

Gypsy, Traveller and Travelling Showpeople Accommodation Assessment: Burnley and Pendle

Final report

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About the Authors

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

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.

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Particular thanks must, of course, go to the people who found the time to talk to us and answer our questions in a full, honest and patient manner. It is hoped that this report is able to accurately reflect their experiences and needs.

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

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Glossary

The following terms are used in this report and or are used in conjunction with planning for Gypsy, Traveller and Showpeople accommodation. As such these terms may need some clarification. In the case of those terms which are related to Gypsy and Traveller Accommodation and culture, it is noted that a number of these terms are often contested and debated. It is not the intention of the authors to present these terms as absolute definitions; rather, the explanations provided are those the authors used in this assessment as their frames of reference.

| Term | Explanation |
|--|---|
| Amenity block/shed | On most residential Gypsy/Travellers sites these are buildings where basic plumbing amenities (bath/shower, WC and sink) are provided at the rate of one building per pitch. |
| Authorised social site | An authorised site owned by either the local authority or a Registered Housing Provider. |
| Authorised Private site | An authorised site owned by a private individual (who may or may not be a Gypsy or a Traveller). These sites can be owner-occupied, rented or a mixture of owner-occupied and rented pitches. |
| Bricks and mortar | Permanent mainstream housing. |
| Caravan | Mobile living vehicle used by Gypsies and Travellers. Also referred to as trailers. Both terms are used within this report. |
| Caravan Count | Bi-annual count of Gypsy and Traveller caravans conducted every January and July by local authorities published by the CLG |
| Chalet | 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 can be dismantled. |
| Core Strategy | Key compulsory Development Plan Document in the Local Development Framework which sets out principles on which other Development Plan Documents are built. |
| Department for Communities and Local Government (CLG) | The main government department responsible for Gypsy and Traveller accommodation issues |
| Development Plan Documents (DPDs) | Documents which outline the key development goals of the Local Development Framework. |
| Gypsy and Traveller Accommodation Needs Assessment (GTAA) | The main document that identifies the accommodation requirements of Gypsies and Travellers. |
| Green Belt | A policy or land use designation used to retain areas of largely undeveloped, wild, or agricultural land surrounding or neighbouring urban areas. |
| Gypsy | Members of Gypsy or Traveller communities. Usually used to describe Romany (English) Gypsies originating from India. This term is not acceptable to all Travellers. |
| Gypsies and Travellers (as used in this report) | Consistent with the Housing Act 2004, inclusive of: all Gypsies, Irish Travellers, New Travellers, Show People, Circus People and Gypsies and Travellers in bricks and mortar accommodation. |
| Homes and Communities Agency (HCA) | National housing and regeneration agency. Has been responsible for administering the Gypsy and Traveller Site Grant since 2009/10. |
| Local Plan/Local Development Framework (LDF) | A set of documents which a Local Planning Authority creates to describe their strategy for development and use of land in their area of authority. |

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| Pitch/plot | 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, particularly in relation to Travelling Showpeople. There is no agreed definition as to the size of a pitch. |
| Regional Spatial Strategy (RSS) | Previous planning approach across England. In July 2010 the government announced its decision to revoke RSSs. |
| Settled community/people | Reference to non-Travellers (those who live in houses). |
| Site | An authorised area of land on which Gypsies and Travellers are accommodated in trailers/chalets/vehicles. Can contain one or multiple pitches. |
| Static caravan | Larger caravan than the 'tourer' type. Can be moved but only with the use of a large vehicle. Often referred to simply as a trailer. |
| Stopping place | Locations frequented by Gypsies and Travellers, usually for short periods of time. |
| Suppressed/concealed household | 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. |
| Trailer | Term commonly used by Gypsies and Travellers to refer to a moveable caravan. Both terms are used within this report. |
| Transit site | Site intended for short stays. Such sites are usually permanent, but there is a limit on the length of time residents can stay. |
| Travelling Showpeople | Commonly referred to as Showmen, these are a group of occupational Travellers who work on travelling shows and fairs across the UK and abroad. |
| Unauthorised Development | This refers to a caravan/trailer or group of caravans/trailers on land owned (possibly developed) by Gypsies and Travellers without planning permission. |
| Unauthorised Encampment | Residing in caravans/trailers on private/public land without the landowner's permission (for example, at the side of the road, on a car park or on a piece of undeveloped land). |
| Yard | Term used by Travelling Showpeople to refer to a site. |

Executive summary

The study

1. The Housing Act 2004 placed a duty upon local authorities to produce assessments of accommodation need for Gypsies and Travellers. In 2007, Burnley and Pendle were included in the *Lancashire Sub-Regional Gypsy and Traveller Accommodation and Related Services Assessment*. This assessment provided an overview of the accommodation and related needs and experiences of the Gypsy, Traveller and Travelling Showpeople population across Lancashire.
2. In May 2012 Burnley and Pendle Borough Councils commissioned the Salford Housing & Urban Studies Unit (SHUSU) at the University of Salford to produce a Gypsy, Traveller and Travelling Showpeople Accommodation Assessment. The primary purpose of this assessment was to provide up to date information and data regarding the needs and requirements of the Gypsy, Traveller and Travelling Showpeople communities. This report presents the projection of permanent and transit requirements for the following periods:
 - 2012 – 2016 (0-5 years)
 - 2017 – 2021 (6-10 years)
 - 2022 – 2026 (11-15 years)
3. The assessment was undertaken by conducting a review of the following data sources:
 - Previous assessments of need and information submitted through the previous regional planning process;
 - The policy and guidance context;
 - The bi-annual Caravan Count;
 - Information from the local authorities with regards to pitch provision and supply;
 - Information from key stakeholders; and
 - A survey of 28 Gypsy and Traveller households; 19 in Burnley and 9 in Pendle.
4. From an estimation of the base population in the two study areas a sample of around 61% has been achieved across Burnley and around 50% across Pendle. We believe that the sample is as representative as can be reasonably expected given the relatively hidden nature of the population and the timescale available for the consultation period.
5. The fieldwork took place during a two week period at the beginning of July 2012. The base date used in this assessment is the 2nd July 2012.

Local accommodation provision

6. There is no one source of information about the size of the Gypsy and Traveller population across Burnley and Pendle. Our best estimate is that there are at least 133 individuals or 31 households in Burnley and 79 individuals or 18 households in Pendle. The population was found across a range of accommodation types:
- There is **1 unauthorised development** (land owned by Gypsies and Travellers but developed without planning permission) **within Burnley**. It is estimated that this site currently accommodates approximately 4 permanent pitches/households, with an unknown number of transit pitches.
 - It is estimated that there are at least **24 households living in bricks and mortar accommodation in Burnley** and at least **18 households living in bricks and mortar in Pendle**.
 - There is **1 household living in a trailer in the curtilage of a house** in Burnley.
 - There are no yards for Travelling Showpeople in Burnley and Pendle, and no Travelling Showpeople known to be living in these two boroughs.
 - There are no socially rented or authorised private sites across Burnley and Pendle.
 - There is little to no evidence of significant need for permanent accommodation arising from the presence of unauthorised encampments within the two boroughs.

Characteristics of local Gypsies and Travellers

7. The survey of Gypsies and Travellers identified some of the important characteristics of the local population.
- Household size is significantly larger than in the settled/non-Traveller population at 4 person in Burnley and 4.4 in Pendle.
 - The majority of Gypsies and Travellers in trailers and in housing can be seen to belong, in some way, to the two boroughs. The vast majority of people had lived in Burnley or Pendle for over 10 years. Many of these were born or had strong family links in the two areas.
 - The local population is dominated by Romany Gypsies (64%) with a smaller number of Irish Travellers (28%).
 - There was a mix of households who still travelled and those who no longer travelled.

Accommodation need and supply

8. There are no signs that the growth in the Gypsy and Traveller population will slow significantly at a national level. Indeed, research from the Equalities and Human Rights Commission (EHRC) has indicated that around 6,000 additional pitches for Gypsies and Travellers are immediately required to meet the current shortage of accommodation within England.
9. This study has taken a thorough assessment of the need arising from all accommodation types present at the time of the survey. As such this assessment of need should be regarded as a reasonable and robust assessment of need upon which to base planning decisions going forward. Sites given planning permission or developed through new social provision after 2nd July 2012 contribute to the need requirements detailed in the table below.

Table i: Summary of Gypsy and Traveller accommodation and pitch need (2012-2026)

| | Burnley | Pendle |
|--|---|---|
| | Gypsy and Traveller Pitch Need Total (No. of pitches) | Gypsy and Traveller Pitch Need Total (No. of pitches) |
| Current authorised residential provision (pitches) | 0 | 0 |
| Residential need 2012–2016 (pitches) | 22 | 0 |
| Residential need 2017–2021 (pitches) | 3 | 0 |
| Residential need 2022–2026 (pitches) | 3 | 0 |
| Residential need 2012–2026 (pitches) | 28 | 0 |

10. It is recommended that this assessment of accommodation need is repeated in due course (circa 5 years) to ensure it remains as accurate as possible.
11. Numerical transit requirements have not been provided, although an indication of how provision for short-stay households could be made is detailed in the main report.

1. Introduction

Background and scope

- 1.1 The Housing Act 2004 placed a duty upon local authorities to produce assessments of accommodation need for Gypsies and Travellers. In 2007, Burnley and Pendle were included in the *Lancashire Sub-Regional Gypsy and Traveller Accommodation and Related Services Assessment*.¹ This assessment provided an overview of the accommodation and related needs and experiences of the Gypsy, Traveller and Travelling Showpeople population across Lancashire. Crucially, it identified the accommodation need – in the form of residential pitch shortfall – of the population on an individual local authority level. For Burnley, the assessment identified a need for 5 - 6 pitches over the period 2006-2011, with an additional one pitch required between 2011 and 2016. For Pendle, the assessment identified a need for 2 pitches over the period 2006-2011, with no additional pitches required between 2011 and 2016. A separate report for Travelling Showpeople was also produced, covering the North West.² This report, along with the Lancashire assessment, did not identify any accommodation needs for Travelling Showpeople within Burnley and Pendle.
- 1.2 Planning guidance contained within Circular 01/2006 indicated that the district level requirements identified in Gypsy and Traveller Accommodation Assessments (GTAAs) were to be submitted to the Regional Planning Body (RPB), in this case 4NW, and a 'strategic view' of need taken. The intention was that these figures, once agreed, would be incorporated into the Regional Spatial Strategy which in turn would be adopted by each local authority's Local Development Framework (LDF).
- 1.3 The RSS for the North West was adopted in September 2008. Following adoption of the RSS, 4NW commenced a partial review on those policy areas identified as weaknesses in the adopted RSS. These policy areas included Gypsy and Traveller pitch provision; Travelling Showpeople pitch provision and regional parking standards. During the partial review the pitch requirements that were identified in the GTAAs covering the North West were subject to consultation and a number of subsequent amendments were made. These amendments suggested a certain degree of redistribution of need as well as some uplift in the level of pitch requirements in some areas. The suggested minimum pitch requirements for both Burnley and Pendle were increased to fifteen residential pitches and five pitches for transit use each, based on the view that provision should be redistributed from authorities where a high level of need had been identified to authorities who currently make no pitch provision. The partial review was subject to an Examination in Public (EiP) which was documented in a report published in March 2010.³ This report also outlines the justifications made for the proposed pitch redistribution.

¹ Brown, L., Hunt, L., Steele, A. and Niner, P. (2007) *Lancashire Sub-Regional Gypsy and Traveller Accommodation and Related Services Assessment*, Salford: University of Salford.

² Power, C. with the Showmen's Guild, Lancashire Section (2007) *The Accommodation Situation of Showmen in the Northwest*.

³ North West Plan Partial Review: Examination in Public March 2010, Report of the Panel, online at: http://www.planningportal.gov.uk/uploads/pins/nw_rss_pr_panel_report.pdf

- 1.4 In July 2010 the Secretary of State announced the revocation of Regional Strategies and as a consequence the partial review of the North West Plan was not completed. Local authorities were advised to continue to develop LDF core strategies and, where these had already been adopted, use the adopted Development Plan Documents as the local planning framework.
- 1.5 In early 2012 a revised policy for the planning of Gypsy and Traveller sites was released by CLG replacing previous guidance in this area⁴.
- 1.6 In May 2012 Burnley and Pendle Borough Councils commissioned the Salford Housing & Urban Studies Unit (SHUSU) at the University of Salford to produce a Gypsy, Traveller and Travelling Showpeople Accommodation Assessment. The primary purpose of this assessment was to provide up to date information and data regarding the needs and requirements of the Gypsy, Traveller and Travelling Showpeople communities. This report presents the projection of permanent and transit requirements for the following periods:
- 2012 – 2016 (0-5 years)
 - 2017 – 2021 (6-10 years)
 - 2022 – 2026 (11-15 years)

Research approach

- 1.7 The approach to this assessment involved bringing together various existing data sources with empirical research with the Gypsy, Traveller and Travelling Showpeople communities across the boroughs of Burnley and Pendle. Details about the methodology for the assessment can be found in Appendix 1. The methodology entailed a review of the following data sources:
- Previous assessments of need and information submitted through the previous regional planning process
 - The policy and guidance context
 - The bi-annual Caravan Count
 - Information from the local authorities with regards to pitch provision and supply
 - Information from key stakeholders. These included representatives from:
 - Burnley and Pendle Borough Councils;
 - Calico;
 - Lancashire Police;
 - The Showmen’s Guild of Great Britain; and,
 - Lancashire County Council's Ethnic Minority and Gypsy, Roma and Traveller Achievement service.

⁴ CLG (2012) *Planning for traveller sites*
<http://www.communities.gov.uk/documents/planningandbuilding/pdf/2113371.pdf>.

- Consultations (written and verbal) were undertaken in order to develop a clearer understanding about the context of provision and need within the two areas and to help inform the assessment of need. This information has been incorporated into this report in the appropriate places.
- A survey of Gypsies, Travellers and Travelling Showpeople currently residing in Burnley and Pendle. This has entailed the completion of interviews with **28** households living in trailer-based and bricks and mortar accommodation across the two areas: **19 in Burnley** and **9 in Pendle**. See Appendices for specific details of this sample and the research process.

1.8 The key points to note from the methodological approach adopted is that:

- From the estimation of the base population in the two study areas a sample of around 61% has been achieved across Burnley and a sample of around 50% has been achieved across Pendle. We believe that the sample is as representative as can be reasonably expected given the relatively hidden nature of the population and the timescale available for the consultation period.
- Due to the size of the sample it is reasonable to gross up findings from the survey to the total population of Gypsies, Travellers and Travelling Showpeople in the two areas. See Chapter 9 for a description of how the survey findings have been translated into accommodation need.

Structure of the report

1.9 This report is intended to assist Burnley and Pendle Borough Councils in their formulation of planning policies for the provision of accommodation for the Gypsy, Traveller and Travelling Showpeople communities. It sets out the background and current policy context, identifies the estimated Gypsy, Traveller and Travelling Showpeople population and presents evidence of need arising within the two boroughs.

- **Chapter 2** looks at the past, present and emerging policy context in the area of Gypsy, Traveller and Travelling Showpeople accommodation.
- **Chapter 3** looks at the trends in caravan numbers evident from the bi-annual count of caravans and estimates the size of the local Gypsy and Traveller community.
- **Chapter 4** discusses current authorised provision across the two areas.
- **Chapter 5** looks at the level of planning applications made in Burnley and Pendle, the presence of unauthorised sites and the views of households on unauthorised sites obtained through the survey.
- **Chapter 6** looks at the numbers of Gypsies and Travellers living in bricks and mortar accommodation as well as drawing upon the views of households obtained through the survey.

- **Chapter 7** looks at a range of issues including the movement intentions of the sample, the formation of new households, the concealment of existing ones and the accommodation preferences of the Gypsy and Traveller population.
- **Chapter 8** looks briefly at the issue of Travelling Showpeople.
- **Chapter 9** provides the numerical assessment of accommodation need for Burnley and Pendle.
- **Chapter 10** provides an analysis of the need for transit provision for Burnley and Pendle.
- **Chapter 11** provides concluding comments on the assessment.

1.10 The base date for this assessment is the 2nd July 2012.

2. Policy context

2.1 This chapter looks at the current and past policy context impacting on the assessment of need and the provision of accommodation for Gypsies, Travellers and Travelling Showpeople.

Planning policy 2006-2011

2.2 The main document for detailing planning policy in England over the 2006-2011 period was ODPM Circular 01/2006 *Planning for Gypsy and Traveller Caravan Sites*. This specifies that the aims of legislation and policy were to:

- ensure that Gypsies and Travellers have fair access to suitable accommodation, education, health and welfare provision;
- reduce the number of unauthorised encampments and developments;
- increase significantly the number of Gypsy and Traveller sites in appropriate locations and with planning permission in order to address under-provision by 2011;
- protect the traditional travelling way of life of Gypsies and Travellers;
- underline the importance of assessing accommodation need;
- promote private site provision; and,
- avoid Gypsies and Travellers becoming homeless, where eviction from unauthorised sites occurs and where there is no alternative accommodation.

2.3 The circular directed local authorities to assess needs through Gypsy and Traveller Accommodation Assessments (GTAAs) which should then form part of the evidence base for subsequent Development Plan Documents.

2.4 Travelling Showpeople were the subject of separate planning guidance - CLG Circular 04/07 - which aimed to ensure that the system for pitch assessment, identification and allocation as introduced for Gypsies and Travellers was also applied to Travelling Showpeople.

Regional planning policy

2.5 ODPM Circular 01/2006 made it clear that district level requirements identified in GTAAs were to be submitted to the relevant Regional Planning Body (RPB) – in this case 4NW. The RPB would then, in turn, provide pitch requirements on a district by district basis once a strategic view of needs had been taken through the process of producing the Regional Spatial Strategy (RSS). The broad purpose of the strategic view was to ensure requirements were identified fairly and did not compound existing inequalities of accommodation provision. The intention was that these figures, once agreed, would be incorporated into the RSS, which in turn would be adopted by each local authority's Local Development Framework (LDF).

- 2.6 The RSS for the North West was adopted in September 2008. Following adoption of the RSS, 4NW commenced a partial review on those policy areas identified as weaknesses in the adopted RSS. These policy areas included Gypsy and Traveller pitch provision; Travelling Showpeople pitch provision; and regional parking standards. During the partial review the pitch requirements that were identified in the GTAAs covering the North West were subject to consultation and a number of subsequent amendments were made. These amendments suggested a certain degree of redistribution of provision, as well as some uplift in the level of pitch requirements in some areas. The partial review was subject to an Examination in Public (EiP) which was documented in a report published in March 2010.⁵ This report also outlines the justifications made for the proposed pitch redistribution.
- 2.7 The suggested minimum pitch requirements for both Burnley and Pendle were increased to 15 residential pitches and 5 pitches for transit use each, based on the view that provision should be redistributed from authorities where a high level of need had been identified to authorities who currently make no pitch provision.
- 2.8 In July 2010 the Secretary of State announced the revocation of Regional Strategies and as a consequence the partial review of the North West Plan was not completed. Local authorities were advised to continue to develop LDF Core Strategies and, where these had already been adopted, use the adopted Development Plan Documents as the local planning framework. Specific guidance was provided in July 2010 in the form of a letter from the Chief Planner in order to assist in the determination of provision for Gypsy and Traveller sites.⁶ With respect to the needs of Gypsies and Travellers this guidance stated that:

Local councils are best placed to assess the needs of travellers. The abolition of Regional Strategies means that local authorities will be responsible for determining the right level of site provision, reflecting local need and historic demand, and for bringing forward land in DPDs. They should continue to do this in line with current policy. Gypsy and Traveller Accommodation Assessments (GTAAs) have been undertaken by all local authorities and if local authorities decide to review the levels of provision these assessments will form a good starting point. However, local authorities are not bound by them. We will review relevant regulations and guidance on this matter in due course.

Current planning policy

- 2.9 The government has formulated a new planning framework for England and Wales in the form of the National Planning Policy Framework (NPPF). Among the many significant changes to the planning system the NPPF places greater emphasis of the role communities can play in the planning process. The NPPF also contains a presumption in favour of sustainable development and makes provisions for the protection of the Green Belt.

⁵ North West Plan Partial Review: Examination in Public March 2010, Report of the Panel, online at: http://www.planning-inspectorate.gov.uk/pins/rss/Nw_RSS_PR_Panel_report.pdf

⁶ Quartermain, S. (2010) *Chief Planning Officer Letter: Revocation of Regional Strategies*, online at: <http://www.communities.gov.uk/documents/planningandbuilding/pdf/1631904.pdf>

2.10 The specific planning framework that will be implemented for Gypsy, Traveller and Travelling Showpeople accommodation provision has also been released. This replaces Circulars 01/06 and 04/2007.⁷ This states that:

Planning law requires that applications for planning permission must be determined in accordance with the development plan, unless material considerations indicate otherwise. This policy must be taken into account in the preparation of development plans, and is a material consideration in planning decisions. Local planning authorities preparing plans for and taking decisions on traveller sites should also have regard to the policies in the National Planning Policy Framework so far as relevant.

2.11 The Policy states that the Government's overarching aim is:

to ensure fair and equal treatment for travellers, in a way that facilitates the traditional and nomadic way of life of travellers while respecting the interests of the settled community.

2.12 The Policy outlines the Government's aims in respect of Traveller sites:

- that local planning authorities should make their own assessment of need for the purposes of planning;
- to ensure that local planning authorities, working collaboratively, develop fair and effective strategies to meet need through the identification of land for sites;
- to encourage local planning authorities to plan for sites over a reasonable timescale;
- that plan-making and decision-taking should protect Green Belt from inappropriate development;
- to promote more private traveller site provision while recognising that there will always be those travellers who cannot provide their own sites;
- that plan-making and decision-taking should aim to reduce the number of unauthorised developments and encampments and make enforcement more effective;
- for local planning authorities to ensure that their Local Plan includes fair, realistic and inclusive policies;
- to increase the number of traveller sites in appropriate locations with planning permission, to address under provision and maintain an appropriate level of supply;
- to reduce tensions between settled and traveller communities in plan-making and planning decisions;
- to enable provision of suitable accommodation from which travellers can access education, health, welfare and employment infrastructure; and,

⁷ CLG (2012) *Planning for traveller sites*

<http://www.communities.gov.uk/documents/planningandbuilding/pdf/2113371.pdf>

- for local planning authorities to have due regard to the protection of local amenity and local environment.

2.13 Policy A of 'Planning Policy for Traveller Sites' states that in assembling the evidence base necessary to support their planning approach, local planning authorities should:

- pay particular attention to early and effective community engagement with both settled and traveller communities (including discussing travellers' accommodation needs with travellers themselves, their representative bodies and local support groups);
- co-operate with travellers, their representative bodies and local support groups, other local authorities and relevant interest groups to prepare and maintain an up-to-date understanding of the likely permanent and transit accommodation needs of their areas over the lifespan of their development plan working collaboratively with neighbouring local planning authorities; and
- use a robust evidence base to establish accommodation needs to inform the preparation of local plans and make planning decisions.

2.14 This accommodation assessment is one of the main components in the evidence base required in the preparation of the planning approach for Gypsy, Traveller and Travelling Showpeople accommodation for Burnley and Pendle Borough Councils. It has been developed through engagement with Gypsies, Traveller and Travelling Showpeople in Burnley and Pendle and through discussion with key stakeholders, in accordance with national policy.

Defining Gypsies and Travellers

2.15 Defining Gypsies and Travellers is not straightforward. Different definitions are used for a variety of purposes. At a very broad level the term 'Gypsies and Travellers' is used by non-Gypsies and Travellers to encompass a variety of groups and individuals who have in common a tradition or practice of nomadism. More narrowly both Romany Gypsies and Irish Travellers are recognised minority ethnic groupings.

2.16 At the same time Gypsies and Travellers have been defined for accommodation and planning purposes. The statutory definition of Gypsies and Travellers for Gypsy and Traveller Accommodation Assessments required by the Housing Act 2004 is:

(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).

- 2.17 The new planning policy contains a separate definition for planning purposes which offers a narrower definition and excludes Travelling Showpeople:

Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily or permanently, but excluding members of an organised group of travelling show people or circus people travelling together as such.

- 2.18 This definition focuses more narrowly upon people who either still travel or have ceased to do so as a result of specific issues and can as a consequence demonstrate specific land use requirements.

- 2.19 A separate definition of Travelling Showpeople is provided within the planning policy:

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

- 2.20 The new planning policy document uses the term 'traveller' to refer to both Gypsy and Traveller communities and populations of Travelling Showpeople. This has been used as it is recognised that this definition is "...more pragmatic and wider and enables local planning authorities to understand the possible future accommodation needs of this group and plan strategically to meet those needs".⁸

Housing/accommodation need

- 2.21 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."⁹

- 2.22 In recognising that in many cases these definitions are inappropriate for Gypsies and Travellers, the guidance on producing Gypsy and Traveller Accommodation Assessments¹⁰ refers to 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:¹¹

⁸ CLG (2011) *Planning for traveller sites*, Consultation Paper, April, London: HMSO, online at: <http://www.communities.gov.uk/documents/planningandbuilding/pdf/1886164.pdf>

⁹ ODPM (2006) *Definition of the term 'Gypsies and Travellers' for the purposes of the Housing Act 2004*. Consultation Paper, February, London: HMSO.

¹⁰ GTAA guidance has been used in developing the methodology but variations to the approach have been made to take account of local circumstances, where considered appropriate.

¹¹ CLG (2007) *Gypsy and Traveller Accommodation Needs Assessments – Guidance*, London: HMSO.

- who have no authorised site on which to reside;
- whose existing site accommodation is overcrowded or unsuitable, but who 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.

2.23 In the context of bricks and mortar dwelling households, need may take the form of:

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

2.24 The needs presented in this report reflect both the definition of Gypsies and Travellers as used in the Housing Act 2004, which gives an overall strategic level of accommodation need, and the new planning policy which indicates the proportion of site-based need for operational purposes. It should also be noted that steps have been taken within this report to analyse need in the context of local and historic demand.

2.25 Housing need is assessed at the level of a single family unit or household (broadly a group of people who regularly live and eat together). On Gypsy and Traveller sites, this is assumed to equate to a 'pitch'; in housing, to a separate dwelling.

Defining a pitch

2.26 There is no set definition for what constitutes a Gypsy and Traveller residential pitch. In the same way as in the settled community, Gypsies and Travellers require various accommodation sizes, depending on the number of family members.

2.27 The convention used in this report is that a pitch is the place on a Gypsy and Traveller site accommodating a single family/household. In some cases a single pitch may account for the entire site. The number of caravans that a household uses can be a single unit (trailer, touring caravan, static, chalet, etc.) or more. In order to ensure comparability across accommodation types it is important to determine a convention when translating caravan numbers into pitches/households.

2.28 The convention in the last round of GTAAs, and an approach advocated by CLG guidance, was the use of a national average 1.7 caravan to pitch ratio¹². In this assessment, from a base of seven trailer-based interviewees, a total seven caravans are owned/used; suggesting a one caravan to pitch ratio across the sample. Although, from experience elsewhere, this is a relatively high caravan to pitch ratio it appears to be the accommodation situation for the few trailer based households in the study area. Therefore throughout this assessment a one caravan to pitch ratio is used to determine need as it provides a more locally informed approach.

¹² CLG (2007) *Preparing Regional Spatial Strategy Reviews on Gypsies and Travellers by Regional Planning Bodies*, London: CLG.

Conventions

2.29 Two conventions are followed in this report:

- Percentages in text and tables are rounded to the nearest whole number; this means that they do not always sum to exactly 100.
- 'Quotes' included from Gypsies and Travellers are distinguished by being in italic type and usually inset.

3. The bi-annual Caravan Count and size of the population

3.1 This chapter looks at the Count of Gypsy and Traveller Caravans in order to present what is known about Gypsies and Travellers within Burnley and Pendle. This chapter presents information on the estimated size of the Gypsy and Traveller population.

Caravan numbers and trends from the Caravan Count

3.2 The bi-annual Caravan Count provides a snapshot of the local context in terms of the scale and distribution of caravan numbers across Burnley and Pendle. The Count provides a useful starting point in assessing the current picture and recent trends. Indeed, in the absence of other datasets it is virtually the only source of information on Gypsy and Traveller caravan data. However, there are well documented issues with the robustness of the count.¹³ Such issues include: the ‘snapshot’ nature of the data, the inclusion of caravans and not households, the exclusion of Travelling Showpeople,¹⁴ and the exclusion of Gypsies and Travellers in bricks and mortar accommodation. It should be noted that the analysis contained in this report should be considered a more robust assessment of the current situation with regards to the local population than the Caravan Count.

3.3 Tables 3.1 and 3.2 provide the distribution of caravan numbers for Burnley and Pendle respectively since January 2006. These tables show the following:

- **Burnley** - there have been no caravans recorded on socially rented or private sites over the period, with only a small number of caravans recorded on unauthorised developments (four during July 2006). The number of caravans on unauthorised encampments has increased in more recent years, with eight caravans recorded in the last two counts (July 2011 and January 2012).
- **Pendle** - there have been no caravans recorded on any type of site over the period.

¹³ Niner, P. (2002) *Review of the ODPM Caravan Count*, London: ODPM.

¹⁴ The January 2011 count included a count of Travelling Showpeople caravans for the first time. However, as this is not comparable with previous years and as nil caravans have been identified this is excluded from the tables in this report.

Table 3.1: Caravan numbers across accommodation types within Burnley 2006 - 2012

| Count | Authorised sites (with planning permission) | | | | Unauthorised sites (without planning permission) | | | | Total |
|----------------------|---|----------------------|----------------------|-------------|--|-----------------|--------------------------|-----------------|-------|
| | Socially rented | Private | | | Unauthorised developments | | Unauthorised encampments | | |
| | | Temporary permission | Permanent permission | All private | 'Tolerated' | 'Not tolerated' | 'Tolerated' | 'Not Tolerated' | |
| Jan 12 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 8 | 8 |
| Jul 11 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 8 | 8 |
| Jan 11 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Jul 10 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 5 | 5 |
| Jan 10 ¹⁵ | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Jul 09 | 0 | - | - | 0 | 0 | 0 | 0 | 0 | 0 |
| Jan 09 | 0 | - | - | 0 | 0 | 0 | 0 | 0 | 0 |
| Jul 08 | 0 | - | - | 0 | 0 | 0 | 0 | 0 | 0 |
| Jan 08 | 0 | - | - | 0 | 0 | 0 | 0 | 0 | 0 |
| Jul 07 | 0 | - | - | 0 | 0 | 0 | 0 | 2 | 2 |
| Jan 07 | 0 | - | - | 0 | 0 | 0 | 0 | 0 | 0 |
| Jul 06 | 0 | - | - | 0 | 0 | 4 | 0 | 0 | 4 |
| Jan 06 | 0 | - | - | 0 | 0 | 0 | 0 | 0 | 0 |

Table 3.2: Caravan numbers across accommodation types within Pendle 2006 - 2012

| Count | Authorised sites (with planning permission) | | | | Unauthorised sites (without planning permission) | | | | Total |
|----------------------|---|----------------------|----------------------|-------------|--|-----------------|--------------------------|-----------------|-------|
| | Socially rented | Private | | | Unauthorised developments | | Unauthorised encampments | | |
| | | Temporary permission | Permanent permission | All private | 'Tolerated' | 'Not tolerated' | 'Tolerated' | 'Not Tolerated' | |
| Jan 12 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Jul 11 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Jan 11 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Jul 10 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Jan 10 ¹⁶ | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Jul 09 | 0 | - | - | 0 | 0 | 0 | 0 | 0 | 0 |
| Jan 09 | 0 | - | - | 0 | 0 | 0 | 0 | 0 | 0 |
| Jul 08 | 0 | - | - | 0 | 0 | 0 | 0 | 0 | 0 |
| Jan 08 | 0 | - | - | 0 | 0 | 0 | 0 | 0 | 0 |
| Jul 07 | 0 | - | - | 0 | 0 | 0 | 0 | 0 | 0 |
| Jan 07 | 0 | - | - | 0 | 0 | 0 | 0 | 0 | 0 |
| Jul 06 | 0 | - | - | 0 | 0 | 0 | 0 | 0 | 0 |
| Jan 06 | 0 | - | - | 0 | 0 | 0 | 0 | 0 | 0 |

¹⁵ Please note that data which breaks down private sites into permanent/temporary permission was not available or not required to be collected until this time.

¹⁶ *ibid.*

The size of the local Gypsy and Traveller community

- 3.4 For most minority ethnic communities, presenting data about the size of the community in question is usually relatively straightforward (with the exception of communities which have large numbers of irregular migrants and migrant workers, etc. amongst them). However, for Gypsies, Travellers and Travelling Showpeople, one of the most difficult issues is providing accurate information on the size of the population. As a result, we have used information provided by the local authorities and key stakeholders, together with our survey findings, in order to provide a best estimate as to the size of the local Gypsy and Traveller population at the time of the assessment.
- 3.5 Tables 3.3 and 3.4 present the estimation of the size of the Gypsy, Traveller and Travelling Showpeople population in Burnley and Pendle respectively. Using the best information available we estimate that there are at least 133 individuals or 31 households in Burnley and 79 individuals or 18 households in Pendle.

Table 3.3: Gypsy and Traveller population based in Burnley

| Type of accommodation | Families/households (based on 1 pitch/house = 1 household) | Individuals | Derivation |
|-------------------------------|--|-------------|---|
| Unauthorised developments | 6 | 15 | Based on household information provided by the six households currently on the development |
| Bricks and mortar | 24 ¹⁷ | 115 | Number of families estimated to live in the area multiplied by average household size from the survey (4.8) |
| Trailer in curtilage of house | 1 | 3 | Based on household information provided by this respondent |
| Total | 31 | 133 | |

Table 3.4: Gypsy and Traveller population based in Pendle

| Type of accommodation | Families/households (based on 1 pitch/house = 1 household) | Individuals | Derivation |
|-----------------------|--|-------------|---|
| Bricks and mortar | 18 ¹⁸ | 79 | Number of families estimated to live in the area multiplied by average household size from the survey (4.4) |
| Total | 18 | 79 | |

¹⁷ We did not receive any information regarding the accurate size of the Gypsy and Traveller bricks and mortar-based population. It is generally agreed that there are now more Gypsies and Travellers living in conventional housing in the UK than living on sites or unauthorised encampments. The Commission for Racial Equality's 2006 report *Common Ground: Equality, good race relations and sites for Gypsies and Irish Travellers* suggested that the housed population could be around three times the trailer-based population. The Lancashire County Council's Ethnic Minority and Gypsy, Roma and Traveller Achievement service indicated awareness of a significant (in the region of fifty), but unknown, number of households in bricks and mortar housing. This was supported by feedback from our Community Interviewers who were restricted by the fieldwork time rather than the number of families in the area. As such, they indicated that they had not exhausted interviews with all possible households. However, in order to ensure this assessment is as evidence based as possible, as a conservative estimate, we assume we have interviewed 50% of the actual bricks and mortar-based population.

¹⁸ *ibid.*

4. Authorised social and private sites

- 4.1 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 more specific information on the local Gypsy and Traveller population, the remaining chapters draw upon the information provided by Burnley and Pendle Borough Councils on site provision within the two boroughs as well as information obtained through a survey of Gypsy and Traveller households.

Socially rented sites

- 4.2 There are currently no socially rented sites in the boroughs of Burnley or Pendle. Both authorities also indicated that there were no current plans to provide local authority Gypsy and Traveller sites over the next five years; however, it was noted that this was dependent upon the outcome of this assessment.

Authorised private sites

- 4.3 There are currently no authorised private sites in the boroughs of Burnley or Pendle. However, Burnley Borough Council indicated that they expected the number of private sites to increase over the next five years.

5. Planning and unauthorised sites

- 5.1 The development of unauthorised sites for Gypsies and Travellers can be a major source of tension between Gypsies and Travellers and the settled population. The current planning system is intended to create conditions where there is no need for unauthorised developments because land will be allocated for authorised site development within the Local Plan. This chapter first looks at how neighbouring authorities are approaching the provision of accommodation for Gypsies and Travellers in their planning policies. The chapter then moves on to focus upon instances where there has been the development of Gypsy and Traveller sites without planning permission. The chapter concludes by looking at the presence of unauthorised encampments in the area.

Emerging policies in Local Development Frameworks/Local Plans in surrounding areas

- 5.2 Although the regional focus for delivering accommodation for Gypsies, Travellers and Travelling Showpeople have effectively ceased, the issue of accommodation provision for this group is best understood against a wider context. How neighbouring authorities respond to accommodation need can impact on how need arises within a local authority area. In order to better understand how the accommodation for members of the population is being dealt with in the surrounding areas this assessment has reviewed the ways in which neighbouring local authorities refer to Gypsies, Travellers and Travelling Showpeople in their planning policies. There are a number of local authorities which surround Burnley and Pendle Borough Councils; these are:

- City of Bradford Metropolitan District Council
- Calderdale Metropolitan Borough Council
- Craven District Council
- Hyndburn Borough Council
- Ribble Valley Borough Council
- Rossendale Borough Council

From these authorities only Hyndburn Borough Council and Rossendale Borough Council have adopted Core Strategies. The remaining authorities are advancing through various draft stages (see Table 5.1 below).

Table 5.1: Core Strategies of neighbouring authorities

| Authority | Policy | Reference to Gypsies, Travellers and Travelling Showpeople |
|--|---|---|
| City Of Bradford Metropolitan District Council | Local Development Framework for Bradford, Core Strategy Development Plan Document, Further Engagement Draft, October 2011 | <p>Policy HO12 – Gypsies, Travellers And Travelling Showpeople (p. 196)</p> <p><i>A. The Council will make provision via policies and site allocations to deliver the following number of additional pitches for Gypsies and Travellers and Travelling Showpeople for the period 2008-28:</i></p> <ul style="list-style-type: none"> • 68 pitches for the gypsy and traveller communities; • 20 pitches for travelling showpeople <p><i>B. The Allocations DPD and Shipley & Canal Road AAP will identify sufficient sites to deliver this requirement in sustainable and accessible locations which meet the needs of local communities;</i></p> <p><i>C. All sites which are developed or proposed for allocation for the gypsy and traveller and travelling showpeople communities should be assessed against criteria relating to:</i></p> <ul style="list-style-type: none"> • Safe and appropriate access to the highway network; • Whether they are or can be served by utilities or infrastructure; • Whether they are accessible to services, amenities and public transport; • The avoidance of significant adverse affects on the environment and adjacent land uses; and • Incorporating appropriate design and landscaping standards. <p><i>D. Temporary planning permission may be granted for sites where they would help meet local need ahead of the development of permanent sites and where they would accord with the criteria above.</i></p> |
| Calderdale Metropolitan Borough Council | <p>Core Strategy Issues and Options, January 2011</p> <p>Core Strategy Refined Issues & Options, January 2011</p> | <p>Policy Option 19: Gypsies and travellers (p. 34)</p> <p><i>Potential policy approaches to use in the Core Strategy to help address this issue include:</i></p> <ol style="list-style-type: none"> 1. Consider the need to provide for gypsies and travellers when disposing of Council owned land. 2. Identify other public sector land that may be appropriate. 3. Consider the use of Compulsory Purchase Orders to acquire and appropriate site(s). 4. Identify broad locations within which detailed site boundaries should be established in the Land Allocations and Designations DPD. <p>No reference to Gypsies, Travellers and Travelling Showpeople in this document</p> |
| Craven District Council | Consultation Paper, Core Strategy Development Plan Document, Preferred Option Draft, October – November 2007 | <p>Policy HO 8: Gypsy and Traveller Sites (p. 76)</p> <p><i>1. The Core Strategy will set out a criteria-based policy approach that will be used to determine planning applications for proposed gypsy and traveller sites in accordance with Circular 01/2006. It may require the Allocations DPD to identify sites (informed by sub regional study as evidence).</i></p> |

| | | |
|-------------------------------|---|---|
| Hyndburn Borough Council | The Core Strategy, Adopted January 2012 | <p>Policy H3: Gypsy and Traveller Provision (pp. 46 – 47)</p> <p><i>Adequate provision will be made in the Borough for Gypsies, Travellers and Travelling Showpeople by:</i></p> <ul style="list-style-type: none"> • <i>Protecting the existing site in Altham for the use of Travelling Showpeople;</i> • <i>Protecting existing permanent sites which are authorised for Gypsy and Traveller use;</i> • <i>Identifying land at Sankey House Farm to meet future needs.</i> |
| Ribble Valley Borough Council | <p>Core Strategy Consultation, Regulation 25 report, August 2010, Draft for Consultation</p> <p>Core Strategy 2008 – 2028, A Local Plan for Ribble Valley, Regulation 19 Consultation Draft, April 2012</p> | <p>Key Statement DMH2: Gypsy and Traveller Accommodation (pp. 85 – 86)</p> <p><i>Provision levels will be determined as part of the Core Strategy. Where the principle for the need for proposals is accepted, sites will be approved subject to the following criteria:</i></p> <ol style="list-style-type: none"> 1. <i>The proposal must not conflict with the other policies of this plan/core strategy</i> 2. <i>Proposals must not adversely impact on the character of the landscape or the environment, or any SSSIs or sites of biological importance</i> 3. <i>Proposals should involve the reuse of derelict land where possible and not lead to the loss of the best and most versatile agricultural land</i> 4. <i>Where possible sites should be within a reasonable proximity to services</i> 5. <i>Proposals must have good access</i> <p>Key Statement H4: Gypsy and Traveller Accommodation (p. 54)</p> <p><i>The Council will identify as appropriate, sites to meet the needs of Gypsy and Travellers based upon up to date Gypsy and Traveller Accommodation Needs Assessments</i></p> <p><i>Specific sites to meet identified need will be included within the Housing and Economic Development DPD.</i></p> |
| Rossendale Borough Council | From East to West, Making Rossendale the Best, Core Strategy Development Plan Document: The Way Forward (2011 – 2026), Adopted 8 th November 2011 | <p>Policy 5: Meeting the Needs of Gypsies, Travellers and Travelling Showpeople (pp. 75 – 76)</p> <p><i>Sufficient housing provision must be made to meet the needs of the whole community. It is proposed that:</i></p> <ol style="list-style-type: none"> 1. <i>Up to 5 Permanent pitches and up to 3 transit pitches are provided.</i> 2. <i>The preferred areas of search are Haslingden, Waterfoot, Stacksteads and Bacup.</i> 3. <i>Sites will be located in places that have access to the road network which is acceptable to the Highway Authority, be within reach of schools, shops and other facilities, should have adequate space for business and storage activities on site or nearby and have reasonable access by foot, cycle or public transport.</i> 4. <i>Sites should be located where they are capable of being served by adequate water and waste infrastructure services.</i> 5. <i>All sites should be well landscaped, be close to “green infrastructure” networks and take into account impact on local residents including noise and light pollution.</i> |

Planning applications

- 5.3 Burnley Borough Council has received two planning applications since 2006. Both of these were received in 2010 and related to the same piece of land. The applications related to a small site (i.e. for two or three caravans). Both applications were refused. The reasons for refusals related to access to the site, which was deemed unsafe. It was unclear as to whether this site had potentially been an unauthorised development. Consultation with Burnley Council suggested that the family did not move onto this site, or may have moved on for a short time, but have since moved off. Consultation with Lancashire County Council's Ethnic Minority and Gypsy, Roma and Traveller Achievement service suggested that the family had definitely moved onto the site.
- 5.4 Pendle Borough Council had not received any planning applications for the development of Gypsy and Traveller sites since 2006. Furthermore, they indicated that based on current trends they did not expect the number of private sites to increase over the next five years.

Unauthorised development of Gypsy and Traveller sites

- 5.5 Burnley Borough Council indicated that there was currently one unauthorised development within the borough. This development has existing permission for a chalet – this permission appears to relate to its previous use as a poultry farm. It was suggested that since the family moved on, the site has extended substantially, including the addition of a hard standing and some sheds; however, there is currently no planning application from the site owner. Consultation with officers from Burnley Council indicated that the number of pitches on this site was currently unknown, as was the number of households living on the site. They reported that the site owner had indicated that it was extended family only staying on the site. The interviews carried out with households on this site suggest that at the time of the assessment, it was occupied by family members; however, there was a suggestion in one of the interviews that friends also sometimes visited the site (see findings section below). In more recent years, the Council had experienced an increasing number of complaints from local residents in relation to traffic coming to and from the site. Representatives from the Council suggested that within the next few months they wanted to be able to get a better understanding of the situation on the site and how to approach the development. It was suggested that in its current condition it would not be suitable due to limited access (poor access was reiterated by the Community Interviewers who visited the site); however, it was suggested that if access issues were addressed it may be an acceptable site.
- 5.6 Pendle Borough Council indicated that there were currently no unauthorised developments within the borough.

Unauthorised developments residents: findings

- 5.7 As highlighted above, at the time of the assessment, there was one unauthorised development, which was located in Burnley. The Community Interviewers indicated that – during the fieldwork period – there were six households on the site and six

interviews were carried out. There appeared to be confusion over the status of the site, with all respondents indicating that the site was authorised with permanent planning permission. This is contrary to the information provided by Burnley Council, who had recorded the site as an unauthorised development (see above). It was evident from the interviews that the site was used as residential for four households, with the capacity to host visitors - the number of which was unknown, although there were two households visiting at the time of the interviews (see below).

5.8 With regards to the main reason for moving to the development, three respondents said that they had moved with or to be near family, two respondents had moved there because the land was available, and one respondent had moved to the site because there was work available in the area.

5.9 All of the households that were interviewed indicated that they had a single trailer and all said that this gave them enough space.

5.10 Four households indicated that visitors came to stay with them for short periods. All of the respondents indicated that hosting visitors was not a problem on the site. When asked to elaborate on who visits the site and how long they stay, the following responses were given:

“Anyone we know who we consider friends or family. Mainly just one trailer and motor, some people just come with campers for only a short period”

“Daughters/sons, one trailer and one motor, two kids - sometimes they stay for a couple of weeks sometimes a few months”

“Family – brothers and sisters – one or two trailers and one or two motors and their children”

“My grandchildren pull on for six to eight weeks and my son, they have one or two trailers each and sometimes other travellers pull on too”

5.11 Four respondents indicated that they had lived in the area (i.e. Burnley) for ten years or more; one respondent had lived in the area between three and five years; and one respondent had lived in the area for less than twelve months. Although a number of reasons were cited for living in the Burnley area, the majority of respondents (three/50%) made reference to family connections in the area. The remaining respondents made reference to being born in the area or work being available in the area.

5.12 With regards to length of time living on the site, four respondents had lived on the site for ten years or more and did not have a base elsewhere. One respondent said they travelled once a year, while the remaining three respondents indicated that they never travelled or left the site. The reasons given for no longer travelling related to older age, health and schooling.

- 5.13 Two respondents had been on the site for less than twelve months. These two respondents indicated that they were temporary visitors to the site who had a base elsewhere in the UK and were visiting family on the site for a few weeks. One of these respondents indicated that they travelled every month, while the other indicated that they travelled a few times a year.
- 5.14 With regards to the four long-term households on the site, three indicated that they never travel. When asked to elaborate on why they did not travel, one indicated that it was due to health, one indicated that it was due to educational needs and older age, while one gave the following reason:

“We like it here and we are settled now, and our friends and family can come back here”

- 5.15 One of the long-term households indicated that they travelled a few times a year “to keep up the tradition of travelling”. The three main places they liked to go were to visit friends in Cheshire West and Chester; Appleby Fair; and Dorset (for another fair). They had travelled in the last twelve months. When travelling they primarily stayed on the roadside (i.e. unauthorised encampments), at caravan parks (i.e. holiday parks) or with family on private sites.

Other forms of trailer-based accommodation: findings

- 5.16 In addition to the unauthorised development in Burnley, there was also a household living in a trailer within the curtilage of a house (i.e. in the garden). The Community Interviewers indicated that the respondent had suggested that Burnley Council were aware of this household; however, the household was not referred to in the stakeholder consultation or the secondary data provided by the Council.
- 5.17 This respondent indicated that they did not have enough space in their current accommodation and felt that they required a larger site to live on. They indicated that their current situation had arisen due to a lack of sites. They had family in the area – including parents in the house – and indicated that they were born in Burnley. They had been accommodated in the garden of this house for between one and three years; prior to which they had been living on unauthorised encampments in Burnley, Blackburn and Bolton. They did not have a base elsewhere.
- 5.18 They had travelled in the last twelve months and indicated that they travel a few times a year. The main places they liked to go were anywhere within the Burnley area, Blackburn and Bolton. The main reason for travelling was for work opportunities; however, they also indicated that they travelled to visit relatives. When travelling they primarily stayed on the roadside (i.e. unauthorised encampments) or with family on private sites.

Unauthorised encampments

- 5.19 The presence and incidence of unauthorised encampments is often a significant issue that impacts upon local authorities, landowners, Gypsies and Travellers and the settled population. Due to the nature of unauthorised encampments (i.e.

unpredictability, seasonal fluctuations, etc.), it is often very difficult to grasp a comprehensive picture of need for residential and/or transit accommodation without considering a range of interconnected issues. However, as seen in Chapter 3 the level of encampments has been recorded as nil in Pendle over the last five years, with only a small number recorded for Burnley over the same period. During the fieldwork for this assessment we only received notification of one unauthorised encampment (within Burnley). Unfortunately, the people on the encampment did not want to take part in the assessment. The timescale available for this assessment also needs to be taken into consideration, which allowed a two week period for undertaking the fieldwork with Gypsy and Traveller communities.

- 5.20 Burnley Borough Council indicated that they kept a log of all known unauthorised encampments in the borough. The records indicated that there had been eighteen separate encampments during 2009 – 2012. The following encampments were recorded during 2011.

Table 5.2: Unauthorised encampments Burnley 1st January 2011 – 31st December 2011

| Camp | Location | Number of caravans involved | Duration of encampment (weeks) | Indication of action taken |
|------|----------------------------------|-----------------------------|--------------------------------|----------------------------|
| 1 | NW65 | 3 | 2 weeks | They vacated |
| 2 | Prairie Playing Fields | 4 | 1 week 1 day | Possession Order |
| 3 | Car Park off Queen Victoria Road | 6 | 1 week 1 day | Possession Order |
| 4 | Towneley all weather pitch | 6 | 3 weeks 1 day | Possession Order |
| 5 | Hargher Rec | 7 | 1 week 3 days | Possession Order |
| 6 | Caledonia Mill car park | 7 - 9 | 2 weeks | Possession Order |
| 7 | Stoneyholme Rec | 7 - 9 | 1 week 2 days | Possession Order |

- 5.21 The average size of encampment in Burnley consisted of six caravans/trailers and the average duration that encampments lasted was twelve days. Burnley Borough Council indicated that of the encampments listed above, number two to seven related to the same group of people moving around the borough.
- 5.22 There were reportedly more encampments in Burnley during the summer, with June to September being indicated as the time when encampments arise. It was suggested that households on unauthorised encampments were a mix between those 'local' to the area or sub-region and those 'in transit'. It was reported that the encampments tend to occur on the same sites; however, information provided by the council indicated that the number of encampments had reportedly decreased in recent years. It was expected that the number of encampments would decrease over the next five years.

- 5.23 Consultation with one officer from Burnley Council raised concerns that they currently did not have enough information about the needs of those households who stayed on unauthorised encampments (i.e. the need for transit or permanent provision). While it was hoped that this assessment would be able to provide information on this issue, they – along with the research team – were conscious that the fieldwork period available may not provide the information required. As highlighted above, only one encampment occurred during the fieldwork period and these households did not want to take part in the assessment.
- 5.24 Pendle Borough Council indicated that they did not keep a log of known unauthorised encampments in the borough. While it was suggested that there had been no encampments since 2009, consultation with individual officers within the Council suggested that there had been an unauthorised encampment in the borough towards the end of 2011. However, there was no other information available on this encampment and it was believed that had only remained in the borough for a short period of time, possibly having been removed from a neighbouring authority. It was expected that there would be no change in the number of encampments occurring in the borough over the next five years.
- 5.25 Pendle Borough Council does not have a written policy for managing unauthorised encampments; however, it was indicated that the Property Services have a basic procedure for dealing with reported encampments, working in collaboration with the Police. Consultation with Pendle Council suggested they had a ‘proactive approach’ with regards to removing encampments from the borough. It was indicated that they would approach encampments and discuss with them the need to move somewhere more suitable. They indicated that on the whole, the households would move on without the need for enforcement action. If they were informed of an encampment on private land, they would inform the owner – if known – so they could take action. If the land owner was unknown, the Council would inform the Police.
- 5.26 Consultation with Lancashire Police indicated that unauthorised encampments did occur ‘quite often’, although it was suggested that they were more common in Burnley and Rossendale (a neighbouring authority) than Pendle. However, they were aware of a particular industrial estate in Nelson (in Pendle) which had experienced encampments in the past. It was suggested that encampments tended to occur in the same locations and sometimes were the same families moving from one location to another, which resulted in ‘chasing people around’ and multiple enforcement proceedings on the same group. It was also suggested that some encampments occurred as a result of families visiting Gypsies and Travellers resident in neighbouring authorities. The Police representative indicated that they were currently undertaking a mapping exercise in relation to unauthorised encampments to identify if they were the same groups of people, where they were from, etc. as they felt there was currently no coordinated approach to the issue.
- 5.27 Consultation with Lancashire County Council's Ethnic Minority and Gypsy, Roma and Traveller Achievement service suggested that there were a number of unauthorised encampments each year, particularly during Appleby Fair. Like the Police, they referred to the issue of the same families moving around the area, including an example of one family that had been responsible for seven separate encampments in Burnley.

6. Gypsies and Travellers in social and private bricks and mortar accommodation

6.1 Nationally, it is recognised that the numbers of Gypsies and Travellers currently accommodated within bricks and mortar accommodation are unknown, but potentially large. Indeed, the Commission for Racial Equality's 2006 report, *Common Ground: Equality, good race relations and sites for Gypsies and Irish Travellers*, suggested that the housed population was around three times the number of trailer-based populations, while the CLG guidance on producing GTAAs suggested the housed population to be more than half of the total population¹⁹. However, it is widely acknowledged that there is very little secondary data available on the number of Gypsies and Travellers in bricks and mortar accommodation. Numbers can only be estimated, as Gypsies and Travellers are not counted as a separate group by most data sources²⁰. Where they are included separately, Gypsies and Travellers may sometimes be reluctant to identify themselves for fear of reprisals²¹. Movement to and from housing is a major concern for the strategic approach, policies and working practices of local authorities in relation to the provision of new accommodation for Gypsy and Traveller communities.

Estimating the size of Gypsy and Traveller population in bricks and mortar housing

- 6.2 None of the stakeholders that were consulted nor members of the local Gypsy and Traveller communities in the two boroughs were able to accurately estimate the size of the Gypsy and Traveller population in bricks and mortar accommodation.
- 6.3 As highlighted above, the Commission for Racial Equality suggest that the housed population is around three times the number of trailer-based populations. However, as the number of trailer-based households across the two boroughs is low, this multiplier is unhelpful in the context of this assessment. Consequently, a number of other sources are pursued in order to provide some indication as to the population in bricks and mortar accommodation.
- 6.4 Burnley Borough Council indicated the following:
- There were currently 14 applicants who ascribed as being a 'Gypsy or Traveller' registered with the East Lancashire Choice-based Lettings system; however, none of these stated an interest in being housed in Burnley;
 - There were no households re-housed who ascribed as being a 'Gypsy or Traveller' during 2011; and
 - There were no homelessness applications ascribed as being a 'Gypsy or Traveller' over the last 12 months.

¹⁹ CLG (2007) *Gypsy and Traveller Accommodation Needs Assessments – Guidance*, London: HMSO.

²⁰ Shelter (2008) *Good practice guide: Working with housed Gypsies and Travellers*, London: Shelter.

²¹ CLG (2007) *Gypsy and Traveller Accommodation Needs Assessments – Guidance*, London: HMSO.

- 6.5 Pendle Borough Council indicated the following:
- There were currently no applicants who ascribed as being a 'Gypsy or Traveller' registered for the Pendle area;
 - There were no households re-housed who ascribed as being a 'Gypsy or Traveller' during 2011; and
 - There were no homelessness applications ascribed as being a 'Gypsy or Traveller' over the last 12 months.
- 6.6 In order to engage with households in bricks and mortar accommodation the Community Interviewers deployed three main strategies. They utilised their own extensive social networks in order to find people who lived in houses in the two boroughs; they asked people who they had interviewed in trailer-based accommodation if they knew of people in houses and if they would be happy to pass on their details; and they utilised snowball sampling where one respondent in housing recommended engaging with similar households. Engaging with households in bricks and mortar accommodation appeared unproblematic and more interviews could have been possible given more time. This leads us to assume that the households we interviewed constitute only a proportion of the entire population in bricks and mortar housing. Indeed, consultation with Lancashire County Council's Ethnic Minority and Gypsy, Roma and Traveller Achievement service indicated awareness of a potentially large, but unknown, number of families living in bricks and mortar in both Burnley and Pendle (with a suggestion that there could be around fifty families in each area).
- 6.7 As a pragmatic working assumption, which allows for a reasonable consideration of need arising from households in bricks and mortar, we assume we have interviewed 50% of the actual bricks and mortar-based population. Therefore, by doubling the number of interviews attained, we posit that there are at least twenty four households living in bricks and mortar in Burnley and at least eighteen households in Pendle²².
- 6.8 It should be noted that we believe that this may be an understatement of the actual housed population, but it is based on the best information available at the time of the assessment. A more accurate estimation of the numbers of Gypsies, Travellers and Travelling Showpeople in houses will only be possible when a number of issues are resolved:
- Monitoring forms allow for the ethnic groups as options
 - The data from the Census 2011 is released
 - Gypsies, Travellers and Travelling Showpeople feel able to disclose their ethnic group in monitoring forms
 - Gypsies, Travellers and Travelling Showpeople feel able to disclose their ethnic group to the wider community.

²² This figure should be revised should further information become available at a later date.

With reference to the latter issue, for example, we received some enlightening comments in some of our interviews:

“Me and my brother have lived around here in houses, but no one really knows we are Gypsies because we never said. It’s easier for work and it’s better for our children in the schools that they don’t get picked on, and we would like to keep it that way” (respondent living in Pendle)

“Not many people round here know we are Gypsies. I don’t want my children being bullied because of who we are...I’m proud of who I am but it’s just easier if the [settled community] don’t know” (respondent living in Pendle)

6.9 Until some of the above issues are resolved, estimates based on the informal knowledge of stakeholders and the experiences of fieldworkers, such as those in this study, will be the only and best source of evidence. It is recommended that the issue of housed Gypsies and Travellers is revisited in more detail in future studies of this type.

Living in bricks and mortar housing: findings

6.10 A total of twenty-one respondents were consulted with who were living in bricks and mortar accommodation (75% of the sample as a whole): twelve in Burnley and nine in Pendle. Table 6.1 below shows the breakdown by tenure. As can be seen, 67% of respondents indicated that they were living in socially rented accommodation, with smaller numbers of owner occupiers and those living in private rented accommodation.

Table 6.1: Tenure of bricks and mortar respondents

| Tenure | All | | Burnley | | Pendle | |
|--|-----------|------------|-----------|------------|----------|------------|
| | No | % | No | % | No | % |
| Rented from local authority or social landlord | 14 | 67 | 8 | 67 | 6 | 67 |
| Owner occupation | 4 | 19 | 2 | 17 | 2 | 22 |
| Rented from private landlord | 3 | 14 | 2 | 17 | 1 | 11 |
| Total | 21 | 100 | 12 | 100 | 9 | 100 |

6.11 In terms of the size of the dwelling, the majority of respondents (nineteen/90%) had three bedrooms, with all the respondents in Pendle indicating this accommodation size. Only one respondent indicated that they had four or more bedrooms – this household was living in socially rented accommodation.

6.12 In Burnley, seven households (58%) in bricks and mortar accommodation owned trailers; six of these had one trailer while one respondent had two trailers. All six respondents indicated that their trailers were mainly used for storage and occasional use.

6.13 In Pendle, six households (67%) in bricks and mortar accommodation owned trailers. All of these respondents indicated that they had one trailer, which were used mainly for storage and occasional use.

6.14 Three quarters of the households had lived in their accommodation for a significant period of time: 52% for ten years or more and 24% for between five and ten years. The percentage of people living in bricks and mortar accommodation longer term was higher across the Pendle respondents, with 89% living in bricks and mortar for more than five years, the majority of which had been in their house for more than ten years. Only one household had been in the house for less than three months (see Table 6.2).

Table 6.2: Length of time living in the house

| Length of time | All | | Burnley | | Pendle | |
|--------------------|-----------|------------|-----------|------------|----------|------------|
| | No | % | No | % | No | % |
| 10 years or more | 11 | 52 | 5 | 42 | 6 | 67 |
| Between 5-10 years | 5 | 24 | 3 | 25 | 2 | 22 |
| Between 3-5 years | - | - | - | - | - | - |
| Between 1 -3 years | 4 | 19 | 3 | 25 | 1 | 11 |
| Between 1-3 months | 1 | 5 | 1 | 8 | - | - |
| Total | 21 | 100 | 12 | 100 | 9 | 100 |

6.15 There were a range of reasons given for why people moved into bricks and mortar accommodation. Tables 6.3 and 6.4 below provide information on the reasons given, but also provide contextual information in relation to the reason they live in Burnley and Pendle; the type of accommodation and location they moved from prior to living in bricks and mortar; and the reasons for leaving their previous accommodation.

Table 6.3: Main reason for living in bricks and mortar (Burnley)

| Main reason | Number | Comments |
|-----------------------------|--------|--|
| Lack of sites | 5 | HH1. Living in house and in the area for 1 – 3 yrs, previously lived on a private site in Hyndburn. HH2. Living in house all adult life, has family in the area. HH3. Living in house 5 – 10 yrs, living in the area 10 yrs+, family living in the area, previously living on an unauthorised encampment in Burnley. HH4. Living in house for 1 – 3 yrs, living in area for 10 yrs+, has family living in area, previously living on an unauthorised encampment in Burnley. HH5. Living in house for 1 – 3 months, living in area for 6 – 12 months, has family in the area, previously living on Council site in Tyne and Wear. |
| There was a vacancy | 2 | HH6. Living in house for 1 – 3 years, have family living in the area, lived in the area for 10 yrs+, previously lived on transit site in South West of England. HH7. Living in house and in the area for 5 – 10 yrs, previously living on an unauthorised encampment in Burnley. |
| Own or family member health | 2 | HH8. Living in house for 10 yrs+, born/raised in the area, previously living on a transit site within Blackburn with Darwen. HH9. Living in house for 10 yrs+, born/raised in area, previously lived on transit site in South Yorkshire. |
| Was available to buy | 1 | HH10. Living in house and area for 10 yrs+, previously living on transit site in Cheshire West and Chester. |

| | | |
|---------------------------|---|--|
| To be near family/friends | 1 | HH11. Living in house for 5 – 10 years, born/raised in area, previously living on an unauthorised encampment in Burnley. |
| To be with partner | 1 | HH12. Living in house for 10 yrs+, born/raised in the area, previously living in a house in Pendle. |

Table 6.4: Main reason for living in bricks and mortar (Pendle)

| Main reason | Number | Comments |
|---------------------------------|--------|---|
| Lack of sites | 3 | HH1. Living in house and area 10yrs+, previously living on an unauthorised encampment in Burnley. HH2. Living in house 5 – 10yrs, born/raised in area, previously living on unauthorised encampments in Burnley and Pendle. HH3. Living in house 10yrs+, born/raised in area, previously living on an unauthorised encampment in Burnley. |
| To be near family/friends | 2 | HH4. Living in house and area for 10yrs+, living in area due to availability of work, previously living on transit site in Hyndburn. HH5. Living in house and area for 10yrs+, previously living on an unauthorised encampment in Burnley. |
| Evicted from last accommodation | 1 | HH6. Living in house and area for 10yrs+, living in the area due to lack of sites, has family in the area, previously living on unauthorised development in West Yorkshire. |
| Was available to buy | 1 | HH7. Living in house and area for 5 – 10yrs, has family in the area, previously lived on private site in Cheshire West and Chester, but also unauthorised encampments in Burnley and Hyndburn. |
| Children's schooling/education | 1 | HH8. Living in house all adult life, living in area due to children's education/schooling |
| There was a vacancy | 1 | HH9. Living in house 1 – 3yrs, living in area 3 – 5 yrs, previously living on an unauthorised encampment in Burnley. |

Travelling experiences of bricks and mortar residents

- 6.16 Of the twelve respondents interviewed in Burnley, eight indicated that they never travel. Three respondents indicated that this was due to educational or health needs. Two respondents said that it was because there were no sites to stop on. The remaining three respondents made reference to individual reasons; for example, one respondent was married to a non-Traveller and had settled because of that. One respondent had separated from their partner and was unable to drive. The remaining respondent indicated that, while they did not travel anymore, they sometimes moved if they wanted *“a break from being in a house”*.
- 6.17 With regards to the four respondents who did travel, three indicated that they travelled a few times a year. They made reference to visiting a range of places, with no particular geographical area being common amongst the respondents. For example, people made reference to: North Yorkshire; South Yorkshire; Cambridgeshire; Essex; County Durham; and Cumbria. All three had travelled in the last twelve months: one to attend a fair; one to visit relatives; and one for work

opportunities. One respondent stayed with relatives on private sites when travelling; one respondent stayed with relatives on private sites or on transit sites; and one respondent stayed on transit sites, caravan parks or on the roadside (i.e. unauthorised encampments).

- 6.18 One of the respondents interviewed in bricks and mortar in Burnley indicated that they travelled once a year, when it was the school holiday. They indicated that they went to any seaside town and stayed on caravan parks. They had travelled in the last twelve months.
- 6.19 Of the nine respondents interviewed in Pendle, five indicated that they no longer travel. Two respondents said that this was because of educational needs; one respondent said they had stopped travelling about three years ago as they were *“doing up this house”*; and the remaining two respondents did not elaborate on why they did not travel.
- 6.20 The four remaining bricks and mortar respondents in Pendle indicated that they travelled once a year. Similar to the respondents in Burnley, they made reference to visiting a range of different places, with no particular geographical area being common amongst the respondents. For example people made reference to: Ireland; Wales; Cumbria; Devon; Greater Manchester; Surrey; and *“any seaside town”*. Two respondents had not travelled in the last twelve months, although one of these said they would be travelling later in the year. Two respondents had travelled in the last twelve months; one had visit relatives on a private site and one had travelled for a holiday and stayed on a caravan park.

Bricks and mortar experiences of trailer-based respondents

- 6.21 None of the households who were living on the unauthorised development in Burnley had ever lived in a house. The respondent who was living in a caravan in their parent’s garden indicated that they had lived in a house at some point during their life. This was a socially rented house in Burnley and they had moved into the house with their parents. They rated the experience of living in a house as good; however, they had left the house to get married/live with their partner. They made the following comments in relation to Gypsies and Travellers moving into bricks and mortar:

“There are a lot of Gypsies moving into houses because there is nowhere for them to go anymore, they get moved on all the time when on the roadside. There is a great need for a site to be built around Burnley and Pendle, [either a] council site or allow us to stay on land we buy”

7. Future accommodation, household formation and accommodation affordability

7.1 This chapter looks at a range of issues including the movement intentions of the sample, the formation of new households and concealment of existing ones and the accommodation intentions of the Gypsy and Traveller population. These factors are key drivers in the assessment of accommodation need within the two boroughs. The findings from the survey are presented here and how this then translates into ‘need’ is discussed in Chapter 9.

Future accommodation intentions

Burnley

7.2 Table 7.1 shows the movement intentions of the households interviewed in Burnley.

Table 7.1: Movement intentions (Burnley)

| Intention | All | | Current accommodation | | | | | |
|-----------------------------|-----------|------------|--------------------------|------------|-------------------|------------|-------------------|------------|
| | | | Unauthorised development | | Bricks and mortar | | Caravan in garden | |
| | No | % | No | % | No | % | No | % |
| Immediate move | 1 | 5 | - | - | 1 | 8 | - | - |
| Move in the next 12 months | - | - | - | - | - | - | - | - |
| Move in the next 1-2 years | 1 | 5 | - | - | 1 | 8 | - | - |
| Move in the next 2-5 years | - | - | - | - | - | - | - | - |
| Move in the next 5-10 years | - | - | - | - | - | - | - | - |
| Stay indefinitely | 9 | 47 | 3 | 50 | 6 | 50 | - | - |
| Other | 8 | 42 | 3 | 50 | 4 | 33 | 1 | 100 |
| Total | 19 | 100 | 6 | 100 | 12 | 100 | 1 | 100 |

7.3 The respondent who indicated that they would like to move immediately indicated that they needed to move for children’s schooling/education; to be nearer to family/friends; due to overcrowded living conditions in the house; and to move to a vacant pitch on a preferred site. The latter reason was selected as the most important reason for needing to move. They intended to stay in the Burnley area and indicated that they needed to be in the Burnley/Pendle area to be near family who could assist with their children. Their preference was to live on a permanent Council owned site. They indicated that there was currently no accommodation for them to move to.

7.4 The respondent who indicated that they would like to move in the next one to two years indicated that they needed to move to a vacant pitch on a preferred site; to travel; and for no particular reason. To travel was selected as the most important reason. They indicated that they were looking for a private site (owned by someone else) within Burnley/Pendle so they could remain near their family. They indicated that there was currently no accommodation for them to move to.

7.5 As can be seen from Table 7.1, eight respondents indicated 'other'. Three respondents - all currently on the unauthorised development - made reference to individual reasons, as follows:

"I'll move when the work runs out and if [my family member] is OK"

"We move when we want to"

"I came back here about four to six months ago to have my baby and be with my mum. I'll be moving again in a few weeks"

The remaining five respondents indicated that they would move out of their current accommodation if there was a site available in the area (this included four people in bricks and mortar and the person who was staying in a caravan in a garden). All five respondents indicated an intention to stay in the area as well as a need to live in the Burnley/Pendle area to be near family living in the area. Four of the five respondents indicated a preference to live on a permanent Council site; one respondent indicated a preference to live on their own site with planning permission.

Pendle

7.6 Table 7.2 shows the movement intentions of the households interviewed in Pendle. As can be seen, all respondents indicated that they were going to stay in their current accommodation (bricks and mortar) indefinitely.

Table 7.2: Movement intentions (Pendle)

| Intention | Bricks and mortar | |
|-----------------------------|-------------------|------------|
| | No | % |
| Immediate move | - | - |
| Move in the next 12 months | - | - |
| Move in the next 1-2 years | - | - |
| Move in the next 2-5 years | - | - |
| Move in the next 5-10 years | - | - |
| Stay indefinitely | 9 | 100 |
| Other | - | - |
| Total | 9 | 100 |

7.7 However, one respondent in Pendle made the following comment in relation to living in bricks and mortar accommodation indicating a potential level of suppressed need for pitches in the borough:

"We wouldn't have moved into a house if there had been a site in this area. It is really difficult to get stopping anywhere around here now. We needed to settle down in one place for our children to learn to read and write"

Household concealment

Burnley

- 7.8 Only one of the Burnley respondents reported concealed households (i.e. separate households currently in need of accommodation and living with them). This respondent was household seven in Table 6.3 above. They were also one of the respondents referred to in paragraph 7.5 above who were currently living in housing but would move out if a site was available. With regards to the concealed households, this respondent made reference to having two grown up daughters (in their 20s) who required their own separate accommodation. They were expected to live within the same local area (i.e. Burnley) and it was indicated that they needed site-based accommodation on a Council site.

Pendle

- 7.9 None of the Pendle respondents reported concealed households (i.e. separate households currently in need of accommodation and living with them).

Household formation

Burnley

- 7.10 Respondents were also asked whether there were people living with them who were likely to need their own separate accommodation in the next five years (i.e. by 2017). Fourteen respondents said no, while the remaining five respondents said they did not know. However, the respondents who said that they did not know all had children within the 11 – 16 and 17 – 24 age range.

Pendle

- 7.11 None of the Pendle respondents reported that there were people living with them who were likely to need their own separate accommodation in the next five years (i.e. by 2017).

Accommodation affordability

Burnley

- 7.12 In order to explore issues of accommodation affordability we asked respondents if they could afford to purchase any of the following: a pitch on a private site with planning permission; pitch on a private site without planning permission; land to be developed into a site.
- 7.13 Of the twelve people living in bricks and mortar accommodation, eight said they could not afford to purchase land for a site or a pitch on a site. One respondent indicated that they could afford to purchase all three of the options outlined in

paragraph 7.12. The remaining three respondents indicated that the issue was not relevant to them: one said that they did not intend to move, but if they did it would be to another house; while two respondents said that it was not relevant because there were no sites available. One of these respondents made the following comments:

“If you find land around here, you never get planning permission. That’s why we all go into houses”

- 7.14 With regards to the six respondents on the unauthorised development, three respondents indicated the issue was not relevant to them. Two of these said that they already had their current site, while one said they did not intend to move. With regards to the remaining three respondents on the site, two said they could not afford to purchase land or a pitch, while one respondent indicated that they could afford all three options outlined in paragraph 7.12.
- 7.15 With regards to the household living in a trailer in the curtilage of a house, they indicated that they could not afford to purchase land or a pitch.
- 7.16 Respondents were also asked how much they paid per month in rent or mortgage for their current accommodation. The six respondents on the unauthorised development did not pay rent or a mortgage. Three respondents indicated that they would prefer not to say. Of the remaining ten respondents, eight were paying £256 – £385; one was paying £386 – £515 (renting from a private landlord); and one respondent did not know (they were currently living in socially rented accommodation).

Pendle

- 7.17 Of the nine respondents interviewed in Pendle, eight indicated that they could not afford to purchase land or a pitch. One respondent indicated that the issue was not relevant to them as they were going to stay in their current accommodation.
- 7.18 With regards to how much respondents pay per month for their rent / mortgage, four respondents were paying £256 – £385; three respondents were paying £516 – £645 (two were owner occupiers and one was living in private rented accommodation); one respondent paid £386 – £515; one respondent indicated that they did not know (they were currently living in socially rented accommodation).

Note about affordability

- 7.19 It is worth noting that a diversity of socio-economic situations is present amongst the Gypsy and Traveller communities, from the moderately wealthy to very poor families. Although obtaining empirical evidence on the economic circumstances of Gypsies and Travellers is very difficult it is well established that Gypsies and Travellers are amongst the most culturally, socially, physically and financially excluded in society. A number of families will always be able to afford to purchase or rent pitches at market rates. However, in line with the rest of society, other sections of the communities will

be excluded from accommodation provided at market rates and will require additional support to access safe and secure accommodation in line with their cultural needs. The absence of a range of tenure to address this diversity of socio-economic circumstances may lead to a perpetuation and possible increase in hidden homelessness.

8. Travelling Showpeople

- 8.1 Travelling Showpeople occupy an unusual position in planning terms and a separate planning Circular, detailing the particular planning needs of Travelling Showpeople, was produced: Circular 04/07. As well as detailing the requirements for pitch identification and allocation for Travelling Showpeople, Circular 04/07 also required that the accommodation needs of Travelling Showpeople were included within the assessments of Gypsy and Traveller accommodation needs. Circular 04/07 has been replaced by the new planning policy²³. However, it is clear that the accommodation needs of Travelling Showpeople should be included within the assessments of accommodation need for 'travellers' within this new framework.
- 8.2 Information provided by Burnley and Pendle Borough Councils indicates that there are no Travelling Showpeople known to be living within the two boroughs. Consultation with The Showmen's Guild of Great Britain also indicated that there are currently no sites in Burnley and Pendle and no identified need in these two areas in the assessment that was previously carried out.
- 8.3 The lack of Travelling Showpeople in the boroughs appears to imply that there is a nil need for yard-based accommodation from Travelling Showpeople households. However, it should be noted that Travelling Showpeople remain distinct from Gypsies and Travellers and further work may need to be produced, across local authority boundaries, to accurately understand their accommodation needs. There may be a need for accommodation in the boroughs from families working in the areas but who live in adjacent or other authorities. Consultation with the Showmen's Guild, for example, made reference to a number of fairs that take place in these areas. A cross-boundary assessment in partnership with the Showmen's Guild would, most effectively, identify such shortage.

²³ CLG (2012) *Planning for traveller sites*

<http://www.communities.gov.uk/documents/planningandbuilding/pdf/2113371.pdf>

9. An assessment of accommodation need

9.1 Irrespective of the proposed change in policy targeted at resolving Gypsy and Traveller accommodation issues there are no signs that the growth in the Gypsy and Traveller population will slow significantly. Research from the Equalities and Human Rights Commission (EHRC) has indicated that around 6,000 additional pitches for Gypsies and Travellers are immediately required nationally to meet the current shortage of accommodation within England.²⁴

A note on the assessment of accommodation need

9.2 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 authority in the country - there are no local authority sites in around a third of the local authorities in England. Few local authorities have more than one socially rented site and a significant number of authorities have no authorised private sites.

9.3 Despite all local authorities across England completing a first round of Gypsy and Traveller Accommodation Needs Assessments (GTAAs) over the 2006-2009 period the methods of assessing and calculating the accommodation needs of Gypsies and Travellers are still developing. The model drawn upon here derives from a number of sources including:

- The Guidance on Gypsy and Traveller Accommodation Assessments.²⁵
- Guidance for Regional Planning.²⁶
- Knowledge and experience of assumptions featuring in other GTAAs and results of EiP tests of GTAAs
- The emerging messages arising from the recent CLG consultation document '*Planning for Travellers*'; for example, establishing need from a robust evidence base, ensuring involvement of a range of key local stakeholders (see paragraph 2.13 for further details).

9.4 In a move from the first round of GTAAs this assessment has focussed more closely on two issues, the constitution of local and historic need and the need for site-based accommodation in line with the planning definition (see Chapter 2). In terms of addressing local and historic need this assessment has measured this by:

²⁴ See Brown, P., Henning, S. and Niner, P (2010) *Assessing local housing authorities' progress in meeting the accommodation needs of Gypsy and Traveller communities in England and Wales : Update 2010*, Equality and Human Rights Commission.

²⁵ CLG (2007) *Gypsy and Traveller Accommodation Assessments – Guidance*, London: HMSO.

²⁶ CURS, SHUSU and CRESR (2007) *Preparing Regional Spatial Strategy reviews on Gypsies and Travellers by regional planning bodies*, London: CLG, online at: http://webarchive.nationalarchives.gov.uk/+http://www.communities.gov.uk/pub/209/PreparingRegionalSpatialStrategyreviewsonGypsiesandTravellersbyregionalplannings_id1508209.pdf

- Surveying households resident within the two boroughs, as opposed to extrapolating trends and findings from households resident outside the boroughs; and
- Drawing upon empirical primary research within the two boroughs as opposed to developing projections based upon trends within the Caravan Count. Via a process of triangulation, records are brought together with survey responses on issues such as unauthorised sites, concealed households, etc. to develop a robust assessment of need. Similarly, an empirical assessment of local likely future needs is made possible via the comprehensive survey of households. Together these factors represent the latest position on historic demand.

9.5 In turn, the planning definition of Gypsies and Travellers as detailed in the new planning policy is operationalised by a refinement of accommodation need informed by the current mobility/nomadism of resident Gypsies and Travellers. In line with the sentiment of the definition of Gypsies and Travellers within the planning policy refinement of need is made possible by assessing whether travelling was no longer undertaken due to the specific reasons of needs associated with their, or a dependents, education, health or age.

9.6 This study has taken a thorough assessment of the need arising from all accommodation types present at the time of the survey. As such it should be regarded as a reasonable and robust assessment of need upon which to base planning decisions in the future.

9.7 Table 9.1 below contains the requirements for net additional pitches that need to be developed to meet the measured need. Accommodation need has been considered in this assessment by carefully exploring the following factors:

Current residential supply

- Socially rented pitches.
- Private authorised pitches.

Residential need 2012–2016

- Temporary planning permissions, which will end over the assessment period.
- Concealment of households.
- Allowance for family growth over the assessment period.
- Need for authorised pitches from families on unauthorised developments.
- Movement over the assessment period between sites and housing.
- Whether the closure of any existing sites is planned.
- Potential need for residential pitches in the area from families on unauthorised encampments.
- Movement between areas.
- Overcrowding of sites.

Additional supply 2012–2016

As there are no authorised pitches in either borough; the supply of pitches between 2012 and 2016 is nil. The only other source of potential pitch supply within the boroughs would be any new sites that are planned; however, from consultation with the local authorities there is no such intention to provide sites over this period.

- 9.8 The requirements are presented in summary form in Table 9.1 below. This table details the accommodation and pitch need, derived from applying the definition as used in the Housing Act and the Planning definition. **All figures relate to pitches not sites.**

Table 9.1: Summary of Gypsy and Traveller accommodation and pitch need (2012-2026)

| | Element of supply and need | Burnley | Pendle |
|---|---|--|--|
| | | Accommodation Need/Supply Total (households) | Accommodation Need/Supply Total (households) |
| Current residential supply | | | |
| 1 | Socially rented pitches | 0 | 0 |
| 2 | Private authorised pitches | 0 | 0 |
| 3 | Total authorised Gypsy and Traveller pitches | 0 | 0 |
| Residential pitch need 2012-2016 | | | |
| 4 | End of temporary planning permissions | 0 | 0 |
| 5 | Concealed households | 6 | 0 |
| 6 | New household formation | 0 | 0 |
| 7 | Unauthorised developments | 4 | 0 |
| 8 | Net Movement from housing to sites | 12 | 0 |
| 9 | Closure of sites | 0 | 0 |
| 10 | Unauthorised encampments | 0 | 0 |
| 11 | Movement between areas | 0 | 0 |
| 12 | Residential pitch need (2012–2016) | 22 | 0 |
| 13 | Supply (2012-2016) | 0 | 0 |
| 14 | Residential pitch need (2012-2016) | 22 | 0 |
| 15 | Residential pitch need (2017–2021) | 3 | 0 |
| 16 | Residential pitch need (2022–2026) | 3 | 0 |
| 17 | Total Residential pitch need (2012–2026) | 28 | 0 |

Note: For pragmatic reasons these figures have been rounded to the nearest whole pitch

Explanation of the need requirement elements

Current residential supply

- 9.9 **Row 1:** The number of pitches on socially rented sites provided by local authority information.
- 9.10 **Row 2:** The number of pitches on private authorised sites provided by local authority information.
- 9.11 **Row 3:** The total number of authorised pitches within the boroughs.

Residential pitch need 2012–2016

- 9.12 **Row 4:** The number of pitches which have temporary planning permission due to expire within the assessment period.
- 9.13 **Row 5:** The number of concealed households occupying existing accommodation who require independent accommodation within the boroughs. This was zero for Pendle. The need within Burnley is detailed below.

Concealed households across accommodation types requiring site based accommodation

The analysis of the survey showed that there were no concealed households within the site-based households. However, the survey indicated that there were two concealed households requiring separate pitch based accommodation from the bricks and mortar sample, both of which came from one household (see paragraph 7.8). Furthermore, within this same household a third member of the family was currently living a trailer within the curtilage of the house. They also required separate pitch-based accommodation (see paragraphs 5.16 - 5.18 and 7.5).

Findings:

- All households were reported to require pitch/site-based accommodation.
- All households were local, having lived in the borough for around 10 years.
- One household reported travelling regularly around the area and broader locality for work.
- The extended family from which these concealed households arise reported that their move into bricks and mortar had occurred due to a lack of sites in the borough.
- The households expressed a preference for council based accommodation due to an inability to afford to develop a private site.

Assumptions:

- It is likely that these three households will form, and demand, independent accommodation; therefore, no pitch sharing adjustment has been made.

Calculation:

- Three households requiring pitch-based accommodation.
- This is then grossed to the whole population of households in bricks and mortar accommodation = six households requiring pitch-based accommodation.

9.14 **Row 6:** This is the number of pitches required from new household formation.

Pitch requirement from new households forming

Finding: Drawing upon the information contained within Chapter 7, the survey showed that there were no households likely to want to form independent households in Burnley or Pendle in the next five years.

Note on finding: Although there was no expressed accommodation need arising from new households forming, a number of respondents reported that they 'did not know' whether their older children would require separate accommodation over this period. All of the households who indicated that they did not know had children in the age range of 11-24 years.

9.15 **Row 7:** This is the level of need arising from current unauthorised developments. This was zero for Pendle. The need within Burnley is detailed below.

Households on unauthorised developments

There was one unauthorised development in Burnley at the time of the assessment comprising approximately six households (see paragraphs 5.7 - 5.15).

Findings:

- Out of the four households, one travelled once a year. The remaining three households no longer travelled for reasons of their or a dependents education, age or health needs.
- Out of the six households residing on the development at the time of the assessment, four were long-standing residents of the development and the area (i.e. ten years+ residence in the area).
- The remaining two households self-reported as extended family members who were visiting their family and had a permanent base elsewhere.
- Each household possessed one caravan

Assumption:

- The current size of the site appears to be four residential pitches.
- All permanent/long-term residents were interviewed for the assessment.
- The site has an unknown capacity for accommodating transit need (at the minimum this is two pitches).

Calculation: four households requiring pitch-based accommodation.

9.16 **Row 8:** This is the estimation of the flow from sites to houses and vice versa. There was no evidence of such movement within Pendle. The need within Burnley is detailed below.

Movement between housing and sites

Movement from sites to housing: No site-based household expressed an intention to move into bricks and mortar accommodation.

Movement from housing to sites: Two respondents in bricks and mortar accommodation had firm intentions to move from their house to site-based accommodation (17% of the sample). However, an additional four respondents (33% of sample) reported that they would like to move into trailer-based accommodation if a site was available. All four said that they would like to remain within Burnley (see paragraphs 7.2 - 7.5).

Findings:

- Two households had firm intentions to move from housing to a site within Burnley
- There appears to be a strong suppressed need for pitches from bricks and mortar households within Burnley.
- The four households looking to move onto site based accommodation had previously occupied unauthorised encampments in Burnley (three households) or had moved from a site to housing as a result of the educational needs of their child (one household).

Calculation: 17% + 33% of the estimated bricks and mortar population = 50% of the estimated bricks and mortar population = twelve households.

Net movement from housing to sites = twelve

9.17 **Row 9:** Plans to close existing sites, which have been calculated within the supply of site accommodation, will ultimately displace a number of Gypsies and Travellers resulting in an increase in housing need. There are no sites in Burnley or Pendle that are due to close.

9.18 **Row 10:** This provides an estimation of the need arising from households on unauthorised encampments. This is one of the most difficult elements to predict. Circumstances where such need may arise are where families are travelling around from one unauthorised site to another within a local area because they want to remain in the area, but cannot find an authorised base to do so. Another scenario might be families who travel to the area from further afield but who want to remain in the area due to family or employment links. Evidence from the secondary data available and consultations with stakeholders indicate that neither of these scenarios

appears to be the case in Burnley and Pendle. This assessment has not found any need for residential accommodation from households on unauthorised encampments.²⁷ However, unauthorised encampments have occurred within the boroughs (less so in Pendle) and the issue around the provision of transit accommodation is detailed in Chapter 10.

- 9.19 **Row 11:** This is the level of movement of households between areas. The assessment found no evidence to suggest that there is movement between areas. It is assumed that if movement does occur, in-migration will balance out-migration
- 9.20 **Row 12:** This is the total gross residential need for pitches arising in the two boroughs between 2012 and 2016.
- 9.21 **Row 13:** There are no sites with any vacancies within the two boroughs.
- 9.22 **Row 14:** This is the total net requirement for pitches arising in the two boroughs between 2012 and 2016.

Permanent residential accommodation need over 2017–2021 and 2022–2026

- 9.23 The current shortage of sites and pitches for Gypsies and Travellers means that it is difficult to predict trends in living arrangements until the current lack of pitch-based accommodation has been addressed at a national level. There is no means of knowing how Gypsies and Travellers will decide to live in the next decade.
- 9.24 However, it is necessary to plan for the long term and anticipate pitch need from Gypsy and Traveller households. In order to tackle the complexity of needs that may well occur over the next decade it is established practice in assessment of Gypsy and Traveller accommodation need to apply an assumed rate of household growth. It has been common in similar studies to employ a standard 3% per annum compound rate of household growth. This figure is then applied, minus an assumed ratio for pitch sharing of 1:0.75, to the projected number of pitches which should be available by 2016. All household growth is assumed to require a site-based solution. This study does not allow for unauthorised developments over the next periods (2017 – 2021 and 2022 – 2026) because the factors which will contribute to future need have been clearly identified and measured as part of the study. The supply of pitches over the 2017–2026 period has been considered, but has been assumed to be zero. This is consistent with earlier GTAAs and implicitly compensates for not taking into account needs arising from drivers other than family growth. It is recommended that the rate of household growth is kept under review.
- 9.25 **Row 15:** The total requirement for pitches in Burnley and Pendle over the period 2017-2021.
- 9.26 **Row 16:** The total requirement for pitches in Burnley and Pendle over the period 2022-2026.

²⁷ This should remain under close review by the agencies responsible.

9.27 **Row 17:** The total overall requirement for pitches in Burnley and Pendle over the period 2012-2026.

In summary

9.28 Analysis of data has indicated a zero pitch need for Pendle; however, please see comments in conclusions in relation to suppressed need.

9.29 In relation to Burnley, accommodation need will arise from the following factors:

- Concealed households in the area
- Movement from houses to sites
- Unauthorised development

This analysis has shown that there is an accommodation need for **28 households** over the 2012-2026 period. These figures incorporate a household growth rate of 3% a year compound as applied to all current households in the area and all future households that should be accommodated on pitches by 2016 to estimate need in the period 2017-2026.

10. An assessment of need for transit accommodation

10.1 Although to a certain extent nomadism and travelling are currently restricted by a lack of sites nationally, this remains an important feature of Gypsy and Traveller identity and way of life, even if only to visit fairs or 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. Nationally 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 and have difficulties in accessing education and health services.

Need for transit sites and stopping places

- 10.2 National policy is clear that there should be provision in order for Gypsies and Travellers who choose to travel to do so without resorting to stopping illegally or inappropriately.
- 10.3 In Burnley, it appears that some transit need is currently being catered for by site-based households on the unauthorised development, who allow their family and friends to stay with them for short periods at various times throughout the year. However, the level of unauthorised camping (albeit small), within Burnley in particular, indicates an unmet need for some form of transit provision.
- 10.4 This assessment would support the approach of creating a network of transit facilities across Lancashire and the wider region to accommodate short term accommodation requirements. Such an approach is discussed in a regional study on transit need produced in 2009.²⁸
- 10.5 Should the authorities decide to provide for transit need, there are a number of issues to consider:
- The geographic nature of the area - the provision of one transit site may not provide for need across the different areas within the two boroughs.
 - A single transit site in each area would force the mixing of differing groups (family and ethnic) and could lead to potential tensions.
 - The needs of the travelling groups often combines a mixture of motivations (i.e. work, family and holiday). A uniform transit site may not meet the differing requirements.
- 10.6 Although transit need could be met by the creation of 'hard' purpose-made pitches/sites, it is also recommended that consideration is given to the need for the development of such 'hard' pitches along with the possibility of 'soft' transit pitches

²⁸ Niner, P. (2009) *South East England Regional Gypsy and Traveller Transit Study*, Final Report, Birmingham: University of Birmingham, October 2009

(i.e. designated stopping places). Such 'softer' options would provide Gypsies and Travellers with somewhere authorised and more secure to stop whilst creating a minimal environmental impact. Such stopping places are often favoured by Gypsy and Traveller households.

11. Concluding comments

- 11.1 This final chapter contains some concluding comments which aim to help Burnley and Pendle Councils to understand how the need arising within the two areas may best be met.
- 11.2 The assessment has identified no numeric need within the borough of Pendle. However, while the respondents interviewed in Pendle indicated intentions to remain in their current accommodation indefinitely, for some, the lack of site provision had prompted their move into bricks and mortar in the first place and all but one respondent had previously lived on some form of site-based accommodation. The issue of suppressed need from people living in bricks and mortar accommodation should therefore be monitored (in both areas). This lack of choice needs to be taken into consideration as it will only compound current inequalities in provision (as highlighted in the North West Plan Partial Review).
- 11.3 While household formation is nil in both areas, this should be monitored as a number of older children will be of an age for household formation in the next period.
- 11.4 It is possible that a proportion of the accommodation need within Burnley can met in the first five years (2012-2016) by regularising the existing unauthorised development. However, this is a small family site; therefore it may not be possible to accommodate some of the need arising from other sources on this site. Further engagement with the residents of this site would be required to assess this issue.
- 11.5 Steps should be taken to address the provision of affordable accommodation for those who require it.
- 11.6 There appears to be a nil need from Travelling Showpeople households. However, it should be noted that Travelling Showpeople remain distinct from Gypsies and Travellers and further work may need to be produced, across local authority boundaries, to accurately understand their accommodation needs.
- 11.7 Although the pitch requirements over the 2012-2016 period should be seen as accurate as a result of utilising the best information available at the time of the study, pitch requirements for the 2017-2026 period should be seen as indicative due to the reliance on household growth figures. It is recommended that this assessment of accommodation need is repeated in due course (circa five years) to ensure this assessment remains as accurate as possible.
- 11.8 The long term accommodation needs arising from Gypsy and Traveller households in bricks and mortar accommodation continue to be largely unknown. Although this assessment has been successful in including the needs of this group it is not known how representative these findings are across the entire population who live in houses. More work needs to take place around estimating the size of the housed population and monitoring their accommodation need. Some of this may be made possible as a result of findings from Census 2011, which included the ethnicities of Romany Gypsy and Irish Traveller.

11.9 Requirements for the provision of transit accommodation are impossible to predict from this assessment. As highlighted previously, no interviews were secured on unauthorised encampments during the fieldwork period. Additionally, proactive management of transit visitors may be distorting need from short-term visitors. Consultation with the Police reported that there was sometimes contact with the same households on separate encampments across a number of local authorities. As highlighted in paragraph 10.4, this would support a network of transit facilities (either formal or informal). At present, encampments appear to be being managed on an ad hoc basis with little evidence of a long-term strategic plan for dealing with their occurrence. A longer term monitoring exercise is needed – perhaps in co-operation with Lancashire Police and neighbouring local authorities - to review travelling patterns and the incidence of transient unauthorised encampments, and to assess provision and requirements. Furthermore, in order to ‘future-proof’ for need from visitors to the area, consideration should be given to ensuring the provision of short-stay pitches is embedded within the permission granted for residential pitch accommodation.

11.10 Finally, it is imperative that progress is made to address the needs identified in this assessment. If no or little progress is made in meeting the accommodation needs of Gypsies and Travellers it is likely that this would involve:

- No additional public site/pitch provision;
- Receiving applications for the development of private Gypsy or Traveller sites. The national trend indicates 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 suppressed need from people in bricks and mortar accommodation; and
- A continuation, and possible increase, in the number of unauthorised developments.

11.11 The implications of this are that:

- The various needs that have been identified during the course of this assessment will not be met;
- Households which are currently concealed and new households which are forming will not be able to locate in appropriate accommodation;
- The legal and other costs of accommodating or removing unauthorised sites will continue and may increase;
- Greater conflict between the settled and Gypsy and Traveller populations as a result of unauthorised development in inappropriate areas; and
- The Councils fail to meet the requirements of both the Housing Act 2004 and national planning policy, which outline the requirement for plans to be developed in order to meet the accommodation needs of Gypsies and Travellers.

11.12 Engaging with a broad array of partners will be essential in order to move Gypsy, Traveller and Travelling Showpeople accommodation provision forward. Effective partnership working should be developed with:

- Internal staff and departments within the local authorities to ensure a joined-up approach;
- Elected Members;
- Neighbouring local authorities;
- Homes and Communities Agency;
- Key stakeholders including health, education and training, the Police and residential social landlords;
- Gypsies and Travellers (including the Showmen's Guild); and,
- The general public more widely.

Only via effective partnership working can the accommodation needs identified here be addressed and have the best opportunity for long-term success.

11.13 It should be noted that the need identified in this assessment does not arise from people from elsewhere but from the existing residents of Burnley and Pendle. Addressing the accommodation needs of Gypsies, Travellers and Travelling Showpeople is the shortest and quickest route to helping to ensure positive outcomes for members of this population. Research has shown that a lack of suitable accommodation and poor conditions is related to poor educational and health as well as being at the root of ill feeling between the non-Traveller community and Gypsies and Travellers. In addition, addressing accommodation will, in the short and long-term, reduce the costs of maintaining the process that surrounds unauthorised encampments and developments and help achieve additional revenue where socially rented sites are developed. Permanent solutions will offer the best chance for positive outcomes for all concerned and create a platform where greater engagement and cohesion can be fostered and developed.

Appendix 1: The assessment methodology

Draft practice guidance for local authorities undertaking Gypsy and Traveller Accommodation Assessments (GTAAs) was released by the ODPM (now CLG) in February 2006 with final guidance made available in October 2007. Specialised guidance and assessments were felt to be required as many local authority housing needs assessments were previously failing to assess or identify the needs of Gypsies and Travellers. The Guidance explains why assessments are needed, how authorities might go about conducting an assessment and issues to consider. The Guidance is non-prescriptive in terms of methods but suggests that Gypsy and Traveller Accommodation Assessments integrate a wide variety of evidence such as existing secondary information, views of selected stakeholders and the views of Gypsies, Travellers and Travelling Showpeople.

It is noted that the recent draft Planning Policy Statement 'Planning for traveller sites' (CLG, 2011) has proposed removing the need for dedicated Gypsy and Traveller Accommodation Needs Assessments (GTAAs) from any new guidance. It states:

While the Government is keen that planning policy highlights the importance of ensuring that targets are based on robust evidence, it does not consider it necessary to prescribe to local planning authorities the type and volume of evidence required, especially as their conclusions will be tested through the process of consultation and Examination in Public of local plans. This also accords with the Government's "streamlining" objectives by removing policy that is already adequately covered by legislation. The proposed policy states that local planning authorities set their own evidence-based targets for the provision of pitches/plots. The policy does not dictate what targets local planning authorities should adopt. This is a matter for local planning authorities to decide themselves depending on the circumstances in their particular area.

However, in the absence of alternative methodologies for assessing the accommodation needs of Gypsies and Travellers, we have adopted a modified survey of the sort used in the first round of GTAAs.

This assessment was undertaken in three distinct stages. Each of these stages is described in more detail below.

- Stage one: collation and review of existing information
- Stage two: consultation with key stakeholders
- Stage three: survey with Gypsies and Travellers across Burnley and Pendle

Stage one: Collation and review of existing secondary information

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

- The bi-annual Count of Gypsy and Traveller Caravans.
- Records and data maintained and provided by the local authorities
- The original GTAA produced by the University of Salford in 2007
- The Core Strategies of neighbouring authorities
- North West Plan Partial Review: Examination in Public March 2010

Stage two: Consultation with key stakeholders

The analysis and review of existing information was supported by engagement and consultation with a small number of key stakeholders. This consultation took the form of telephone interviews, which were tailored to the role of the individual. The aim of these interviews was to provide clarification on issues arising from existing data and provide an understanding of the context of current provision. Consultation was carried in both Burnley and Pendle with officers representing the following departments/roles/agencies: planning; housing; enforcement; Caravan Count; the Police; The Showmen's Guild of Great Britain; and Lancashire County Council's Ethnic Minority and Gypsy, Roma and Traveller Achievement service. A total of nine interviews were carried out; four covering Burnley only; three covering Pendle only; and two whose role involved working with Gypsy and Traveller communities across both areas.

Stage three: Survey with Gypsies and Travellers

One of the most important aspects of the assessment was consulting with local Gypsies, Travellers and Travelling Showpeople; the fieldwork took place over a two week period during July 2012. These consultations took the form of face-to-face interviews in order to gather information about their characteristics, experiences, accommodation and related needs and aspirations. The survey with Gypsies and Travellers is discussed below under three sections: sampling strategy and response rates; questionnaire design; and fieldwork and interviewers.

Sampling and response rates

Sampling Gypsy and Traveller households for Gypsy and Traveller Accommodation Assessments is always problematic given the absence of accurate information concerning the size and location of the Travelling communities. As such the sampling technique for the assessment was purposive rather than purely random. The sampling strategy for the assessment differed depending upon the particular accommodation type currently inhabited by Gypsies, Travellers and Travelling Showpeople in the two boroughs.²⁹

- Information provided by the Councils stated that there was only one site across the two areas (an unauthorised development in Burnley). Consultation with Burnley Council indicated that the number of pitches/households on this site was unknown. Consequently, the Community Interviewers were asked to interview every separate household currently on the site.

²⁹ Such a sampling strategy coupled with the lack of knowledge about the overall size of the Gypsy and Traveller population means that discussing statistical issues such as sampling error and confidence intervals would be misleading.

- For households on unauthorised encampments, officers from both authorities were asked to inform the fieldwork team when and where encampments occurred during the two week fieldwork period. There was only one unauthorised encampment reported to the team during the fieldwork period (in Burnley). Unfortunately, the people on the encampment did not want to take part in the assessment.
- As the population of Gypsies and Travellers in bricks and mortar housing is relatively hidden from official records there was no sample frame from which to identify people. Therefore, in order to engage with housed Gypsies and Travellers the fieldwork team relied on two main methods: contacts of Gypsies and Travellers who had already been interviewed as part of the assessment (i.e. on site-based accommodation); and the contacts of the Gypsy and Traveller Community Interviewers on the fieldwork team.

A total of **28 households** were involved in the assessment: **19 in Burnley** and **9 in Pendle**.

In terms of the gender split between interviewees, we spoke to 6 men (21%) and 22 women (79%). This reflects a commonly achieved gender distribution in GTAAs.

On a base population of 31 households in Burnley, we consulted with 19 resident households, 61% of the estimated resident Gypsy and Traveller community across Burnley. On a base population of 18 households in Pendle, we consulted with 9 resident households, 50% of the estimated resident Gypsy and Traveller community across Pendle. We believe that the sample is as representative as can be reasonably expected given the timescale available for the assessment. We have no reason to believe that those households included in the survey are untypical from the total population in the area. Overall, we believe that the findings for the assessment are based on reliable information from accommodation types within the two study areas.

Questionnaire design

All household interviews have utilised a structured questionnaire upon which questions were routed according to the appropriate accommodation type. 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. The survey contained the following sections:

- Current accommodation;
- Local and historic connection;
- Travelling;
- Previous housing experiences;
- Household details;
- Health services; and
- Future accommodation.

The questionnaire used in the assessment is available in Appendix 3.

Fieldwork and interviewers

In addition to SHUSU fieldwork staff, and of crucial importance to engaging as effectively as possible with the Gypsy and Traveller population, was the involvement of Gypsy and Traveller Community Interviewers. In total, two members of the Gypsy and Traveller community were involved in the assessment as Community Interviewers. These interviewers have worked with SHUSU on a number of GTAAs. They are of Romany Gypsy background and live outside the study areas.

Each interviewer was briefed on the assessment and the questionnaire prior to commencing fieldwork, and provided with support from the core study team members during their interviewing activity. Each questionnaire which was returned to us was subject to quality control. By taking this approach we found we were able to access a range of people that would not otherwise have been included in the assessment, such as 'hidden' members of the community (e.g. people living in bricks and mortar housing), and those people who were uncomfortable talking to non-Travellers.

Appendix 2: Demographics of the local Gypsy and Traveller population

This section aims to provide some information on the demographics of the sample involved in this accommodation assessment within the two boroughs.

Demographic and household characteristics

Characteristics of Gypsy and Traveller communities are often hidden or not widely known. Gypsy and Traveller Accommodation Assessments present an ideal opportunity to get to know more about the community at large, particularly in terms of living circumstances, age, Gypsy and Traveller groups and household composition. The following aims to provide some information about the Gypsy and Traveller households in the sample.

Age of interviewees

The age profile of the sample can be seen from Table A2.1. The 25–39 and 40–45 age groups were most consulted during the assessment, forming 32% and 36% of the total sample respectively.

Table A2.1: Age of interviewees

| Age Group | All | | Burnley | | Pendle | |
|--------------|-----------|------------|-----------|------------|----------|------------|
| | No | % | No | % | No | % |
| 17–24 | 5 | 18 | 5 | 26 | - | - |
| 25–39 | 9 | 32 | 3 | 16 | 6 | 67 |
| 40–49 | 10 | 36 | 7 | 37 | 3 | 33 |
| 50–59 | 2 | 7 | 2 | 11 | - | - |
| 60–74 | 2 | 7 | 2 | 11 | - | - |
| Total | 28 | 100 | 19 | 100 | 9 | 100 |

Household size

In total, the survey sample accounts for 76 members of the Gypsy and Traveller community in Burnley and 40 in Pendle. The average household size for the sample as a whole was 4 in Burnley and 4.4 in Pendle. Both of these are larger than the household size of the non-Traveller population. There appeared to be a difference in household size between those living in bricks and mortar and those living in trailer-based accommodation; for example, the average household size for those in trailer-based accommodation was 2.5 (based on the average household size of the respondents on the unauthorised development combined with the respondent living in a trailer in the curtilage of a house). Table A2.2 below shows the number of children of different age cohorts across the sample.

Table A2.2: Number of children in households by accommodation type

| Age range | Burnley | | | Pendle | |
|-----------|-----------------------------|-------------------|-------|-------------------|-------|
| | Trailer-based accommodation | Bricks and mortar | Total | Bricks and mortar | Total |
| | No | No | No | No | No |
| 0-5 | 2 | 7 | 9 | 4 | 4 |
| 6-10 | - | 12 | 12 | 12 | 12 |
| 11-16 | 3 | 9 | 12 | 4 | 4 |

Gypsy and Traveller groups

The largest single group was Romany/Gypsy (English) (64%). This was followed by Irish Traveller (28%).

Table A2.3: Interviewees by Gypsy and Traveller group

| Gypsy and Traveller groups | All | | Burnley | | Pendle | |
|-----------------------------------|------------|------------|----------------|------------|---------------|------------|
| | No | % | No | % | No | % |
| Romany/Gypsy (English) | 18 | 64 | 13 | 68 | 5 | 56 |
| Irish Traveller | 8 | 28 | 5 | 26 | 3 | 33 |
| Traveller (not specified) | 1 | 4 | 1 | 5 | - | - |
| Refused | 1 | 4 | - | - | 1 | 11 |
| Total | 28 | 100 | 19 | 100 | 9 | 100 |

Access to health services

The respondents were asked if they had access to the following health services: GP/health centre; health visitor; maternity care; A & E; and dentist. The majority of respondents in Burnley indicated that they had sufficient access to these services; where households said that they did not currently have access, this was because the service was not relevant to them (for example, maternity care, health visitors). All respondents in Pendle indicated that they had sufficient access to these services. None of the respondents in Burnley or Pendle indicated that there was anything stopping them accessing health services or made reference to any issues with health services.

Appendix 3: Questionnaire

Burnley and Pendle Gypsy, Traveller and Travelling Showpeople Study Questionnaire

Introduction

My name is [] and I work for the University of Salford [show ID badge]. We have been asked by Pendle Borough Council and Burnley Borough Council to assess the accommodation needs of Gypsies, Travellers and Showpeople in this area. We're looking to speak with a number of people staying in the local area, in houses, on council sites, on private sites and on the roadside, to get a range of views. The views that we collect may help plan and improve accommodation, sites, planning and other services in the future.

We are completely independent of any local council or the government. Would you be willing to talk to me? If you agree it will probably take about 25 minutes. I have a number of questions I would like to ask but I would like to hear about anything else you feel is relevant. I will be writing down your answers, but the interview will be confidential. Therefore no one will be identified in any report that we write, and there is no way that anyone will be able to trace any particular answer back to you.

Would you be willing to talk to me? If it's not a good time I could arrange to come back later if that suits you better.

CHECK! Have you already been interviewed for this survey before? Do you have one of these (show pink sheet)?

Address/Site: _____

Date of Interview: _____

Interviewer name: _____

If, during the interview a question comes up that you don't want to answer just say so and I'll move on

SECTION A: CURRENT ACCOMMODATION

QA1. Type of accommodation (Please tick ✓ one box only)

- | | | |
|--|-----------------------------------|------------------|
| Unauthorised encampment | <input type="checkbox"/> 1 | Go to QA5 |
| Unauthorised development (own land no planning) | <input type="checkbox"/> 2 | Go to QA4 |
| Residential Council/site/yard | <input type="checkbox"/> 3 | Go to QA4 |
| Residential Private site/yard with permanent planning permission | <input type="checkbox"/> 4 | Go to QA3 |
| Residential Private site/yard with temporary planning permission | <input type="checkbox"/> 5 | Go to QA4 |
| Bricks & Mortar (rented from the local authority or social landlord) | <input type="checkbox"/> 6 | Go to QA2 |
| Bricks & Mortar (rented from a private landlord) | <input type="checkbox"/> 7 | Go to QA2 |
| Bricks & Mortar (owner occupier) | <input type="checkbox"/> 8 | Go to QA2 |
| Other (please specify below) | <input type="checkbox"/> 9 | Go to QA4 |
-

QA2. How many bedrooms do you have here? (Please tick ✓ one box only)

- | | | |
|--------------|--------------------------|------------------|
| One | <input type="checkbox"/> | Go to QA6 |
| Two | <input type="checkbox"/> | Go to QA6 |
| Three | <input type="checkbox"/> | Go to QA6 |
| Four or more | <input type="checkbox"/> | Go to QA6 |

QA3. Is the permission 'personal' i.e. for you and your family only? (Please tick ✓ one box only)

- | | | |
|------------|--------------------------|------------------|
| Yes | <input type="checkbox"/> | Go to QA4 |
| No | <input type="checkbox"/> | Go to QA4 |
| Don't know | <input type="checkbox"/> | Go to QA4 |

QA4. Do you? (Please tick ✓ one box only)

- | | | |
|------------------------------|--------------------------|------------------|
| Own your plot/pitch | <input type="checkbox"/> | Go to QA5 |
| Rent your plot/pitch | <input type="checkbox"/> | Go to QA5 |
| Other (please specify below) | <input type="checkbox"/> | Go to QA5 |
-

- | | | |
|------------|--------------------------|------------------|
| Don't know | <input type="checkbox"/> | Go to QA5 |
|------------|--------------------------|------------------|

QA5. Do you? **(Please tick ✓ one box only)**

Own your trailer/chalets/units

Rent your trailer/chalets/units

Other **(please specify below)**

Don't know

QA6. How many trailers/chalets/units..... **(Please write in spaces provided)**

a. Do you have in total? _____

b. Are used as sleeping spaces? _____

c. Are used as living spaces (non-sleeping)? _____

d. Are used mainly for storage/occasional use? _____

QA7. Would you say you have enough space for your household at its current size in this home / pitch? **(Please tick ✓ one box only)**

(Interviewer: this relates not just to bedrooms but all of the dwelling / pitch)

Yes **Go to QA9**

No **Go to QA8**

Don't know **Go to QA9**

QA8. Do you feel that you need? **(Please tick ✓ all that apply)**

A larger site/yard

A larger pitch/plot

More caravans/trailers/units

Larger caravans/trailers/units

More bedrooms or living space

Other **(please specify below)**

QA9. What was the **main reason** for moving to this site/encampment/house/yard?
(Please tick ✓ one box only)

Moved there with parents/family (if known, detail family/parents reasons for moving) 1

Born/raised there (if known, detail family/parents reasons for moving) 2

Own health/family member or other dependent health reasons (please explain below) 3

To be near family/friends 4

To look after a family member / dependent in old age 5

Evicted from last accommodation 6

Lack of sites 7

Overcrowded in previous accommodation 8

For children's schooling/education 9

Work available in the area 10

Land/pitch was available to buy 11

There was a vacancy 12

Convenient for working pattern (Showpeople only) 13

Holiday 14

Family event 15

Other (please specify below) 16

**INTERVIEWER: GO TO SECTION B IF INTERVIEWING SOMEONE ON AN UNAUTHORISED
ENCAMPMENT/ROADSIDE**

QA10. Do other Gypsies/Travellers/Showpeople (e.g. friends/family etc.) come to stay with you on a short-term/transit basis? (Please tick ✓ one box only)

Yes Go to QA11

No Go to QA12

Don't know Go to QA12

QA11. Can you briefly describe who comes to stay, how often they come, how long they stay and how many trailers they bring (i.e. daughter, her husband and dependent children, twice a year for around 2 weeks each time, with 2 trailers.)? **(Interviewer: this is to explore how much transit need is being taken care of informally)**

QA12. Is hosting visitors here? **(Please tick ✓ one box only)**

Not a problem for you

A problem **(please specify below)**

Other **(please specify below)**

QA13. **Specific question for Showpeople** What equipment do you have at present? **(Please list main items and number of pieces of equipment as well as issues regarding the storage of them)**

SECTION B: LOCAL AND HISTORIC CONNECTION

QB1. Are there particular reasons for staying in this area?

- (Interviewer:**
- a. Tick all the reasons that apply**
 - b. From the reasons they have given, ask them to choose the most important)**

| | | a: Tick ✓ all that apply | b: Tick most important reason <u>(one only)</u> |
|----|--|--------------------------|---|
| 1 | Born/raised here | | |
| 2 | Have family living in area | | |
| 3 | Own/family/dependent health | | |
| 4 | Look after a family member/dependent in old age | | |
| 5 | Children’s schooling/education | | |
| 6 | Work available in the area | | |
| 7 | Convenient for working pattern (Showpeople) | | |
| 8 | Availability of site(s)/accommodation | | |
| 9 | Lack of sites | | |
| 10 | Holiday | | |
| 11 | Family or community event | | |
| 12 | Only place I could find | | |
| 13 | Other (please specify below) | | |

QB2. How long have you lived in this general area? **(Interviewer: ideally we are looking at the local authority area) (Please tick ✓ one box only)**

- Less than 1 month ₁
- Between 1 and 6 months ₂
- 6 months or more but less than 12 ₃
- 1 years or more but less than 3 ₄
- 3 years or more but less than 5 ₅
- 5 years or more but less than 10 ₆
- 10 years or more ₇
- Don’t know ₈

QB5. Out of 52 weeks of the year how many weeks do you usually live in this area? (**Interviewer: we are looking at the local authority area**) (**Please tick ✓ one box only**)

- | | | |
|-------------------------|--------------------------|--------------------|
| Between 1 and 10 weeks | <input type="checkbox"/> | 1 Go to QB6 |
| Between 11 and 20 weeks | <input type="checkbox"/> | 2 Go to QB6 |
| Between 21 and 30 weeks | <input type="checkbox"/> | 3 Go to QB6 |
| Between 31 and 40 weeks | <input type="checkbox"/> | 4 Go to QB6 |
| Between 41 and 51 weeks | <input type="checkbox"/> | 5 Go to QB6 |
| 52/Never leave | <input type="checkbox"/> | 6 Go to QB7 |
| Don't know | <input type="checkbox"/> | 7 Go to QB6 |

QB6. Where do you usually go for the other part of the year? (i.e. travel for x number of weeks during summer) (**Interviewer note: explore the general areas they go and why**)

QB7. Do you have a base somewhere else? (**Please tick ✓ one box only**)

- | | | |
|------------|--------------------------|------------------------|
| Yes | <input type="checkbox"/> | Go to QB8 |
| No | <input type="checkbox"/> | Go to SECTION C |
| Don't know | <input type="checkbox"/> | Go to SECTION C |

QB8. If **YES**, where is it and what type of base?

a: Where is it? (**i.e. town/local authority**)

b: What type of accommodation is it?

- | | | |
|--|--------------------------|---|
| Unauthorised development (own land no planning) | <input type="checkbox"/> | 1 |
| Residential Council/ site/yard | <input type="checkbox"/> | 2 |
| Residential Private site/yard with permanent planning permission | <input type="checkbox"/> | 3 |
| Residential Private site/yard with temporary planning permission | <input type="checkbox"/> | 4 |
| Bricks & Mortar (rented from the local authority or social landlord) | <input type="checkbox"/> | 5 |
| Bricks & Mortar (rented from a private landlord) | <input type="checkbox"/> | 6 |
| Bricks & Mortar (owner occupier) | <input type="checkbox"/> | 7 |
| Other (please specify below) | <input type="checkbox"/> | 8 |

c: Who owns it? (**e.g. themselves, a friend, parent, etc.**)

SECTION C: TRAVELLING

QC1. How often do you travel or move at present? (**Travelling whilst living in a caravan or trailer**) (**Please tick ✓ the statement that most closely resembles your travelling patterns**)

- | | |
|---|---|
| I/we travel or move every day or so | <input type="checkbox"/> 1 Go to QC4 |
| I/we travel or move every week or so | <input type="checkbox"/> 2 Go to QC4 |
| I/we travel or move every month or so | <input type="checkbox"/> 3 Go to QC4 |
| I/ we travel or move a few times a year | <input type="checkbox"/> 4 Go to QC4 |
| I/we travel or move once a year only | <input type="checkbox"/> 5 Go to QC4 |
| I/we never travel | <input type="checkbox"/> 6 Go to QC2 |

QC2. If **NEVER**, is this because of any of the following reasons? (**Please tick ✓ all that apply**)

| | Yes | No |
|---|--------------------------|--------------------------|
| Your, a family member or a dependents health | <input type="checkbox"/> | <input type="checkbox"/> |
| Your, a family member or a dependents educational needs | <input type="checkbox"/> | <input type="checkbox"/> |
| Your, a family member or a dependents older age | <input type="checkbox"/> | <input type="checkbox"/> |
| Other (please specify below) | <input type="checkbox"/> | <input type="checkbox"/> |

QC3. If **NEVER**, When did you last travel? (**Interviewer: ascertain number of months/years ago**)

INTERVIEWER: IF NEVER TRAVEL, GO TO SECTION D

QC4. Which places do you like to go? - **List 3 main areas** (**Note: Travelling Showpeople should indicate the 3 main areas their fairs/events take place**)

1. _____
(nearest town: _____)
2. _____
(nearest town: _____)
3. _____
(nearest town: _____)

QC5. How many trailers/caravans do you normally travel with? _____
(**Interviewer: insert 0 if none**)

QC6. How many pieces of equipment do you normally travel with? _____
(**Interviewer: insert 0 if none**)

QC7. Have you travelled in the last 12 months?

- Yes **Go to QC8**
 No **Go to SECTION D**
 Don't know **Go to SECTION D**

QC8. In the last 12 months, did you travel for any of the following reasons?

- (Interviewer:**
- a. Tick all the reasons that apply**
 - b. From the reasons they have given, choose one that was most important)**

| | | a: Tick ✓ all that apply | b: The main reason (one only) |
|---|---------------------------------------|---------------------------------|--------------------------------------|
| 1 | Work opportunities | | |
| 2 | A holiday | | |
| 3 | Attend a fair (not working at fair) | | |
| 4 | To visit relatives | | |
| 5 | To attend family events | | |
| 6 | To attend community events | | |
| 7 | Other (please specify below) | | |

QC9. In the last 12 months have you stayed at any of the following?
(Please tick ✓ all that apply)

| | | Yes | No |
|----|---|------------|-----------|
| 1 | Roadside (countryside) | | |
| 2 | Roadside (town/city) | | |
| 3 | Caravan park (i.e. holiday park/campsite) | | |
| 4 | With family/relatives on private sites | | |
| 5 | With family/relatives on council/public sites | | |
| 6 | Public or private transit sites | | |
| 7 | Farmer's fields | | |
| 8 | Designated fairground land for Showpeople | | |
| 9 | Other Showpeople yards | | |
| 10 | Other (please specify below) | | |

SECTION D: PREVIOUS HOUSING EXPERIENCES

QD1. What type of accommodation did you live in/on immediately before you came here?
(Please tick ✓ one box only)

- | | |
|--|--|
| Unauthorised encampment | <input type="checkbox"/> ₁ Go to QD2 |
| Unauthorised development (own land no planning) | <input type="checkbox"/> ₂ Go to QD2 |
| Residential Council/ site/yard | <input type="checkbox"/> ₃ Go to QD2 |
| Residential Private site/yard with permanent planning permission | <input type="checkbox"/> ₄ Go to QD2 |
| Residential Private site/yard with temporary planning permission | <input type="checkbox"/> ₅ Go to QD2 |
| Transit site | <input type="checkbox"/> ₆ Go to QD2 |
| Bricks & Mortar (rented from the local authority or social landlord) | <input type="checkbox"/> ₇ Go to QD2 |
| Bricks & Mortar (rented from a private landlord) | <input type="checkbox"/> ₈ Go to QD2 |
| Bricks & Mortar (owner occupier) | <input type="checkbox"/> ₉ Go to QD2 |
| Been here all my adult life | <input type="checkbox"/> ₁₀ Go to SECTION E |
| Other (please specify below) | <input type="checkbox"/> ₁₁ Go to QD2 |
-

QD2. Where was this? **(i.e. which town/local authority)**

QD3. What was the **main reason** for leaving there? **(Please tick ✓ one box only)**

- | | | |
|--|--------------------------|----|
| To be near family/friends | <input type="checkbox"/> | 1 |
| Own health/family member or other dependent health reasons | <input type="checkbox"/> | 2 |
| Evicted | <input type="checkbox"/> | 3 |
| For children's schooling/education | <input type="checkbox"/> | 4 |
| Harassment | <input type="checkbox"/> | 5 |
| Land/pitch was available to buy here | <input type="checkbox"/> | 6 |
| There was a vacancy here | <input type="checkbox"/> | 7 |
| Overcrowded conditions | <input type="checkbox"/> | 8 |
| Fears over personal safety | <input type="checkbox"/> | 9 |
| Site closure | <input type="checkbox"/> | 10 |
| Planning problems | <input type="checkbox"/> | 11 |
| Wanted independence | <input type="checkbox"/> | 12 |
| Work reasons | <input type="checkbox"/> | 13 |
| To travel | <input type="checkbox"/> | 14 |
| Site/accommodation conditions | <input type="checkbox"/> | 15 |
| Get married/live with partner | <input type="checkbox"/> | 16 |
| No particular reason | <input type="checkbox"/> | 17 |
| Other (please specify below) | <input type="checkbox"/> | 18 |
-

QD4. Have you ever lived in a house? **(Interviewer – if currently in a house this question asks about previous housing)** **(Please tick ✓ one box only)**

- | | | |
|------------|--------------------------|------------------------|
| Yes | <input type="checkbox"/> | Go to QD5 |
| No | <input type="checkbox"/> | Go to SECTION E |
| Don't know | <input type="checkbox"/> | Go to SECTION E |

QD5. What type of house? **(Please tick ✓ one box only)**

- | | |
|-------------------------------------|--------------------------|
| Council rented | <input type="checkbox"/> |
| Housing Association/RSL rented | <input type="checkbox"/> |
| Private rented | <input type="checkbox"/> |
| Privately owned | <input type="checkbox"/> |
| Other (please specify below) | <input type="checkbox"/> |
-

QD6. Where was it? (i.e. which town/local authority)

QD7. What was the **main reason** for moving to that house? (Please tick ✓ one box only)

Moved there with parents/family (if known, detail family/parents reasons for moving) ₁

Born/raised there (if known, detail family/parents reasons for moving) ₂

Own health/family member or other dependent health reasons (please explain below) ₃

To be near family/friends ₄

To look after a family member / dependent in old age ₅

Evicted from last site ₆

Lack of sites ₇

For children's schooling/education ₈

Work available in the area ₉

House was available to buy ₁₀

House was available to rent ₁₁

Convenient for working pattern (**Showpeople**) ₁₂

Other (**please specify below**) ₁₃

QD8. How would you rate your experience of living in a house? (Please tick ✓ one box only)

Very good ₁

Good ₂

Neither good nor poor ₃

Poor ₄

Very poor ₅

Don't know ₆

QD9. What was the **main reason** for leaving the house? (Please tick ✓ **one box only**)

- | | | |
|--|--------------------------|----|
| To be near family/friends | <input type="checkbox"/> | 1 |
| Own health/family member or other dependent health reasons | <input type="checkbox"/> | 2 |
| Evicted | <input type="checkbox"/> | 3 |
| For children's schooling/education | <input type="checkbox"/> | 4 |
| Harassment | <input type="checkbox"/> | 5 |
| Land/pitch was available to buy here | <input type="checkbox"/> | 6 |
| There was a vacancy here | <input type="checkbox"/> | 7 |
| Overcrowded conditions | <input type="checkbox"/> | 8 |
| Fears over personal safety | <input type="checkbox"/> | 9 |
| Wanted independence | <input type="checkbox"/> | 10 |
| Work reasons | <input type="checkbox"/> | 11 |
| To travel | <input type="checkbox"/> | 12 |
| Site/accommodation conditions | <input type="checkbox"/> | 13 |
| Get married/live with partner | <input type="checkbox"/> | 14 |
| No particular reason | <input type="checkbox"/> | 15 |
| Other (please specify below) | <input type="checkbox"/> | 16 |
-

SECTION E: HOUSEHOLD DETAILS

QE1. Thinking about the people you live with, can you tell me their ages, whether they are male or female, their marital status and their relationship to you? (Interviewer: Please note that the person you interview is always number 1. To avoid confusion, get all information for one household member, then move on to next household member)

| AGE | HOUSEHOLD MEMBER | | | | | | | | | | |
|-----------------------|------------------|---|---|---|---|---|---|---|---|----|----|
| | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 |
| 0 – 5 years | | | | | | | | | | | |
| 6 – 10 years | | | | | | | | | | | |
| 11 – 16 years | | | | | | | | | | | |
| 17 – 24 years | | | | | | | | | | | |
| 25 – 39 years | | | | | | | | | | | |
| 40 – 49 years | | | | | | | | | | | |
| 50 – 59 years | | | | | | | | | | | |
| 60 – 74 years | | | | | | | | | | | |
| 75 – 84 years | | | | | | | | | | | |
| 85 years + | | | | | | | | | | | |
| GENDER | | | | | | | | | | | |
| Male | | | | | | | | | | | |
| Female | | | | | | | | | | | |
| MARITAL STATUS | | | | | | | | | | | |
| Married | | | | | | | | | | | |
| Single | | | | | | | | | | | |
| Living together | | | | | | | | | | | |
| Widowed | | | | | | | | | | | |
| Separated | | | | | | | | | | | |
| Divorced | | | | | | | | | | | |
| RELATIONSHIP | | | | | | | | | | | |
| Partner | | | | | | | | | | | |
| Son or daughter | | | | | | | | | | | |
| Sister/brother | | | | | | | | | | | |
| Uncle/aunt | | | | | | | | | | | |
| Cousin | | | | | | | | | | | |
| Grandparent | | | | | | | | | | | |
| Grandchild | | | | | | | | | | | |
| Other | | | | | | | | | | | |

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QE2. How many people are there in the household? _____

QE3. How many adults are there in the household aged 60 or over? _____

QE4. How many children are there in the household aged:

None

0 – 5 _____

6 – 10 _____

11 – 16 _____

QE5. How do you think of yourself? **(Please tick ✓ one box only)**

Romany/Gypsy (English) _1

Welsh Gypsy/Traveller _2

Scottish Gypsy/ Traveller _3

Irish Traveller _4

New Traveller _5

Traveller (not specified) _6

Showmen/Circus person _7

Roma _8

Bargee/Boat dweller _9

Other **(please specify below)** _10

_____ _11

Don't know _11

Refused _12

QE6. How many members of your family **over the age of 16** are: **(Please write the number of people in the spaces below and ensure no double counting of individuals. If people fall into multiple categories explain situation in 'other')**

a. Self employed _____

b. Employed _____

c. Both employed and self-employed _____

d. Retired _____

e. Unemployed but looking for work _____

f. Not working and not looking for work _____

g. In further education (e.g. college/6th form) _____

h. In higher education (e.g. University) _____

i. Full time homemaker _____

j. Other **(please explain)** _____

QE7. Where do you/your family (mostly) work? **(Please tick ✓ one box only)**

- Within the same local area ₁
- Within Pendle/Burnley ₂
- (note: show map of borough and include place below)**
- Within North West ₃
- Other parts of the UK ₄
- Abroad ₅
- Other **(please specify below)** ₆

Interviewer prompt for a specific location (i.e. nearest town)

QE8. Do you have any site/space needs relating to your work? **(Please tick ✓ one box only)**

- Yes **Go to QE9**
- No **Go to SECTION F**
- Don't know **Go to SECTION F**

QE9. If **YES**, what needs?

SECTION F: HEALTH SERVICES

I'd like to talk to you a little bit about what you think of the local health services.

QF1. Do you or your family feel that you have sufficient access to the following services?

| Service | Have access | | Not relevant |
|------------------|-------------|----|--------------|
| | Yes | No | |
| GP/health centre | | | |
| Health visitor | | | |
| Maternity care | | | |
| A&E | | | |
| Dentist | | | |

QF2. Is there anything that stops you from accessing any of the above?
(Please tick ✓ one box only)

- Yes **Go to QF3**
No **Go to SECTION G**
Don't know **Go to SECTION G**

QF3. If YES, what? **(Interviewer: probe for issues such as transport, lack of awareness, etc)**

QG3. Do you intend to stay in this area? (Interviewer: the local authority area)
 (Please tick ✓ one box only)

- Yes
- No
- Don't know

QG4. What type of accommodation are you looking for?
 (Interviewer: a. Tick all types that apply
 b. From types they have given, ask them to choose one main preference)

| | | a: Tick ✓ all that apply | b: Main preference (Tick ✓ <u>one</u> only) |
|---|--|--------------------------|---|
| 1 | Roadside/informal stopping place | | |
| 2 | Own site with planning permission | | |
| 3 | Council owned site – permanent | | |
| 4 | Council owned site – transit | | |
| 5 | Private site owned by someone else | | |
| 6 | Piece of land to buy (without planning permission) | | |
| 7 | I already own a piece of land | | |
| 8 | Bricks and mortar/another house | | |
| 9 | Other (please specify below) | | |

QG5. Where do you need to move to? (Please tick ✓ one box only)

- Within Pendle/Burnley
- (note: show map of district and include place below)
- Within North West
- Other parts of the UK
- Abroad

Interviewer prompt for a specific location (i.e. name of nearest town):

QG6. Why this place?

(Interviewer:

a. Tick all the reasons that apply

b. From the reasons they have given, ask them to choose one that was most important)

| | | a: Tick ✓ all that apply | b: The most important reason (Tick ✓ one only) |
|----|--|--------------------------|--|
| 1 | Born/raised there | | |
| 2 | Have family living in area | | |
| 3 | Own/family/dependent health | | |
| 4 | Look after a family member/dependent in old age | | |
| 5 | Children's schooling/education | | |
| 6 | Work available in the area | | |
| 7 | Convenient for working pattern (Showpeople) | | |
| 8 | Availability of site(s)/accommodation | | |
| 9 | Lack of sites | | |
| 10 | Holiday | | |
| 11 | Family or community event | | |
| 12 | Only place I could find | | |
| 13 | Other (please specify below) | | |

QG7. Is there any accommodation available for you to move to? **(Please tick ✓ one box only)**

Yes

No

Don't know

QG8. Is there anyone in your household who is in need of their own separate accommodation **immediately?** (i.e. grown up children, extended family members etc.)
(Please tick ✓ one box only)

Yes **Go to QG9**

No **Go to QG15**

Don't know **Go to QG15**

QG9. How many members of your household? _____

QG10. Who (**note: include ages at the time of the interview**)?

QG11. Where do you expect them to move to? **(Please tick ✓ one box only)**

- Within the same local area ₁
- Within Pendle/Burnley ₂
- (note: show map of district and include place below)**
- Within North West ₃
- Other parts of the UK ₄
- Abroad ₅
- Don't know ₆

Interviewer prompt for a specific location (i.e. name of nearest town):

QG12. What sort of accommodation are they likely to need? **(Please tick ✓ one box only)**

- Bricks & Mortar ₁ **Go to QG15**
- Site based trailer/caravan ₂ **Go to QG13**
- Up to them ₃ **Go to QG13**
- Don't know ₄ **Go to QG13**
- Other **(please specify below)** ₅ **Go to QG13**
-

QG13. How would they need to be accommodated? **(Please tick ✓ one box only)**

- A pitch on a council site ₁ **Go to QG15**
- Live on this pitch with us ₂ **Go to QG14**
- Live on this site ₃ **Go to QG15**
- Rent a pitch on a private site ₄ **Go to QG15**
- Purchase a pitch on a private site ₅ **Go to QG15**
- Purchase their own site/land to be developed into a site ₆ **Go to QG15**
- Don't know ₇ **Go to QG15**
- Other **(please specify below)** ₈ **Go to QG15**
-

QG14. Is there enough room on your pitch to accommodate them? **(Please tick ✓ one box only)**

- Yes, but likely to need planning permission ₁
 - Yes, without needing planning permission ₂
 - Yes, but uncertain of the need for planning permission ₃
 - Yes, but would need permission from the landlord ₄
 - No ₅
 - Don't know ₆
 - Other **(please specify below)** ₇
-

QG15. Is there anyone in your household (e.g. son or daughter) who is likely to want their own separate accommodation **in the next 5 years (by 2017)? (Please tick ✓ one box only)**

- Yes **Go to QG16**
- No **Go to QG22**
- Don't know **Go to QG22**

QG16. How many members of your household? _____

QG17. Who **(note: include ages at the time of the interview)**?

QG18. Where do you expect them to move to? **(Please tick ✓ one box only)**

- Within the same local area ₁
- Within Pendle/Burnley ₂
- (note: show map of district and include place below)**
- Within North West ₃
- Other parts of the UK ₄
- Abroad ₅
- Don't know ₆

Interviewer prompt for a specific location (i.e. nearest town):

QG19. What sort of accommodation are they likely to need? **(Please tick ✓ one box only)**

- | | |
|-------------------------------------|--|
| Bricks & Mortar | <input type="checkbox"/> 1 Go to QG22 |
| Site based trailer/caravan | <input type="checkbox"/> 2 Go to QG20 |
| Up to them | <input type="checkbox"/> 3 Go to QG20 |
| Don't know | <input type="checkbox"/> 4 Go to QG20 |
| Other (please specify below) | <input type="checkbox"/> 5 Go to QG20 |
-

QG20. How would they need to be accommodated? **(Please tick ✓ one box only)**

- | | |
|--|--|
| A pitch on a council site | <input type="checkbox"/> 1 Go to QG22 |
| Live on this pitch with us | <input type="checkbox"/> 2 Go to QG21 |
| Live on this site | <input type="checkbox"/> 3 Go to QG22 |
| Rent a pitch on a private site | <input type="checkbox"/> 4 Go to QG22 |
| Purchase a pitch on a private site | <input type="checkbox"/> 5 Go to QG22 |
| Purchase their own site/land to be developed into a site | <input type="checkbox"/> 6 Go to QG22 |
| Don't know | <input type="checkbox"/> 7 Go to QG22 |
| Other (please specify below) | <input type="checkbox"/> 8 Go to QG22 |
-

QG21. Is there enough room on your pitch to accommodate them? **(Please tick ✓ one box only)**

- | | |
|--|-----------------------------------|
| Yes, but likely to need planning permission | <input type="checkbox"/> 1 |
| Yes, without planning permission | <input type="checkbox"/> 2 |
| Yes, uncertain of the need for planning permission | <input type="checkbox"/> 3 |
| Yes, but would need permission from the landlord | <input type="checkbox"/> 4 |
| No | <input type="checkbox"/> 5 |
| Don't know | <input type="checkbox"/> 6 |
| Other (please specify below) | <input type="checkbox"/> 7 |
-

QG22. Are you – or a member of your household – currently on a waiting list(s) for a site?
(Please tick ✓ one box only)

- | | |
|------------|--|
| Yes | <input type="checkbox"/> Go to QG23 |
| No | <input type="checkbox"/> Go to QG24 |
| Don't know | <input type="checkbox"/> Go to QG24 |

QG23. Which site(s)? Where? Is it local authority site/private sites/etc.?

QG24. Are you – or a member of your household – currently on a waiting list for a house?
(Please tick ✓ one box only)

- Yes **Go to QG25**
No **Go to QG26**
Don't know **Go to QG26**

QG25. Which list? Where?

QG26. Could you currently afford to purchase any of the following? **(Please tick ✓ all that apply)**

- A pitch on a private site with planning permission
A pitch on a private site without planning permission
Land to be developed into a site
Cannot afford to purchase land or a pitch
Not relevant **(please specify below)**

QG27. What does your rent / mortgage cost **in total** per week or month for your current accommodation approximately? **(Please tick ✓ one box only)**

Interviewer: please note that you need the TOTAL cost of rent / mortgage for the whole dwelling/pitch

| Weekly | Monthly | |
|----------------------------|-----------------|--|
| Under £30 | Under £130 | <input type="checkbox"/> ₁ |
| £30 - £59 | £130 - £255 | <input type="checkbox"/> ₂ |
| £60 - £89 | £256 - £385 | <input type="checkbox"/> ₃ |
| £90 - £119 | £386 - £515 | <input type="checkbox"/> ₄ |
| £120 - £149 | £516 - £645 | <input type="checkbox"/> ₅ |
| £150 - £179 | £646 - £775 | <input type="checkbox"/> ₆ |
| £180 - £209 | £776 - £905 | <input type="checkbox"/> ₇ |
| £210 - £239 | £906 - £1,035 | <input type="checkbox"/> ₈ |
| £240 - £269 | £1,036 - £1,165 | <input type="checkbox"/> ₉ |
| £270 - £299 | £1,166 - £1,295 | <input type="checkbox"/> ₁₀ |
| £300 or more | £1,296 or more | <input type="checkbox"/> ₁₁ |
| Don't know | | <input type="checkbox"/> ₁₂ |
| Prefer not to say | | <input type="checkbox"/> ₁₃ |
| Don't pay rent or mortgage | | <input type="checkbox"/> ₁₄ |

QG29. Finally, are there any other issues/concerns that we haven't talked about that you'd like to mention?

Thank you very much for your time

For further details on the study please contact:

Dr Lisa Scullion on 0161 295 5078 or Dr Phil Brown on 0161 295 3647