention of a site owner towards retaining the site for accommodation purposes.

As a result the factors included, in order to demonstrate accommodation need, are:

- Current shortfall of pitches represented by families on authorised sites that are over-crowded and/or doubled up.
- Allowance for family growth over the assessment period.
- Need for authorised pitches from families on unauthorised sites.

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<sup>31</sup> The study team is indicating the need for permanent residential accommodation as opposed to accommodation for Winter quarters.

Each one of the factors indicating accommodation need is taken in turn and illustrated at a Study Area level.

***Accommodation need from current over-crowded, doubled-up/concealed households***

Analysis of the information supplied by the Guild indicates that there are **2 households** (in West Lancashire) who require permanent accommodation in the area.

***Accommodation need from new household formation over the next five years (2006-2011)***

Information provided by the Guild indicated that there were 5 children/young people between the ages of 0-16 years. If we were to assume a tripartite split in the number of children entering household formation age (around 18 years) over the next 15 years, it would indicate that around **2 new households** each 5 year period would require a residential pitch

***Need for authorised pitches from unauthorised sites***

Information from the Guild indicated that there were currently 3 pitches occupied on unauthorised land within the Study Area (Wyre). As a result, similar to the assessment of Gypsy and Traveller Accommodation, these households are in need of authorised, legal accommodation. Therefore, it is estimated that there is a need for **3 pitches** to accommodate these households.

***A note on the supply of Travelling Showpeople accommodation***

From the information supplied by the Showmen's Guild (see Chapter 4), there appears, initially, to be two main areas of potential supply of accommodation: pitches currently occupied by vehicles, and pitch vacancies.

*Pitches occupied by vehicles* – Within the Study Area two pitches have been lost to vehicle overcrowding on the site. Whilst these two pitches are a potential source of supply, the removal of the vehicles would have an impact on the areas immediately surrounding the site, as they would be forced to park in these areas. It is indicated by the Guild that the site is unsuitable for full occupancy *and* associated machinery/vehicles. Because of the financial benefits of a site owner having a vacant pitch available for households to rent, it is unlikely that vehicle overcrowding is a practice performed to artificially increase the perception of accommodation need. Therefore, it is the view of the research team that pitches lost due to vehicle overcrowding should not be seen as a source of potential supply.

*Pitch vacancies* – The Showmen's Guild have indicated that vacancies on pitches can occur for a variety of reasons, these include: unsuitable

tenure options (pitches available for short-stays rather than permanency); unsuitable locations away from the fair circuit; and, site management problems. It is indicated by the Guild that the pitch vacancies on the site in Hyndburn are predominantly due to the current tenure arrangements on that site. Therefore, within the Lancashire Study Area, if the status quo remains, it is the view of the research team that current pitch vacancies on this site should not be seen as a source of potential supply.

#### 5.4.1 A summary of accommodation need for Travelling Showpeople

Estimates of need for permanent residential accommodation for Travelling Showpeople is summarised in Table 32. As can be seen, this gives an estimate of need for permanent residential accommodation of **7 pitches**.

Table 32: Summary of estimated need for residential pitches for Travelling Showpeople at a Lancashire Study Area level 2006-2011<sup>32</sup>

Driver of pitch site need/demand	Pitch need 2006-2011
Concealed/doubled-up household	2
Household formation	2
Unauthorised developments	3
<b>Total residential pitches required</b>	<b>7</b>

In addition, it is estimated that between 2011-2016 there will be a need for a further 2 pitches from household formation within the Study Area; although it is unclear within which authority this need will arise.

It should be noted that this identification of Travelling Showpeople pitch need is, similar to the identification of pitch need for other Gypsy and Traveller groups, based on a 'need where it is seen to arise' approach. Therefore, this need is based on where people live at the moment. From our consultation with members of the Showmen's Guild, and from the information on accommodation need produced by the Guild,<sup>33</sup> it would appear that a significant number of households work in the Lancashire Study Area but currently live in other sub-regions in the North West (particularly Greater Manchester – many of whose sites suffer from overcrowding problems) due to a lack of appropriate accommodation options in other areas.

Consultations with Travelling Showpeople indicated a strong desire for some households to live in and around the areas which offer them the greatest opportunities to work.<sup>34</sup> As a result there is a need to address the needs of Travelling Showpeople in each sub-region by an informed understanding of the circuit of Fairs and working patterns.<sup>35</sup>

<sup>32</sup> As a result of the range of factors already considered, this table does not include a population growth multiplier over the period 2006-2011

<sup>33</sup> The Accommodation Situation of Showmen in the Northwest, The Showmen's Guild, Lancashire Section. April 2007

<sup>34</sup> Such areas will be heavily influenced by the location of Fairs within the Study Area.

<sup>35</sup> The Showmen's Guild will provide effective partners in order to assist the sub-region and local authorities with this

In light of this the pitch numbers presented here should be regarded as a minimum requirement, which would more than likely increase, which may be more effectively met in a number of authorities across the Study Area. In meeting the needs of Travelling Showpeople, just as with other Gypsy and Traveller groups, sub-regions can not be viewed in isolation from one another.

## **5.5 Lancashire Study Area district level need for Gypsies and Traveller accommodation provision**

Following on from the need identified at a Lancashire Study Area level, this section outlines the need for site provision arising at each local authority level between 2006-2011 and 2011-2016.

These estimates are on a 'need where it arises' basis and reflect the current uneven distribution of provision and the population of Gypsies and Travellers. Decisions about providing pitch need between the authorities will be taken at a regional and sub-regional basis, informed by this assessment of need.

For this approach to district level allocation, given the relatively small sample sizes in some districts, and the greater reliability of the broader sample for the entire Lancashire Study Area, the assumptions developed at a broader level have been applied to calculate more local need. This is particularly the case for unauthorised encampments, bricks and mortar movement, and need as demonstrated by site waiting lists. This means:

- Where 53% of unauthorised encampments have indicated a desire to remain in the area in the larger sample (rather than a percentage derived from much lower, or non-existent, numbers of interviews with households in that district), this percentage has been used to determine local need;
- Where we have assumed that 50% of residents on site waiting lists require permanent residential accommodation, each waiting list has been halved in order to indicate potential local accommodation need; and
- Where between 19%-63% of bricks and mortar dwellers are likely to leave their accommodation, this is based on the particular local authority area in which the interview with bricks and mortar dwellers took place.

Table 33 provides the distribution of extra pitch provision from 2006-2016, based largely on the current pattern of accommodation provision as identified by the assessment, across the Lancashire Study Area.<sup>36</sup> On this premise

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<sup>36</sup> The reasoning behind these allocations is presented in more depth in Appendix 2, where in order to be as transparent as possible when making these calculations, pitch numbers have been presented to the decimal place. However, in Table 33, in order to see how these estimations manifest themselves in practical terms, these numbers have been rounded to whole pitches.

authorities present some varied patterns of need. Transit accommodation has not been broken down to local authority level due to the need to take a broad strategic view of this complex phenomenon.

Table 33: Residential accommodation need arising from existing district level Gypsy and Traveller populations 2006-2016<sup>37</sup>

Authority	Current authorised provision (pitches) <sup>38</sup>	Total additional residential need 2006–2011 (pitches)	Supply of pitches 2006-2011	Total additional residential need 2011-2016 (pitches)	Estimated supply of pitches 2011-2016	Total additional residential need 2006-2016 (less supply 2006-2016) (pitches)
Blackburn with Darwen	48	53-65	Nil	16 – 18	Nil	69 – 83
Blackpool	51	14	Nil	10	Nil	24
Burnley	0	5 – 6	Nil	1	Nil	5 – 7
Chorley	0	0	Nil	0	Nil	0
Fylde	2	1	Nil	0	Nil	1
Hyndburn	104	14 – 17 + 1 pitch for Travelling Showpeople	Nil	16	Nil	30 – 33 + 1 pitch for Travelling Showpeople
Lancaster	142	14 – 15	4	25	Nil	35 – 36
Pendle	0	2	Nil	0	Nil	2
Preston	12	14 – 16	Nil	4 – 5	Nil	18 – 21
Ribble Valley	N/A	N/A	N/A	N/A	N/A	N/A
Rosendale	0	0	Nil	0	Nil	0
South Ribble	0	0	Nil	0	Nil	0
West Lancashire	8	14 + 3 pitches for Travelling Showpeople	Nil	3	Nil	17 + 3 pitches for Travelling Showpeople
Wyre	0	0 + 3 pitches for Travelling Showpeople	Nil	0	Nil	0 + 3 pitches for Travelling Showpeople

<sup>37</sup> Rounding these numbers to the nearest whole pitches means that there is some inevitable discrepancy between the total need identified at the broader Lancashire Study Area level and the need identified more locally.

<sup>38</sup> These are approximations of the provision (public and private), based on information obtained from the authorities during the course of the assessment. These approximations include pitch provision for Travelling Showpeople based on information provided by the Lancashire section of the Showmen's Guild.

### 5.5.1 A cautionary note on local pitch allocation

The broader Lancashire Study Area assessment of additional need has been calculated as accurately as possible based upon the information available at the time of the assessment. We are confident that this assessment of need reflects the minimum requirement for additional permanent pitch provision for the entire area. However, there remains a deeper discussion between and within authorities in terms of identifying need at a more local level.

Because of the historical inequalities in pitch provision Gypsies and Travellers have constrained choices as to where and how they would choose to live if they had real choice. So while choices for the non-Travelling community are generally much wider as there is social housing available in every local authority in the country, there are no socially rented sites in 138 of the 353 local authorities in England and only in 71 authorities is there more than one site. Over time this has inevitably meant that Gypsies and Travellers have generally moved to areas they see offering the best life chances, i.e. an authority which provides a site or an authority which is perceived as having more private authorised sites than others, or an authority that is attractive in some other way (slower enforcement, transport links, friend and family resident etc.).

Therefore, there is a tendency when the need for additional accommodation is assessed for the needs assessment to further compound these inequalities in site provision i.e. authorities which are already providing Gypsy and Traveller accommodation (publicly or privately) are assessed to have a greater need for additional pitch provision than authorities which have little or no pitch provision. This is compounded further the longer the term the assessment is made (i.e. to 2016).

As a result, need where it is seen to arise is not necessarily a sustainable indicator of where the need for sites actually is.

Therefore although as requested in the research brief we have identified Gypsy and Traveller accommodation needs by local authority areas, this has been done on a 'need where it is seen to arise' basis. The results of this apportionment should not necessarily be assumed to be an assessment that those needs be actually met in that form in that specific locality. This distribution reflects the uneven distribution of pitch provision and the Gypsy and Traveller population across the Lancashire Study Area. Decisions about where need should be met should take a strategic view at regional, sub-regional and local levels – involving consultation with Gypsies and Travellers and other interested parties.

Although for some authorities meeting need where it appears to arise sounds the most equitable, this may lead to unsustainable development. As a result, sites currently in high demand will remain over subscribed, while new sites may lay empty and unauthorised encampments and developments may continue at similar levels.

## **Chapter 6: Options and recommendations**

The following chapter is divided into two main sections. The first looks at site provision and the implications of two broad options: a continuation of the status quo; and, a more pro-active approach to Gypsy and Traveller accommodation provision. The second section presents a number of recommendations based upon the findings. The chapter then closes with some brief concluding remarks.

### **6.1 Options for site provision**

#### **Option 1: The status quo**

The first option for the authorities to consider would be to maintain the status quo. In terms of accommodation available, this would broadly involve:

- No additional public site/pitch provision. Pitches on existing public and private sites would come available through current natural turnover, and these would then be let according to current allocation policies and practices;
- Receiving applications for the development of private Gypsy or Traveller sites. Past records suggest that these will often be unsuccessful (around 60% of the time). It is likely that these will stimulate long processes of refusals, enforcement, appeals and inquiries;
- A continuation, and possible increase, in the number of unauthorised developments occurring across the Study Area; and
- The continuation and eventual increase in the number of unauthorised encampments across the Study Area.

The implications of such an option include:

- The various needs that have been identified during the course of this assessment will not be met;
- Households which are currently suppressed, and new households which are forming, will not be able to locate appropriate accommodation across the Study Area;
- Families living on unauthorised encampments will continue to experience poor living conditions and poor access to basic services;
- The legal and other costs of accommodating unauthorised sites continue and may increase;

- Any current community cohesion between members of the non-Traveller community and Travelling communities may be put under pressure as unauthorised developments and encampments occur repeatedly across the Study Area; and
- The authorities fail to meet the requirements of both the Housing Act 2004 and the Planning and Compulsory Purchase Act 2004, which outlines the requirement for Development Plan Documents to be prepared in order to meet the accommodation needs of Gypsies and Travellers. By failing to address these needs Housing Strategies may well be declared not fit for purpose and Development Plan Documents unsound.

**Option 2: A proactive approach to Gypsy and Traveller pitches/sites and related needs**

The recommendation from this assessment is that the authorities' involved aim to work in a pro-active fashion to meet the accommodation needs identified. Before 2011 there is a need for between 126 - 147 new permanent residential pitches for Gypsies and Travellers, and somewhere between 48 - 84 pitches in order to accommodate more transient Gypsies and Travellers. In addition, before 2016, there is a need for an additional 79 - 84 permanent residential pitches. Furthermore, during 2006-2011 there is a need for 7 pitches for Travelling Showpeople in the Study Area.

The following aims to provide the authorities concerned with the conclusions and recommendations as to how the need identified can be met. There are six broad headings: strategy, systems and policy framework; accommodating transient Gypsies and Travellers; communication and engagement; developing accommodation; Travelling Showpeople accommodation; and, health and housing-related support issues. Although there is a general theme of joined-up working in these recommendations, it must be remembered that each of the authorities will need to develop their own responses to this need in order to provide locally intelligent accommodation options for resident Gypsy and Traveller households.

The research brief did not require the study team to explore the likely costs arising from the recommendations which have been put forward. The resource implications and the business case for addressing each recommendation will have to be considered, as part of any joint working across the sub-region.

It is acknowledged that these recommendations are quite generic therefore those authorities who are not already implementing these recommendations should, and those authorities already engaged in such work should continue to do so. Similarly, it will be a matter for each authority to decide upon the priority placed upon the implementation of these recommendations.



## 6.2 Recommendations

### 6.2.1 Strategy, systems and policy framework

There is both a short-term and a longer-term need to ensure that the various applicable strategies, systems and policies are complimentary and meet the requirements of the various legislation and the needs of the Gypsy and Traveller community. The region, sub-region and County have important, strategic and facilitating roles to play in order to support local authorities in creating pitch provision. However, there are a number of recommendations relating to developing such strategies, systems and policies.

**Recommendation 1:** The authorities, which comprise the Study Area, should seek to address the under provision of Gypsy and Traveller accommodation (residential and transit) by working across administrative boundaries both sub-regionally and across regional boundaries.

**Recommendation 2:** The Lancashire Study Area authorities should seek to establish a sub-regional body which could help facilitate cross-authority strategies and accommodation allocation across the area.

Although many of the Lancashire authorities had access to information about the make-up of the local Gypsy and Traveller communities (particularly within East Lancashire), the assessment of need was made particularly difficult because of the incompatibility of much the data.

**Recommendation 3:** There is a need for a standardised and centralised method of recording occurrences of unauthorised encampments, and the needs of those households on these encampments. Steps should be taken to produce a countywide Caravan Count in order to take a much more strategic and accurate view of accommodation need, travelling patterns and trends. This should feed into other North West counts compiled at a regional level.

**Recommendation 4:** In order to adhere to the Race Relations (Amendment) Act 2000, and to ensure the high quality of on-going monitoring, authorities should ensure that Gypsies and Travellers are recognised in all their ethnic monitoring forms, most urgently in relation to housing and planning.

With an increase in the provision of pitches and sites for Gypsies and Travellers will be a need to ensure that access to these sites embrace transparency and equality. There is currently a high degree of suspicion from Gypsies and Travellers in the fairness of obtaining pitches based on perceptions of prejudice held by local authorities, site managers and site owners. Gypsies and Travellers are one of the most diverse groupings in UK society. This diversity can at times lead to potential conflict. Authorities will need to understand this diversity of the Gypsy and Traveller communities and

embrace this diversity when developing accommodation and allocating pitches.

**Recommendation 5:** Residential and transit site waiting lists should be:

- Accessible to all resident Gypsies and Travellers in the Lancashire sub-regional area
- Available to be accessed in advance via telephone or ICT systems
- Clear and transparent in terms of allocation policies
- Formalised
- Centralised
- Standardised

**Recommendation 6:** Authorities should ensure that principles of equality, in relation to Gypsies and Travellers, are embedded in relation to the wide range of services provided. In particular this includes:

- Housing policies
- Homeless policies
- Harassment
- Communication and engagement
- Statement of Community Involvement
- Site management
- Housing-related support
- Choice-Based Lettings
- Allocation policies
- Planning policies

**Recommendation 7:** Authorities should be sensitive to the different cultural and support needs of Gypsies and Travellers who may present as homeless and those who may require local authority accommodation.

**Recommendation 8:** All authorities should take a common approach to the Welfare Needs Assessment. This should be grounded in good practice and be pro-active in meeting the needs of Gypsies and Travellers.

**Recommendation 9:** Authorities should separate the role of enforcement from Gypsy and Traveller liaison.

**Recommendation 10:** Housing officers, site managers and other relevant personnel should liaise to ensure that advice on allocation policies and procedures is always up-to-date and that site managers or other liaison staff can assist people through the system.

**Recommendation 11:** The practice of licensing pitches should be discontinued and replaced by more formal tenancies. A tenancy would assure the resident of greater security and encourage feelings of ownership in their site/accommodation.

## 6.2.2 Accommodating transient Gypsies and Travellers

Although nomadism and travelling is currently restricted to a certain extent, this remains an important feature of Gypsy and Traveller identity and way of life - even if only to fairs or to visit family. Some Gypsies and Travellers are still highly mobile without a permanent base, and others travel for significant parts of the year from a winter base. More Gypsies and Travellers might travel if it were possible to find places to stop without the threat of constant eviction.

Currently, the worst living conditions are commonly experienced by Gypsies and Travellers living on unauthorised encampments, who do not have easy access to water or toilet facilities, as well as difficulties in accessing education and health services.

It is clear, however, that travelling and resulting unauthorised encampments are complex phenomena. In order to assist Gypsies and Travellers in maintaining their cultural practices, the development of sites need to accommodate the diversity of travelling. Provision of an inappropriate form of transit/transient accommodation may fail to reduce unauthorised encampments (i.e. a mixture of residential and transit provision may not work in all cases because of possible community tension between 'settled' and 'highly mobile' Gypsies and Travellers, or varying reasons for travelling).

In addition, the authorities that make up the Study Area appear to be attractive areas for seasonal/short stay travelling, with certain authorities experiencing more encampments than others, due to their proximity to authorised sites (either within or outside their district) and transport links. Although calculations have been produced, such seasonal travelling is difficult to quantify in terms of pitch provision, so the authorities of the Lancashire Study Area will need to develop a range of appropriate strategies to meet this often unpredictable need.

It is, therefore, important that flexibility is built into the provision of transit accommodation.

**Recommendation 12:** There needs to be a variety in transit/transient provision in order to cater for the variety of needs. This might include formal transit sites; less-equipped stopping places used on a regular basis; and, temporary sites with temporary facilities available during an event or for part of the year;

**Recommendation 13:** There is a need to work across districts, with private landowners and key Gypsy and Traveller groups in order to

provide feasible and appropriate options for mass gatherings. Mechanisms will be needed to accommodate this level of diversity.

**Recommendation 14:** In some cases it may be appropriate to develop larger pitches on residential sites to provide the potential to meet the needs of short-term friends and family of site residents. This should be done with close consultation of the site residents as visitors to any residential accommodation can seriously impact upon the community equilibrium;

**Recommendation 15:** As a result of the use of land by Gypsies and Travellers whilst travelling, potential partnership working should be pursued between the authorities and key stakeholders (i.e. private land-owners, farmers, holiday campsites), who may be in a position to assist with accommodating transient Gypsies and Travellers either in the short-term or long-term.

**Recommendation 16:** The authorities should develop at least one new transit site as a pilot scheme in the near future and monitor its usage and management in order to learn lessons for further provision. Authorities should also learn good practice lessons from elsewhere.

The provision of transit/short-stay accommodation needs careful 'joined-up' planning. As the assessment has shown, travelling occurs at various scales, sub-regionally, regionally and internationally. County Councils and RPBs such as the North West Regional Assembly are in a unique position in order to plan, devise and implement a network of transit accommodation between the local authorities across the region. In addition, the provision of transit accommodation is an area of opportunity where RPBs can work with adjoining regions to pool information and to ensure that proposals make sense in the wider context.

**Recommendation 17:** The level of accommodation provision across the Lancashire sub-region should remain under constant review.

### **6.2.3 Communication and engagement**

Communication with local Gypsy and Traveller households will be imperative during the coming years of change and upheaval caused by an increase in accommodation provision (both locally and nationally). Such communication will require co-ordination and sensitivity. It was clear from conducting this assessment that there is a great deal of community anxiety (both Gypsy and Traveller, and non-Traveller) about the development of new Gypsy and Traveller pitches. At the same time there is a lack of awareness around the different living arrangements of Gypsies and Travellers. The process of developing pitches for Gypsies and Travellers provides an opportunity to begin a clear and transparent dialogue with members of the 'settled community' including local residents, parish and district councillors, local authorities, and Gypsies and Travellers.

**Recommendation 18:** The authorities should engage in efforts to raise cultural awareness and dispel some of the persistent myths around Gypsies and Travellers.

Similarly, there is a lack of awareness around the motivations of authorities regarding accommodation provision from Gypsies and Travellers themselves.

**Recommendation 19:** Authorities should develop their communication and engagement strategies already in place for consultation with non-Travelling communities and tailor these, in an appropriate manner, to Gypsy and Traveller community members. The expertise within the Northern Network of Gypsy and Traveller groups around the 'We're Talking Homes' initiative could provide one opportunity for the authorities to begin such dialogue and exchanges.

There is a need to develop a more constructive dialogue between Gypsies and Travellers seeking to develop private sites and planning authorities. Initial and appropriate discussions with the planning authority could avoid the economic fallout which occurs when land is developed and planning permission is later refused. It is noted that the introduction of a county-wide Planning Liaison Officer will be vital in this. At the same time:

**Recommendation 20:** Planning departments should offer appropriate advice and support to Gypsies and Travellers on the workings of the planning system, and the criteria to be considered in applications which should serve to improve success rates.

Our experience of collecting data about the Gypsy and Traveller community across each authority has highlighted that certain sections of some local authorities are more involved in Gypsy and Traveller issues than others and have a clear lead on these issues. Other authorities adopted a more ad hoc approach, and the responsibility of Gypsy and Traveller issues occasionally went to an officer who showed an interest. There are two recommendations here.

**Recommendation 21:** Each authority should identify a clear lead officer who manages each authority's response to Gypsies and Traveller issues.

**Recommendation 22:** Each authority should develop communication networks within the authority involving all partner agencies, in order to remain updated as to key issues. For instance, housing colleagues should be fully involved in all decisions relating to planning and site provision.

#### **6.2.4 Developing accommodation**

This research has made estimates of need for additional permanent accommodation provision over the next five and ten year period, in order to address current shortfalls and family growth. Clearly the process of

developing the accommodation to meet this need will require significant funding, much of which will be directed at the Gypsy and Traveller Site Grant held by Communities and Local Government. In terms of the process of developing extra accommodation provision across the Study Area, the view received from all groups emphasised the need to create permanent residential accommodation as a priority. A number of stakeholders noted that until the need for residential accommodation was satisfied it will be challenging to develop transit accommodation/sites/places without them turning into residential sites by default.

**Recommendation 23:** Those officers and agencies leading the planning, design and development of Gypsy and Traveller accommodation should involve the target Gypsy and Traveller population in all stages.

**Recommendation 24:** Those involved in Gypsy and Traveller site (both residential and transit) and 'housing' design should approach this in a creative and innovative manner. Preferences and aspirations of Gypsies and Travellers should be taken into consideration. Important things to consider include:

- Location to local services and transport networks
- Pitch size
- Facilities
- Amenity blocks
- Sheds
- Management
- Mixture of accommodation (chalet, trailer etc.)
- Utility of outside space (driveways, gardens etc.)
- Homes for life principles
- Health and related support issues
- Tenure Mix
- Health & Safety

**Recommendation 25:** Authorities should ensure that existing statutory guidelines and emerging good practice are used in relation to residential and transit site design, management and health and safety issues.

The management of sites needs careful attention. Inappropriate management can unwittingly foster and encourage a perception of partisanship and divisiveness and does little to build social cohesion and lessen social exclusion. Importance should be placed on accountability, both of the user to show conduct of an appropriate and 'respectful' manner, and the authority/land owner for 'respectful' and considerate management.

**Recommendation 26:** The management of sites needs to be evaluated at regular intervals.

It is crucial that the Gypsy and Traveller population are provided with choice and a range of options for future accommodation. Authorities should not solely rely on the planning system in order to meet their identified pitch need as this may serve to exclude those less economically active/mobile households. The tenure aspirations and preferences of Gypsies and Travellers need to be understood and policies and practices developed to work with these. Many households wanted to be owner-occupiers but few households could actually afford to do this. Discounted for sale and shared ownership are just two of the methods which may help increase the economic mobility and engender a greater sense of belonging for Gypsy and Traveller households.

**Recommendation 27:** The principles and methods used by authorities and RSLs of promoting affordable accommodation to members of the non-Traveller communities should be adapted to the accommodation used by members of Gypsy and Traveller communities.

### 6.2.5 Health and housing-related support issues

The indications are that although the sample for this study generally experienced few incidences of ill health and disability, when this was not the case the suggestions are that health needs are a significant factor in influencing accommodation need. This affects decisions to continue to reside on 'sites', which without support were seen as difficult to do so, or houses where adaptations were easier to accommodate. There were a number of issues which emerged during the assessment which would improve the life of a number of Gypsies and Travellers and provide different sections of the communities with independence.

**Recommendation 28:** It will be an important component, in order to produce sustainable solutions for Gypsy and Traveller accommodation provision, all relevant statutory departments to engage with Gypsy and Traveller needs. This is particularly the case for Supporting People teams who should be embedded in the strategic planning and delivery of services.

**Recommendation 29:** Authorities should work with Supporting People to create additional floating Gypsy and Traveller housing support workers. Such officers could offer support and assistance to enable those people wishing to remain in bricks and mortar accommodation or live on sites, to do so.

**Recommendation 30:** Supporting People teams should network with Supporting People teams locally, regionally and nationally in order to share and disseminate good practice on meeting the housing-related support needs of Gypsy and Traveller community members.

**Recommendation 31:** The profile of Home Improvement Agencies (HIAs) should be raised in relation to Gypsies and Travellers who wish to remain in their own homes. It is important that such agencies are

able to engage with people living on private sites as well as those living in bricks and mortar accommodation.

**Recommendation 32:** There is a need for more research into the health needs of Gypsies and Travellers in the Lancashire sub-regional area.

**Recommendation 33:** There is a need for more research into the needs and preferences of Gypsies and Travellers living in bricks and mortar accommodation.

### 6.2.6 Travelling Showpeople accommodation

Authorities should consider the above recommendations as applying to all Gypsy and Traveller groups, inclusive of Travelling Showpeople. However, because of the unique position afforded to Travelling Showpeople in the planning guidance, coupled with a changing labour market and living arrangements for these households, accommodating Travelling Showpeople poses particular challenges. There are a number of additional recommendations that emerge from the accommodation situation of this particular community.

**Recommendation 34:** When developing new site provision for Travelling Showpeople authorities should take a strategic view of allocation of sites which accommodates logistical issues (i.e. travelling with large equipment) and the pattern of fun fairs across the area.

**Recommendation 35:** Authorities should consult with the local branch of the Showmen's Guild to discuss plans to increase and develop the accommodation provision for Travelling Showpeople.

**Recommendation 36:** Authorities should be aware of, and implement, the guidance issued by the CLG around planning and Travelling Showpeople sites.

**Recommendation 37:** In order to adapt to current working and living patterns of Travelling Showpeople, authorities should move towards the establishment of permanent provision rather than temporary accommodation.

## 6.3 Concluding remarks

It is clear from legislation, guidance and general good practice that the continuation of unauthorised sites (both developments and encampments) is not sustainable. The current lack of provision, of both residential and transit sites, is part of a continuation of a cycle of unauthorised sites across the Lancashire Study Area. Unauthorised developments and encampments rarely benefit any single party. The costs of removing unauthorised encampments can be significant and can result in the displacement of the



encampment to another district, with the added potential of a return of the encampment in the future.

Unauthorised encampments are far from ideal for Gypsies and Travellers, as living conditions are extremely poor and enforcement action causes distress to those being constantly moved on and criminalised. This in turn, perpetuates a sense of injustice and mistrust amongst the Gypsy and Traveller communities, as dealings with local authorities, 'officials' and the Police are, more often than not, perceived as negative. We must remember that for some Gypsies and Travellers, frequent travelling is their way of life and, as such, some people will always want to live that way. However, a range of flexible 'authorised' options should be made for those who choose this way of life.

The main purpose of this assessment has been to quantify the accommodation needs of Gypsies and Travellers and to present evidence which indicates the types of provision required. The governmental guidance acknowledges that different approaches may be required in different local contexts and at different times. There are obvious difficulties in assessing the needs of Gypsies and Travellers around local authority coverage and seasonal fluctuations in travelling. Although this assessment has been the most far-reaching assessment of accommodation needs in many years across the Lancashire Study Area, it is a 'snapshot' of a particular time across a large geographical area. Therefore, it is important to regularly update this assessment and ensure that it is not seen as an end-point in itself. Rather, the process and results of this assessment should be seen as a stimulant for further work with the local Gypsy and Traveller communities and between the districts and key stakeholders concerned. This assessment is a crucial step along the way to resolving some of the long-standing issues experienced by the Gypsy and Traveller community, and consistent attention is crucial if accommodation needs are to be met in a coherent, sustainable and appropriate manner.



## Appendix 1: Local authority Gypsy and Traveller sites: summary characteristics

Authority	Pitches			Pitch rent	Population	% children	Doubled-up pitches	Site waiting list	Pitches vacated 2003/06
	Total	Occupied	Transit						
Hyndburn	15	15	-	£32.30	55	36	15	6	9
Lancaster	20	14	-	£46.26	33	48	1	4	15
Preston	12	12	-	£35/£42	47	36	4	NA	8
Blackburn	20	20	-	£45	93	43	2	20	2
Blackpool	26	26	-	£52.70	51	29	NA	18	10

Source: LA survey



## Appendix 2: Methodology for the calculation of pitch need by district

### Key

**HH** – Household; **UD** – Need from unauthorised development; **UE** – Need from unauthorised encampment; **WL** – Need from site waiting lists; **BM** – Need from bricks and mortar movement; **HF** – Need from household formation (2006-2011); **CON** – Need from concealed households; **TS** – Need from Travelling Showpeople.

Authority	Current authorised provision <sup>39</sup>	Driver of additional need	Total additional residential need 2006 – 2011	Supply of pitches 2006-2011	Total additional residential need 2011-2016	Estimated supply of pitches 2011 - 2016	Total additional residential need 2006-2016 (less supply 2006-2016)
Blackburn with Darwen	48 pitches	14 HH UD 2.7 - 8.48HH UE 2 HH CON 22 HH HF 10 HH WL 2.47 – 8.2 HH BM	53.2 – 64.7 pitches	Nil	16.1 – 18.3 pitches	Nil	69.3 – 83 pitches
Blackpool	51 pitches	1 HH UD 4 HH HF 9 HH WL	14 pitches	Nil	10.4 pitches	Nil	24.4 pitches
Burnley	0 pitches	1.06 HH UE 3 HH HF 0.57 – 1.89 HH BM	4.6 – 6 pitches	Nil	0.7 – 1 pitches	Nil	5.3 – 7 pitches
Chorley	0 pitches	Nil	0 pitches	Nil	Nil	Nil	0 pitches
Fylde	0 pitches	0.5 HH UE	0.5 pitches	Nil	0.08 pitches	Nil	0.58 pitches

<sup>39</sup> These are approximations of the provision (public and private) based on information obtained from the authorities during the course of the assessment.

Authority	Current authorised provision	Driver of additional need	Total additional residential need 2006 – 2011	Supply of pitches 2006-2011	Total additional residential need 2011-2016	Estimated supply of pitches 2011 - 2016	Total additional residential need 2006-2016 (less supply 2006-2016)
Hyndburn	86 pitches	3 HH UD 7 HH HF 3 HH WL 1.14 – 3.8 HH BM 1 HH TS	14.1 – 17 pitches + 1 TS	Nil	15.9 – 16.4 pitches	Nil	30- 33.4 pitches + 1 TS
Lancaster	142 pitches	4 HH UD 0.95 - 1.06 HH UE 1 HH CON 6 HH HF 2 HH WL 0.4 – 1.3 HH BM	14.4 – 15.4 pitches	4	24.9 – 25.1 pitches	Nil	35.3 – 35.5 pitches
Pendle	0 pitches	1.06 HH UE 1 HH HF	2.06 pitches	Nil	0.3 pitches	Nil	2.4 pitches
Preston	12 pitches	3 HH UD 4 HH CON 6 HH HF 0.95 – 3.15 HH BM	14 – 16.2 pitches	Nil	4.1 – 4.5 pitches	Nil	18.1 – 20.7 pitches
Ribble Valley	N/A	N/A	N/A	Nil	N/A	Nil	N/A
Rossendale	0 pitches	Nil	0 pitches	Nil	0 pitches	Nil	0
South Ribble	0 pitches	Nil	0 pitches	Nil	0 pitches	Nil	0
West Lancashire	0 pitches	8 HH UD 4.24 HH UE 2 HH HF 3 HH TS	14.3 pitches + 3 TS pitches	Nil	2.3 pitches	Nil	16.6 pitches + 3 TS pitches
Wyre	0 pitches	3 HH TS	0 pitches + 3 TS pitches	Nil	0 pitches	Nil	0 + 3 TS pitches

The following aims to provide a clear guide as to how the calculation for pitch provision has been performed.

### **Blackburn with Darwen – Total pitch need of between 69.3 – 83 pitches 2006-2016**

1. There are approximately 14 pitches on unauthorised developments whose occupants require authorised residential accommodation.
2. The lower figure for need from unauthorised encampments was derived by taking an average of the number of caravans over the survey year, as shown by the Caravan Count (8.5 caravans) and arriving at the approximate number of households by using a standard 1.7 caravan to household ratio to indicate that there are approximately 5 households on unauthorised encampments present in the area at any one time. Applying the multiplier of 53% (derived from the aggregate responses of the households on unauthorised encampments who reported they were looking for accommodation in the area) to this figure indicates that there needs to be provision for 2.7 pitches within the district. In order to provide the upper figure, during the course of our fieldwork for the assessment we interviewed 16 households on unauthorised encampments within the district. Applying the multiplier of 53% (derived from the aggregate responses of the households on unauthorised encampments who reported they were looking for accommodation in the area) to this figure indicates that there needs to be provision for 8.48 pitches within the district.
3. As identified in the questionnaire completed by the local authority, there are currently 2 concealed households on the local authority site.
4. From the information collected with Gypsies and Travellers across the area, it is indicated that by 2011 there will be approximately 22 young people who will have reached the age where households are formed within the Gypsy and Traveller community (around 18 years).
5. In order to ascertain the need as indicated by the site waiting lists we assume that around 50% of the applicants on the site waiting list have not already been accounted for in the assessment of need. This indicates the development of an additional 10 pitches for the district.
6. From the 'known' number of Gypsies and Travellers in housing in the area (13 households), we have provided a range figure of need which reflects the findings that between 19%-63% of bricks and mortar dwellers are likely to leave their accommodation. This indicates a need for between 2.47 – 8.2 pitches
7. The estimation for future need (2011-2016) was obtained by summing together the level of existing pitch provision, coupled with potential new pitch provision (2006-2011) and used a household growth multiplier of 3% per annum compound.

## **Blackpool – Total pitch need of 24.4 pitches 2006-2016**

1. There is approximately 1 pitch on an unauthorised development whose occupants require authorised residential accommodation.
2. From the information collected with Gypsies and Travellers across the area and demographic information about site residents, it is indicated that by 2011 there will be approximately 4 young people who will have reached the traditional age where households are formed within the Gypsy and Traveller community (around 18 years).
3. In order to ascertain the need as indicated by the site waiting lists we assume that around 50% of the applicants on the site waiting list have not already been accounted for in the assessment of need. This indicates the development of an additional 9 pitches for the district.
4. The estimation for future need (2011-2016) was obtained by summing together the level of existing pitch provision, coupled with potential new pitch provision (2006-2011) and used a household growth multiplier of 3% per annum compound.

## **Burnley – Total pitch need of between 5.3 – 7 pitches 2006-2016**

1. The need from unauthorised encampments was derived by assuming that 53% of the households interviewed within the district required residential accommodation within the area. This indicates a need for 1.06 pitches.
2. From the information collected with Gypsies and Travellers across the area, it is indicated that by 2011 there will be approximately 3 young people who will have reached the age where households are traditionally formed within the Gypsy and Traveller community (around 18 years).
3. In order to ascertain the need as indicated by the site waiting lists we assume that around 50% of the applicants on the site waiting list have not already been accounted for in the assessment of need. This indicates the development of an additional 10 pitches for the district.
4. From the 'known' number of Gypsies and Travellers in housing in the area (3 households), we have provided a range figure of need which reflects the findings that between 19%-63% of bricks and mortar dwellers are likely to leave their accommodation. This indicates a need for between 0.57 – 1.89 pitches
5. The estimation for future need (2011-2016) was obtained by summing together the level of existing pitch provision, coupled with potential new



pitch provision (2006-2011) and used a household growth multiplier of 3% per annum compound.

### **Chorley – Total pitch need 0 pitches 2006-2016**

There was no need identified as arising within the district

### **Fylde – Total pitch need of 0.58 pitches 2006-2016**

1. The figure for need from unauthorised encampments was derived by taking an average of the number of caravans over the survey year, as shown by the Caravan Count (1.5 caravans) and arriving at the approximate number of households by using a standard 1.7 caravan to household ratio to indicate that there are approximately 0.89 households on unauthorised encampments present in the area at any one time. Applying the multiplier of 53% (derived from the aggregate responses of the households on unauthorised encampments who reported they were looking for accommodation in the area) to this figure indicates that there needs to be provision for 0.5 pitches within the district.
2. The estimation for future need (2011-2016) was obtained by summing together the level of existing pitch provision, coupled with potential new pitch provision (2006-2011) and used a household growth multiplier of 3% per annum compound.

### **Hyndburn – Total pitch need of between 30 – 33.4 pitches 2006-2016 and 1 pitch for Travelling Showpeople**

1. There are approximately 3 pitches on unauthorised developments whose occupants require authorised residential accommodation.
2. As identified in the questionnaire completed by the local authority, there are currently 15 concealed households on the local authority site.
3. From the information collected with Gypsies and Travellers across the area, it is indicated that by 2011 there will be approximately 7 young people who will have reached an age where households are traditionally formed within the Gypsy and Traveller community (around 18 years).
4. In order to ascertain the need as indicated by the site waiting lists we assume that around 50% of the applicants on the site waiting list have not already been accounted for in the assessment of need. This indicates the development of an additional 3 pitches for the district.

5. From the 'known' number of Gypsies and Travellers in housing in the area (6 households), we have provided a range figure of need which reflects the findings that between 19%-63% of bricks and mortar dwellers are likely to leave their accommodation. This indicates a need for between 1.14 – 3.8 pitches.
6. The estimation for future need (2011-2016) was obtained by summing together the level of existing pitch provision, coupled with potential new pitch provision (2006-2011) and used a household growth multiplier of 3% per annum compound.
7. The need for Travelling Showpeople pitches arises because of family formation (1 household)

### **Lancaster – Total pitch need of between 35.3– 35.5 pitches 2006-2016**

1. There are approximately 4 pitches on unauthorised developments whose occupants require authorised residential accommodation.
2. The lower figure for need from unauthorised encampments was derived by taking an average of the number of caravans over the survey year, as shown by the Caravan Count (3 caravans) and arriving at the approximate number of households by using a standard 1.7 caravan to household ratio to indicate that there are approximately 1.8 households on unauthorised encampments present in the area at any one time. Applying the multiplier of 53% (derived from the aggregate responses of the households on unauthorised encampments who reported they were looking for accommodation in the area) to this figure indicates that there needs to be provision for 0.95 pitches within the district. In order to provide the upper figure, during the course of our fieldwork for the assessment we interviewed 2 households on unauthorised encampments within the district. Applying the multiplier of 53% (derived from the aggregate responses of the households on unauthorised encampments who reported they were looking for accommodation in the area) to this figure indicates that there needs to be provision for 1.06 pitches within the district.
3. As identified in the questionnaire completed by the local authority, there is currently 1 concealed household on the local authority site.
4. From the information collected with Gypsies and Travellers across the area, it is indicated that by 2011 there will be approximately 6 young people who will have reached an age where households are traditionally formed within the Gypsy and Traveller community (around 18 years).
5. In order to ascertain the need as indicated by the site waiting lists we assume that around 50% of the applicants on the site waiting list have

not already been accounted for in the assessment of need. This indicates the development of an additional 2 pitches for the district.

6. From the 'known' number of Gypsies and Travellers in housing in the area (2 households), we have provided a range figure of need which reflects the findings that between 19%-63% of bricks and mortar dwellers are likely to leave their accommodation. This indicates a need for between 0.4 – 1.3 pitches
7. The estimation for future need (2011-2016) was obtained by summing together the level of existing pitch provision, coupled with potential new pitch provision (2006-2011) and used a household growth multiplier of 3% per annum compound.
8. The closed and empty pitches were included as an element of supply giving a total of 4 pitches which will be available for use on the local authority site.

### **Pendle – Total pitch need of 2.4 pitches 2006-2016**

1. The need from unauthorised encampments was derived by assuming that 53% of the households interviewed within the district (2 households) required residential accommodation within the area. This indicates a need for 1.06 pitches.
2. From the information collected with Gypsies and Travellers across the area, it is indicated that by 2011 there will be approximately 1 young person who will have reached an age where households are traditionally formed within the Gypsy and Traveller community (around 18 years).
3. The estimation for future need (2011-2016) was obtained by summing together the level of existing pitch provision, coupled with potential new pitch provision (2006-2011) and used a household growth multiplier of 3% per annum compound.

### **Preston – Total pitch need of between 18.1 – 20.7 pitches 2006-2016**

1. There are approximately 3 pitches on unauthorised developments whose occupants require authorised residential accommodation.
2. As identified in the questionnaire completed by the local authority, there are currently 4 concealed households on the local authority site.
3. From the information collected with Gypsies and Travellers across the area and the demographic information about the local authority site, it is indicated that by 2011 there will be approximately 6 young people

who will have reached an age where households are traditionally formed within the Gypsy and Traveller community (around 18 years).

4. From the 'known' number of Gypsies and Travellers in housing in the area (5 households), we have provided a range figure of need which reflects the findings that between 19%-63% of bricks and mortar dwellers are likely to leave their accommodation. This indicates a need for between 0.95 – 3.15 pitches
5. The estimation for future need (2011-2016) was obtained by summing together the level of existing pitch provision, coupled with potential new pitch provision (2006-2011) and used a household growth multiplier of 3% per annum compound.

## **Ribble Valley**

Ribble Valley did not participate in the assessment of need

## **Rossendale – Total pitch need 0 pitches 2006-2016**

There was no need identified as arising within the district

## **South Ribble – Total pitch need 0 pitches 2006-2016**

There was no need identified as arising within the district

## **West Lancashire – Total pitch need of 16.6 pitches 2006-2016 and 3 pitches for Travelling Showpeople**

1. There are approximately 8 pitches on unauthorised developments whose occupants require authorised residential accommodation.
2. The need from unauthorised encampments was derived by assuming that 53% of the households interviewed within the district (8 households) required residential accommodation within the area. This indicates a need for 4.24 pitches.
3. From the information collected with Gypsies and Travellers across the area, it is indicated that by 2011 there will be approximately 2 young people who will have reached an age where households are traditionally formed within the Gypsy and Traveller community (around 18 years).
4. The estimation for future need (2011-2016) was obtained by summing together the level of existing pitch provision, coupled with potential new

pitch provision (2006-2011) and used a household growth multiplier of 3% per annum compound.

5. The need for Travelling Showpeople accommodation arises from 3 doubled-up pitches and household formation (1 household)

### **Wyre – Total pitch need 0 pitches 2006-2016 and 3 pitches for Travelling Showpeople**

1. The need for Travelling Showpeople pitches arises from the presence of 3 unauthorised pitches in the area.