

**Cumbria Gypsy and Traveller Accommodation  
Assessment for  
Allerdale Borough Council,  
Barrow Borough Council,  
Carlisle City Council,  
Copeland Borough Council,  
Cumbria County Council,  
Eden District Council,  
Lake District National Park Authority, and  
South Lakeland District Council**

**Final Report**

**November 2013**



**Main Contact: Michael Bullock**

arc<sup>4</sup> Ltd

Email: [michael.bullock@arc4.co.uk](mailto:michael.bullock@arc4.co.uk)

Website: [www.arc4.co.uk](http://www.arc4.co.uk)

©2013 arc<sup>4</sup> Limited (Company No. 06205180)

## TABLE OF CONTENTS

1.	Introduction.....	7
	Study Components.....	8
	Phase 1: Literature/desktop review and stakeholder discussions .....	9
	Phase 2: Survey of Gypsies and Travellers across Cumbria .....	9
	Phase 3: Production of report .....	9
2.	Methodology .....	11
3.	Legislative and Policy Context.....	14
	Legislative background.....	14
	Policy background .....	14
	CLG Design Guidance.....	18
4.	The Current Picture: provision of Gypsy and Traveller sites.....	21
	Provision of authorised and unauthorised sites.....	21
5.	The Current Picture: Gypsy and Traveller population and pitch availability .....	26
	Population Estimates.....	26
	Caravan Counts and Authorised Pitches .....	26
	Tenure of respondents .....	29
	Facilities on pitches .....	30
	Amenities elsewhere on the site .....	31
	Repairs and improvements.....	31
	Space Requirements .....	32
	Satisfaction with location of your home.....	34
	Overcrowding .....	34
	Facilities shared with other households .....	35
	Cost of accommodation and services .....	35
	Feelings about neighbourhood, safety and security .....	36
	Moving.....	38
6.	Gypsy and Traveller Pitch and Showperson Plot Requirements .....	41
	Gypsy and Traveller Permanent Pitch Requirements .....	41
	Showperson Permanent Plot Requirements .....	46
	Type of new provision.....	49
	Transit sites and stop over places .....	51
7.	Travelling practices and experiences .....	60
8.	Wider Service and Support Needs .....	63
	Registration with doctor and dentist.....	63
	Services used in the last year .....	63
	Adaptations .....	64
9.	Stakeholder consultation .....	65
	Overview .....	65
	General support for Gypsies, Travellers and Travelling Showpeople.....	65

Provision of accommodation.....	65
Need for additional permanent and transit sites.....	66
Unauthorised encampments.....	67
Planning.....	67
10. Summary of Findings.....	69
Headline findings from the research.....	69
Headline findings by local authority.....	71
11. Conclusion and Strategic Response.....	75
Key issues and how to tackle them.....	75
Concluding comments.....	81
Appendix A: Legislative Background.....	83
Overall approach.....	83
Appendix B: Policy and Guidance.....	86
Introduction.....	86
Appendix C: Fieldwork Questionnaire.....	95
Appendix D: Stakeholder Consultation.....	125
Approach.....	125
Stakeholder questions and responses.....	125
Appendix E: Glossary of Terms.....	138

## LIST OF TABLES

Table 2.1	Summary of achieved interviews by type of dwelling.....	12
Table 2.2	Range of responses achieved by ethnicity and dwelling type.....	12
Table 4.1a	List of sites as at 17 <sup>th</sup> May 2013.....	22
Table 4.1b	List of yards as at 17 <sup>th</sup> May 2013.....	25
Table 5.1	Bi-annual Caravan Cumbria-wide Count figures 2011 to 2013.....	27
Table 5.2a	Summary of sites and pitches.....	28
Table 5.2b	Summary of yards and plots.....	28
Table 5.3	Tenure of respondents.....	29
Table 5.4	Ownership of land where trailer/caravan located.....	30
Table 5.5	Facilities provided on pitch.....	30
Table 5.6	Amenities provided elsewhere on site.....	31
Table 5.7	Repair problems by accommodation type.....	31
Table 5.8	State of repair.....	32
Table 5.9	Repairs or improvements needed.....	32
Table 5.10	Enough space for trailers, wagons and vehicles.....	33
Table 5.11	Enough space in amenity blocks/sheds on pitch.....	33

Table 5.12	Enough space on pitch/plot.....	34
Table 5.13	Satisfaction with the location of your home.....	34
Table 5.14	Do you think your home is overcrowded? .....	35
Table 5.15	Housing costs covered by Housing Benefit.....	35
Table 5.16	Cost of services .....	36
Table 5.17	Happy with neighbourhood .....	37
Table 5.18	Do you feel safe in this neighbourhood?.....	37
Table 5.19	Location to amenities .....	38
Table 5.20	Respondents planning to move in the next five years.....	39
Table 5.21	Length of residence .....	39
Table 5.22	Summary of the origin of moving households .....	40
Table 6.1	Summary of need and supply factors for permanent pitches: Gypsies and Travellers .....	43
Table 6.2	Summary of current pitch supply and shortfalls 2013/14 to 2017/18 .....	44
Table 6.3	Summary of overall permanent pitch requirements (Gypsies and Travellers).....	45
Table 6.4	Summary of need and supply factors: Showperson Plots.....	48
Table 6.5	Summary of overall permanent plot requirements (Showpeople) .....	49
Table 6.6	Perceived need for new sites/yards .....	50
Table 6.7	Preferred Site/Yard Management Option.....	50
Table 6.8	Future site/yard location preferences.....	51
Table 6.9	Preferred location of transit sites .....	52
Table 6.10	Preferred management of transit provision .....	53
Table 6.11	Preferred location of stop over places.....	54
Table 6.12	Unauthorised encampments 2010/11 to 2012/13 .....	55
Table 6.13	Unauthorised encampments 2010/11 to 2012/13 by district and location .....	56
Table 6.14	Transit pitch recommendations 2013/14 to 2017/18 .....	59
Table 7.1	Travelling behaviour by dwelling type .....	60
Table 7.2	Length of time travelling.....	61
Table 7.3	Reasons for travelling .....	62
Table 7.4	Problems whilst travelling .....	62
Table 8.1	Registration with a doctor and dentist.....	63
Table 8.2	Services used in past twelve months (%) .....	64
Table 10.1:	Allerdale Summary .....	71
Table 10.2:	Barrow Summary .....	72

Table 10.3:	Carlisle Summary .....	72
Table 10.4:	Copeland Summary .....	73
Table 10.5:	Eden Summary .....	73
Table 10.6:	South Lakeland Summary.....	74
Table 11.1	Summary of overall pitch and plot requirements over five years and over Local Plan periods .....	82
Table 11.2	Summary of transit requirements.....	82

## LIST OF FIGURES

Figure 7.1	Months when travelling takes place .....	61
Figure 11.1	How does CLT model work? .....	77

## LIST OF MAPS

Map 4.1	Location of Gypsy and Traveller Sites and Showpeople’s Yards.....	24
---------	---	----

*arc<sup>4</sup> Limited accepts no responsibility or liability for, and makes no representation or warranty with respect to, the accuracy or completeness of any third party information (including data) that is contained in this document.*

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

# 1. Introduction

- 1.1 In March 2013, arc<sup>4</sup> were commissioned by Allerdale Borough Council, Barrow Borough Council, Carlisle City Council, Copeland Borough Council, Cumbria County Council, Eden District Council, Lake District National Park Authority and South Lakeland District Council (“the Authorities”) to undertake a Gypsy and Traveller Accommodation Assessment to identify the housing needs of Gypsies and Travellers and Travelling Showpeople from across the County.
- 1.2 The overall objective of the research was to provide a robust evidence base to inform future reviews of Local Plans and housing strategies.
- 1.3 The research provides information about the current and future accommodation needs of Gypsies and Travellers, and Travelling Showpeople; as well as providing information about additional support needs.
- 1.4 The study adopts the definition of ‘Gypsies and Travellers’ set out within the Government’s ‘Planning policy for traveller sites’ [*sic*] (March 2012) within which the following definition of Gypsies and Travellers is adopted:

‘Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family’s or dependants’ educational or health needs or old age have ceased to travel temporarily or permanently, but excluding members of an organised group of travelling Showpeople [*sic*] or circus people travelling together as such.’
- 1.5 Similarly, the following definition from the Guidance in respect of Travelling Showpeople is used:

‘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.’
- 1.6 The following definitions also apply:

‘[A] “pitch” means a pitch on a “gypsy and traveller” [*sic*] site and “plot” means a pitch on a “travelling Showpeople” [*sic*] site (often called a “yard”). This terminology differentiates between residential pitches for “gypsies and travellers” [*sic*] and mixed-use plots for “travelling Showpeople” [*sic*], which may/will need to incorporate space or to be split to allow for the storage of equipment.’<sup>1</sup>
- 1.7 For the purposes of this study, Gypsies and Travellers live on pitches on sites, whilst Travelling Showpeople live on plots on yards.
- 1.8 The overall objectives of the Gypsy and Traveller Accommodation Assessment are:

---

<sup>1</sup> CLG Planning policy for traveller sites Appendix A Glossary March 2012

- To produce a new Gypsy and Traveller Accommodation Assessment (which includes Travelling Showpeople) covering Cumbria's six districts and Lake District National Park, this providing distinct analysis, conclusions and recommendations for each of these authorities having regard to Cumbria's 20 Housing Market Areas which are dispersed across these authority areas.
- To understand the current accommodation circumstances of Gypsies and Travellers and Travelling Showpeople residing in the six districts and the Lake District National Park Authority.
- To provide a clear and robust understanding of the permanent, transit and other accommodation needs of Gypsies and Travellers and Travelling Show people.
- To produce an assessment of the mobility patterns and the drivers of mobility within communities.
- To establish a clear baseline for existing provision.
- To make recommendations for each district on the level of future pitch provision to 2031 across Cumbria with data provided for each authority to 2031 having regard to the current development plan period of each authority, these are as follows:
  - Barrow 2031
  - Allerdale 2029
  - Carlisle 2030
  - Copeland December 2028 (with Site Allocations DPD running to 2030)
  - Eden 2025
  - South Lakeland 2025
  - Lake District National Park Authority 2025
- To provide an understanding of the demographic profile of the Gypsy and Traveller community, household formation, routes into accommodation and wider support needs.
- To provide best practice advice around key issues to be considered when preparing policies for the provision of sites and accommodation for Gypsies and Travellers and Travelling Showpeople.

## Study Components

1.9 The study comprised three phases, which are set out and detailed below:

- Phase 1: Collation and review of existing information and literature and stakeholder survey and discussions;
- Phase 2: Survey of Gypsies and Travellers and Travelling Showpeople across the County; and
- Phase 3: Report production and dissemination.



## **Phase 1: Literature/desktop review and stakeholder discussions**

- 1.10 This phase comprised a review of available literature, including legislative background and best practice information; and available secondary data relating to Gypsies and Travellers.
- 1.11 Relevant regional, sub-regional and local information has been collected, collated and reviewed, including information on:
  - The national policy and legislative context;
  - Current policies towards Gypsies and Travellers in the County; and
  - Analysis of existing data sources available from stakeholders.
- 1.12 Views have been sought from a range of stakeholders identified by local authority partners, including providers, education officers, housing and planning professionals, and community representatives.

## **Phase 2: Survey of Gypsies and Travellers across Cumbria**

- 1.13 The survey of Gypsies and Travellers across the local authority areas was organised and undertaken by Homespace Sustainable Accommodation (HSSA). Interviews were carried out during April and May 2013. Interviews were carried out with residents living on authorised local authority and private sites across the County. Additional interviews were held with Gypsy and Traveller respondents living in bricks and mortar accommodation; and with respondents on unauthorised encampments.
- 1.14 Interviews were undertaken by trained members of the Gypsy and Traveller community. Using members of the community as interviewers helps secure a good response rate, and ultimately deliver a more comprehensive picture of need.
- 1.15 The cultural needs of Gypsies and Travellers and Travelling Showpeople differ from those of the rest of the population and consideration of culturally specific requirements such as the need for additional permanent caravan sites and/or transit sites and/or stopping places (or improvements to existing sites) are key to this study. The research has therefore explicitly sought information from Travelling communities across the County living in housing, on sites, on unauthorised encampments and unauthorised developments.
- 1.16 To maximise the value of the fieldwork, we have also obtained information on housing and housing-related support issues.

## **Phase 3: Production of report**

- 1.17 The report structure is as follows:
  - Chapter 1 Introduction: provides an overview of the study;
  - Chapter 2 Methodology: provides details of the study's research methodology;

- Chapter 3 Legislative and policy context: presents a review of the legislative and policy context;
- Chapter 4 The current picture: looks at the current provision of sites across the County to provide a baseline picture of what is currently available;
- Chapter 5 The current picture: reviews estimates of the Gypsy and Traveller and Travelling Showpeople population across the County and the scale of existing site provision. A review of the current accommodation situation of Travellers will identify any issues arising;
- Chapter 6 Pitch requirements: focuses on current and future pitch requirements. This chapter includes a detailed assessment of drivers of demand, pitch supply and current shortfalls across the County, as well as an assessment of transit need;
- Chapter 7 Travelling practices and experiences: highlights issues relating to experiences whilst travelling;
- Chapter 8 Wider service and support needs: considers the wider service and support needs of Travellers including health and education;
- Chapter 9 Stakeholder consultation: reports on the responses of the various stakeholders included in this research;
- Chapter 10 Summary of findings: focuses on key outputs and headlines emerging from the research by authority; and
- Chapter 11 Conclusion and strategic response concludes the report, identifying headline issues, and recommending ways in which these could be addressed.

1.18 The report is supplemented by the following appendices:

- Appendix A which provides details of the legislative background underpinning accommodation issues for Gypsies and Travellers.
- Appendix B Policy and guidance
- Appendix C Questionnaire
- Appendix D Stakeholder survey questionnaire
- Appendix E Glossary of terms

## 2. Methodology

- 2.1 The methodology for this study has comprised:
- Interviews with Gypsies and Travellers and Travelling Showpeople;
  - Desktop analysis of existing documents, data and pitch information; and
  - A key stakeholder on-line questionnaire for professionals who have direct contact with local Gypsy and Traveller communities.
- 2.2 The primary fieldwork for this study comprised survey work with Gypsies and Travellers and Travelling Showpeople. This work was managed by HSSA and undertaken by Gypsy and Traveller fieldworkers. HSSA were involved in the design of the questionnaire and in the recruitment of fieldworkers.
- 2.3 A total of 205 interviews were secured, 118 with households living on a pitch/plot on a private authorised site, one living in a house on a private site, five living on local authority sites, 80 living in bricks and mortar accommodation and one living on an unauthorised private site. It should be noted that 178 interviews were carried out with existing households and 27 interviews were carried out with emerging households<sup>2</sup>. These are households expecting to form and mainly comprise young people intending on forming their own household in the next five years.

---

<sup>2</sup> The total number of emerging households in Section 4 of the analysis includes respondents who have specifically stated they are emerging (27) plus others in existing households who are planning to emerge in the next five years (45)

**Table 2.1 Summary of achieved interviews by type of dwelling**

Summary type	Household	Dwelling type					Total
		House	Local Authority Site	Private Site	House on Private Site	Unauthorised Pitch	
Gypsy & Traveller Pitch	Existing	0	5	78	1	1	85
	Emerging	0	0	13	0	0	13
	<b>Total</b>	0	5	91	1	1	98
Gypsy & Traveller Bricks and Mortar	Existing	65	0	0	0	0	65
	Emerging	14	0	0	0	0	14
	<b>Sub-total</b>	79	0	0	0	0	79
Showperson	Existing	1	0	27	0	0	28
	Emerging	0	0	0	0	0	0
	<b>Sub-total</b>	1	0	27	0	0	28
Total	Existing	66	5	105	1	1	178
	Emerging	14	0	13	0	0	27
	<b>Grand Total</b>	<b>80</b>	<b>5</b>	<b>118</b>	<b>1</b>	<b>1</b>	<b>205</b>

2.4 The ethnicity of respondents (Table 2.2) indicates there are a range of ethnicities within the Gypsy, Traveller and Showpeople communities across Cumbria.

**Table 2.2 Range of responses achieved by ethnicity and dwelling type**

Ethnicity of Head of household	Dwelling location					Total	%
	Bricks and Mortar Accommodation	Local Authority Site	Private Authorised Site	Private Unauthorised Development			
Romany Gypsy	18	3	31	1		53	26.8
English Gypsy	19	1	23	0		43	21.7
English Traveller	12	1	11	0		24	12.1
Irish Traveller	2	0	3	0		5	2.5
Welsh Gypsy	0	0	1	0		1	0.5
Scottish Gypsy	16	0	11	0		27	13.6
Scottish Traveller	8	0	9	0		17	8.6
Showman	1	0	26	0		27	11.6
Don't know / no answer	4	0	0	0		4	2
Other	1	0	0	0		1	0.5
<b>Total</b>	<b>81</b>	<b>5</b>	<b>115</b>	<b>1</b>		<b>202</b>	<b>100</b>

Base: 202 responses from 205 surveys

- 2.5 In conjunction with interviews with members of the Travelling community, a range of complementary research methods have been used to permit the triangulation of results. These include:
- Desktop analysis of existing documents and data;
  - A database of authorised and unauthorised sites; and
  - A key stakeholder on-line questionnaire for professionals who have direct contact with local Gypsy and Traveller communities across the County.
- 2.6 Good practice guidance and evidence from other studies emphasises that building trust with Travelling communities is a prerequisite of meaningful research. In this case it has been achieved by using interviewers from Gypsy, and Traveller communities to conduct the interviews, by engaging with Gypsy and Traveller groups, by using local resources and workers to make links, and working closely with officers who have already established good relationships with local Travelling communities.
- 2.7 We have also used the following sources of information:
- The bi-annual caravan count for CLG; and
  - Local authority information on existing site provision and unauthorised encampments.
- 2.8 The assessment of pitch requirements has been calculated by utilising information on current supply of pitches and the results from the survey. The overall number of pitches has been calculated through local authority information but current and anticipated behaviour has been assessed through the survey. A detailed explanation of the analysis of pitch requirements is contained in Section 6.

### 3. Legislative and Policy Context

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

#### Legislative background

3.2 Since 1960, three Acts of Parliament have had a major impact on Gypsies and Travellers

- Caravan Sites and Control of Development Act 1960;
- Caravan Sites Act 1968 (Part II); and the
- Criminal Justice and Public Order Act 1994

3.3 The 1994 Criminal Justice and Public Order Act abolished all statutory obligations to provide accommodation, discontinued Government grants for sites and made it a criminal offence to camp on land without the owner's consent.

3.4 Since the 1994 Act, the only places where Gypsies and Travellers can legally park their trailers and vehicles are:

- Council Gypsy caravan sites;
- Privately owned land with appropriate planning permission;
- Land with established rights of use, other caravan sites or mobile home parks by agreement or licence along with land required for seasonal farm workers.

3.5 The 1994 Act resulted in increased pressure on available sites. It eventually resulted in further reviews of law and policy, culminating in the Housing Act 2004 which placed a requirement (s.225) on Local Authorities to assess Gypsy and Traveller accommodation needs.

3.6 More detail on the legislation affecting Gypsies and Travellers can be found at Appendix A.

#### Policy background

3.7 As part of this research we have carried out a literature review. A considerable range of guidance documents have been prepared by central Government to assist Local Authorities in discharging their strategic housing and planning functions, and numerous research and guidance documents have been published by other agencies. This review examines influential guidance and research which relates specifically to Gypsies and Travellers or makes reference to them; see Appendices A and B for further information.

3.8 Overall, this range of statutory documentation, advisory and guidance notes and accepted good practice has helped set a broad context within which this research is positioned.

3.9 Some of the key themes to emerge from the review of relevant literature include:

- Recognising the long-standing role Gypsies and Travellers have played in society and how prejudice, discrimination and legislative change have increasingly marginalised this distinctive ethnic group;
  - A recognised shortage of pitches on Gypsy and Traveller sites;
  - The importance of understanding Gypsy and Traveller issues in the context of recent housing and planning policy development;
  - Recognition that Gypsies and Travellers are the most socially excluded group in society and are particularly susceptible to a range of inequalities relating to health, education, law enforcement and quality of accommodation;
  - Recognition of the considerable prejudice and discrimination faced by Gypsy and Traveller communities; and
  - A need for better communication and improved understanding between, and within, Travelling communities themselves, and between Travelling communities and elected members, service providers and permanently settled communities.
- 3.10 In March 2012 the Government published both the National Planning Policy Framework and its Planning policy for traveller sites *[sic]*. These documents replace all previous national planning policy and guidance in respect of Gypsies and Travellers. This new national guidance is now a material consideration in determining local planning applications and its overarching aim is ‘to ensure fair and equal treatment for travellers’ *[sic]*.
- 3.11 Local planning authorities are encouraged to make their own assessment of need for the purposes of planning, and plan for sites over a reasonable timescale. The policy aims to promote more private Traveller site provision ‘while recognising that there will always be those travellers *[sic]* who cannot provide their own sites’.
- 3.12 The policy also states that:
- ‘Plan making and decision taking should aim to reduce the number of unauthorised developments and encampments and make enforcement more effective.’
  - Planning policies need to be fair, realistic and inclusive; and
  - Planning policies should increase the number of Traveller sites in appropriate locations with planning permission, to address under-provision and maintain an appropriate level of supply.
- 3.13 It is within this policy context that local planning authorities have to plan future provision for Gypsies and Travellers across their respective areas. The National Planning Policy emphasises the role of evidence and how it should be used within this context. Policy A: Using evidence to plan positively and manage development stresses the need for timely, effective and on-going community engagement (both with Travellers and the settled community); in addition the ‘use of a robust evidence base to establish accommodation needs to inform the preparation of Local Plan and make planning decisions’ is advocated. Paragraphs 8 and 9 of Planning policy for traveller *[sic]* sites state that;

'Local planning authorities should set pitch targets for gypsies and travellers [sic] and plot targets for travelling showpeople [sic] which address the likely permanent and transit site accommodation needs of travellers [sic] in their area, working collaboratively with neighbouring local planning authorities'.

Local planning authorities should:

- a) Identify and update annually, a supply of specific deliverable sites sufficient to provide five years' worth of sites against their locally set targets;
- b) Identify a supply of specific, developable sites or broad locations for growth, for years six to ten and, where possible, for years 11-15;
- c) Consider production of joint development plans that set targets on a cross-authority basis, to provide more flexibility in identifying sites, particularly if a local planning authority has special or strict planning constraints across its area (local planning authorities have a duty to cooperate on planning issues that cross administrative boundaries);
- d) Relate the number of pitches or plots to the circumstances of the specific size and location of the site and the surrounding population's size and density; and
- e) Protect local amenity and environment.

3.14 Despite the revocation of the Regional Spatial Strategy in May this year (2013), the need for strategic planning remains, especially to ensure coherent planning beyond local authority boundaries. To this end the Localism Act has introduced the Duty to Co-operate which the Planning Advisory Service advises :

- Requires councils and public bodies to engage constructively, actively and on an on-going basis in relation to planning of sustainable development;
- Requires councils to consider whether to enter into agreements on joint approaches or prepare joint Local Plans (if a local planning authority); and
- Applies to planning for strategic matters in relation to the preparation of Local and Marine Plans, and other activities that prepare the way for these activities.

3.15 The Localism Act and the National Planning Policy Framework set out a requirement for local authorities to fulfil a Duty to Co-operate on planning issues, including provision for Gypsies and Travellers, to ensure that approaches are consistent and address cross border issues with neighbouring authorities. The new Duty is intended to act as a driver for change in order to enhance co-operation and partnership working to assist in delivering appropriate provision of future accommodation for Gypsies and Travellers, which can be contentious. In addition the National Planning Policy Framework sets out a presumption in favour of sustainable development to guide local authorities in the delivery of new developments whilst the 'Planning policy for traveller [sic] sites' provides specific advice as detailed above.

3.16 In April 2012 the Government published a Progress Report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers, which summarised progress in terms of meeting 'Government commitments to



tackle inequalities and promote fairness for Gypsy and Traveller communities.’<sup>3</sup> The Report covers 28 measures from across Government aimed at tackling inequalities, these cover:

- Improving education outcomes;
- Improving health outcomes;
- Providing appropriate accommodation;
- Tackling hate crime;
- Improving interaction with the National Offender Management Service;
- Improving access to employment and financial services; and
- Improving engagement with service providers.

3.17 In respect of provision of appropriate accommodation, the report advises that financial incentives and other support measures have been put in place to help councils and elected members make the case for development of Traveller sites within their areas. Changing perceptions of sites is also identified as a priority, and to this end the Government has made the following commitment:

- ‘The Department for Communities and Local Government will help Gypsy and Traveller representative groups showcase small private sites that are well presented and maintained’; and
- ‘Subject to site owners agreeing to have their homes included we will help produce a case study document which local authorities and councillors, potential site residents and the general public could use. It could also be adapted and used in connection with planning applications.’<sup>4</sup>

3.18 Also aimed at improving provision of accommodation for Gypsies and Travellers, the Government has committed to:

- The provision of support, training and advice for elected members services up to 2015; and
- The promotion of improved health outcomes for Travellers through the planning system; the report states that ‘one of the Government’s aims in respect of traveller (sic) sites is to enable provision of suitable accommodation, which supports healthy lifestyles, and from which Travellers can access education, health, welfare and employment infrastructure.’<sup>5</sup>

3.19 Conversely, in August 2012, the Government published guidance for local authorities setting out the powers available to them and landowners to remove unauthorised encampments from both public and private land. Commenting on the guidance set out in ‘Dealing with illegal and unauthorised encampments: A summary of available powers’, the Chartered Institute of Housing stated that:

---

<sup>3</sup> [www.communities.gov.uk/news/corporate/2124322](http://www.communities.gov.uk/news/corporate/2124322)

<sup>4</sup> CLG Progress report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers April 2012 commitment 12 page 18

<sup>5</sup> CLG Progress report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers April 2012 para 4.13 page 19

'Gypsy and Traveller communities are some of the most marginalised communities in modern times. Long standing difficulties in the provision of private and authorised sites, coupled with fewer stopping places across the country, have resulted in increasing numbers of unauthorised sites and the increasing marginalisation of these communities. There is a real need to develop a planning system that enables the provision of well situated, decent and accessible site provision for Gypsies and Travellers.'<sup>6</sup>

- 3.20 On 4<sup>th</sup> May this year (2013) the Government revoked regulations governing the issuing of Temporary Stop Notices (TSNs) by local planning authorities, which had been in place since the introduction of TSNs in 2005. The regulations were originally introduced to mitigate against the likely disproportionate impact of TSNs on Gypsies and Travellers in areas where there is a lack of sites to meet the needs of the Travelling community. Under the regulations, TSNs were prohibited where a caravan was a person's main residence, unless there was a risk of harm to a serious public interest significant enough to outweigh any benefit to the occupier of the caravan. Under the new arrangements, and in the spirit of Localism, local planning authorities are to determine whether the use of a TSN is a proportionate and necessary response. Concerns have been raised that without the regulations in place TSNs risk violating the Human Rights of Gypsies and Travellers, especially in areas where there is an under-provision of sites/pitches.

### CLG Design Guidance

- 3.21 The 'Planning policy for traveller sites' [*sic*] provides no guidance on design for Gypsy and Traveller sites, concentrating instead on the mechanics of the planning process, from using evidence, to plan making and decision taking. The new policy does not therefore add to existing design guidance from CLG, which suggests that, among other things, there must be an amenity building on each pitch and that this must include, as a minimum:
- Hot and cold water supply;
  - Electricity supply;
  - A separate toilet;
  - A bath/shower room; and
  - A kitchen and dining area.
- 3.22 The access to the toilet should be through a lobbied area. The amenity building must include: secure storage space for harmful substances/ medicines; enclosed storage for food, brooms, washing, cleaning items etc.; and space for connection of cooker, fridge/freezer and washing machine. The inclusion of a day/living room in the amenity unit is recommended. The day/living room could be combined with the kitchen area to provide a kitchen/dining/lounge area. It is desirable that the day/living room should not be part of essential circulation space, nor contain essential storage.

---

<sup>6</sup> [www.cih.org](http://www.cih.org) Housing policy: Gypsies and Travellers

- 3.23 The Guidance also maintains that the design and construction of amenity buildings must meet the requirements of the current Building Regulations, Housing Corporation Design and Quality Standards, the Institution of Electrical Engineers regulations, and the Local Water Authority. Materials used must comply with the relevant British Standard Specifications and Codes of Practice and must provide for durable and low maintenance buildings. Its construction should be sympathetic to local architecture, attractive and of a domestic nature.
- 3.24 It is also recommended that amenity buildings incorporate cost effective energy efficiency measures. The building layout and construction should be designed to maximise energy conservation and the use of passive solar gain. All mechanical and electrical systems should be as energy efficient as possible. Consideration should be given to the insulation of plumbing systems, the use of low energy light fittings and appropriate heating and ventilation systems. Any opportunities for using energy from renewable sources should be considered.
- 3.25 Ideally sites should be small, consisting of six to a maximum of twelve pitches.
- 3.26 A Homes and Communities Agency (HCA) review (January 2012) of Non-Mainstream Housing Design Guidance found that the CLG Design Guide most ‘succinctly outlines the physical requirements for site provision for travellers [*sic*].’ It also identified a number of ‘pointers’ for future guidance, and these are worth mentioning here:
- The family unit should be considered to be larger and more flexible than that of the settled community due to a communal approach to care for the elderly and for children;
  - A distinct permanent building is required on site to incorporate washing and cooking facilities, and provide a base for visiting health and education workers; and
  - Clearer diagrams setting out the parameters for design are called for, both in terms of the scale of the dwelling and the site. Incorporating requirements for maintenance, grazing, spacing, size provision, communal spaces, etc. ‘would ensure that a set of best practice principles can be established.’<sup>7</sup>
- 3.27 The HCA Review suggested the following design considerations:
- Travelling Showpeople should be considered in the development of provision for temporary/transit sites;
  - Vehicular access is a requirement and not an option;
  - Open space is essential for maintenance of vehicles and grazing of animals;
  - Open play space for children needs to be provided;
  - A warden’s office is required for permanent sites;
  - Communal rooms for use of private health/education consultations are required; and

---

<sup>7</sup> Non-Mainstream Housing Design Guidance Literature Review, HCA January 2012 page 63

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

3.28 The HCA Review also identified the following best practice suggestions:

- Greater separation between aspects of living and those of cooking/washing;
- Disabilities should be accounted for within provision;
- When determining proposed locations, accessibility and proximity to local amenities and the surrounding community should be considered;
- Issues associated with reducing alienation with the settled community need to be accounted for;
- Measures for emergency sites accommodating a population not accounted for should be outlined;
- The Right to Buy should be taken into account in the provision of permanent sites; and
- Greater guidance for the planning, procurement and consultation process to ensure sites meet the needs of proposed residents, as well as reassuring neighbouring settled communities regarding impact.

## 4. The Current Picture: provision of Gypsy and Traveller sites

4.1 This chapter considers the current provision of sites across Cumbria. This is based on information provided by the local planning authorities and supplemented with observations from the fieldwork team.

### Provision of authorised and unauthorised sites

- 4.2 Data on the provision of sites considers both authorised and unauthorised sites and yards across the County. Broadly speaking, authorised sites are those with planning permission and can be on either local authority or privately owned land. In this instance unauthorised sites are made up of either longer term<sup>8</sup> unauthorised encampments<sup>9</sup>, that have been in existence for some considerable time and so can be considered to be indicative of a permanent need for accommodation (in some instances local authorities class these as tolerated sites and decide not to take enforcement action to remove them); and unauthorised developments, where Travellers are residing upon land that they do not own and that does not have planning permission (see Appendix E for more detailed definitions).
- 4.3 Overall (see Table 4.1a), there is one council owned site (15 pitches) at Ghyll Bank Park, Low Harker in Carlisle. There are nine private permanent authorised sites (117 pitches), two private temporary sites (14 pitches), two private transit sites (37 pitches) and three private unauthorised sites (13 pitches).
- 4.4 The location of sites and yards is illustrated in Map 4.1.

---

<sup>8</sup> Three months or longer

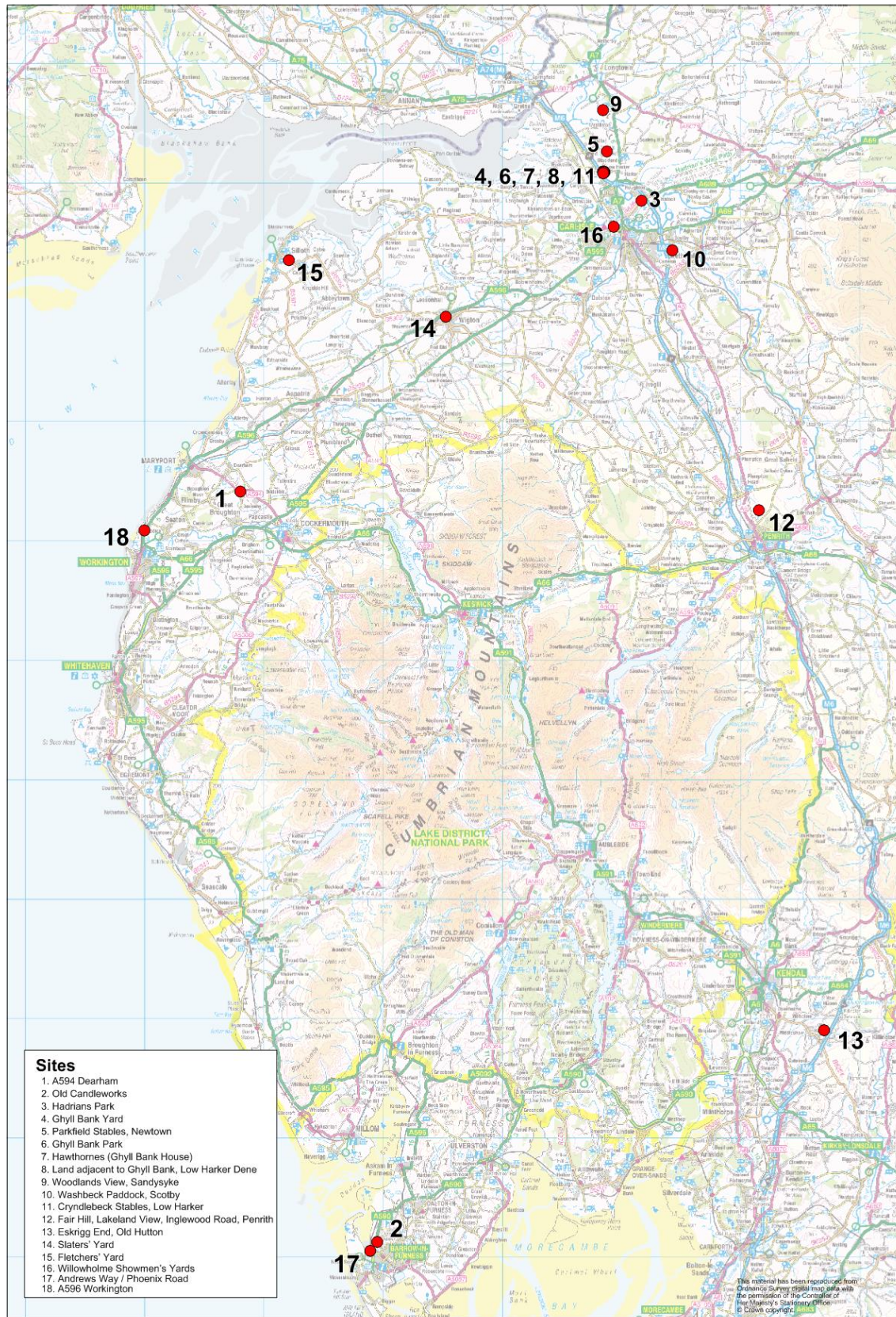
<sup>9</sup> Please note that unauthorised encampments also encompass short-term illegal encampments, which are more indicative of transit need, see Section 6 for more information on these encampments.

**Table 4.1a List of sites as at 17<sup>th</sup> May 2013**

Site Name	Site Location and Housing Market Area	Type of Site	Ownership	Total Number of Pitches on Site
A594 Dearham	Allerdale Workington & Maryport	Unauthorised encampment	Private with no planning permission	1
A596 Workington	Allerdale Workington & Maryport	Unauthorised encampment	Private with no planning permission	7
Andrews Way/Phoenix Rd	Barrow	Unauthorised encampment	Private without planning permission	5
Old Candleworks, Schneider Rd	Barrow	Permanent	Private with planning permission	17
Hadrian's Park	Carlisle Carlisle Rural East	Permanent and Transit	Private with planning permission	64 (of which 16 are not restricted to Travellers but are open to anyone; of the 64, 34 are permanent and 30 transit)
Ghyll Bank Yard, Low Harker	Carlisle Carlisle Rural East	Permanent	Private with planning permission	1
Parkfield Stables, Newtown	Carlisle Carlisle Rural East	Permanent	Private with planning permission	1
Ghyll Bank Park, Low Harker	Carlisle Carlisle Rural East	Permanent	Council with planning permission	15 (1 of which is permanently occupied by the site warden)
Hawthorns (formerly Ghyll Bank House), Low Harker	Carlisle Carlisle Rural East	Permanent	Private with planning permission	27 (12 at Atchin Tan and 15 at Hawthorns, 5 of the latter are open market and remainder of Hawthorns is occupancy restricted to 55+)
Land adjacent to Ghyll Bank, Low Harker Dene	Carlisle Carlisle Rural East	Transit	Private with planning permission	7
Woodlands View, Sandysyke	Carlisle Carlisle Rural East	Temporary	Private site, temporary consent granted 21/3/2011	4

Site Name	Site Location and Housing Market Area	Type of Site	Ownership	Total Number of Pitches on Site
			(personal consent)	
Washbeck Paddock, Scotby	Carlisle Carlisle Rural East	Permanent	Private with planning permission (personal consent)	1
Cryndlebeck Stables, Low Harker	Carlisle Carlisle Rural East	Permanent	Private with planning permission	1
Fair Hill, Lakeland View, Inglewood Road, Penrith	Eden: Eden Valley North	Permanent and temporary	Private with planning permission	44 (of which 10 are temporary)
Eskrigg End, Old Hutton	South Lakeland Rural Kendal HMA	Permanent	Private with planning permission	1
<b>TOTAL</b>				<b>196</b>
<b>TOTAL AUTHORISED (PERMANENT – Council and Private)</b>				<b>132</b>
<b>TOTAL AUTHORISED (TEMPORARY)</b>				<b>14</b>
<b>TOTAL AUTHORISED (TRANSIT)</b>				<b>37</b>
<b>TOTAL UNAUTHORISED</b>				<b>13</b>

Map 4.1 Location of Gypsy and Traveller Sites and Showpeople's Yards





4.5 In terms of Travelling Showpeople’s yards (see Table 4.1b), there are three private authorised yards (two at Willowholme and one at Wigton) providing a total of 39 plots; there is one unauthorised yard at Silloth (two plots). A further yard is located at Foulshaw in South Lakeland, which is used for storage purposes; it was not possible to ascertain whether any Showpeople were residing at this yard.

4.6 The location of yards is illustrated in Map 4.1.

**Table 4.1b List of yards as at 17<sup>th</sup> May 2013**

<b>Yard Name</b>	<b>Yard Location and Housing Market Area</b>	<b>Type of Yard</b>	<b>Ownership</b>	<b>Total Number of Plots on Yard</b>
Slaters’ Yard	Allerdale Wigton	Permanent	Private with planning permission	24
Fletchers’ Yard	Silloth Airfield, Allerdale Workington & Maryport	UAD	Private without planning permission	2
Willowholme Showmen’s Yards	Carlisle Carlisle Urban	Permanent	Private with planning permission	15 (One yard has 10 plots, the other 5)
<b>TOTAL</b>				<b>41</b>
<b>TOTAL AUTHORISED (PERMANENT)</b>				<b>39</b>
<b>TOTAL AUTHORISED</b>				<b>2</b>

## 5. The Current Picture: Gypsy and Traveller population and pitch availability

### Population Estimates

- 5.1 This chapter looks at the current picture in terms of the current population and demography of Gypsies and Travellers and Travelling Showpeople across the County before going on to explore the extent and nature of provision across the area.
- 5.2 According to the 2011 Census, a total of 315 residents in Cumbria identified as having a White British Gypsy and Traveller ethnicity. This may include residents living in bricks and mortar accommodation. As the number of pitches on sites is known, the main issue is the number of Gypsies and Travellers in housing. Where possible, interviews have been carried out with Gypsies and Travellers living in bricks and mortar accommodation; 80 interviews were achieved with such households. Where appropriate, the findings of the household survey are presented for Gypsies and Travellers living on sites, Gypsies and Travellers living in bricks and mortar accommodation, and for Showpeople at County level. Please note that due to data confidentiality it would not be appropriate to release data for individual districts as this could potentially breach confidentiality.

### Caravan Counts and Authorised Pitches

- 5.3 Snapshot counts of the number of Gypsy and Traveller caravans were requested by the Government in 1979, and have since been made by local authorities on a voluntary basis every January and July. Their accuracy varies between local authorities and according to how information is included in the process. A major criticism is the non-involvement of Gypsies and Travellers themselves in the counts. However, the counts, conducted on a single day twice a year, are the only systematic source of information on the numbers and distribution of Gypsy and Traveller trailers. The counts include caravans (or trailers) on and off authorised sites (i.e. those with planning permission) but do not relate necessarily to the actual number of pitches on sites.
- 5.4 A major review of the counting system was undertaken in 2003 by the then Office of the Deputy Prime Minister (ODPM), which made a number of recommendations and improvements to the process.
- 5.5 The January 2013 Caravan Count nationally found that:
- There were 18,730 caravans in England, 20 fewer than January 2012;
  - Approximately 6,930 caravans were on authorised socially rented sites, an increase of 130 on the previous year;
  - The number of caravans on authorised private sites was 1,840;
  - The number of caravans on unauthorised encampments was almost 860, approximately 100 less than in the previous January; and

- Overall the January 2013 count indicated that 86% of Gypsy and Traveller caravans were on authorised land and 14% on unauthorised land.

5.6 The figures for the last five caravan counts for the Cumbria authorities are set out in Table 5.1. This indicates that the number of caravans on sites has increased since January 2011 rising from 106 to 190 in January 2013. The counts averaged 149 caravans over the past five counts. The majority of caravans are located on private authorised sites, reflecting the supply profile identified in Tables 4.1a, 4.1b, 5.2a and 5.2b below. The number of caravans on unauthorised sites without planning permission has increased significantly from five in January 2011 to 23 in January 2013.

**Table 5.1 Bi-annual Caravan Cumbria-wide Count figures 2011 to 2013**

Count	Authorised sites with planning permission		Unauthorised pitches without planning permission	Total
	Social Rented	Total Private	Total unauthorised	
Jan 2011	30	101	5	136
Jul 2011	0	158	10	168
Jan 2012	30	114	12	126
Jul 2012	0	133	22	155
Jan 2013	30	167	23	190
<b>5 count average</b>	<b>18</b>	<b>134.6</b>	<b>14.4</b>	<b>149</b>

Source: CLG Caravan Count

- 5.7 It should be noted that there may be more than one trailer per pitch, and in the case of households doubling up on pitches there could be several trailers. For obvious reasons Gypsies and Travellers living on sites may not be present on the days on which the counts are conducted.
- 5.8 Tables 5.2a and 5.2b summarise the range of sites and yards known to the local authorities across Cumbria.

**Table 5.2a Summary of sites and pitches**

<b>Cumbria</b>	<b>No. Sites</b>	<b>No. Pitches</b>
Council owned	1	15
Private authorised	9	117
Private temporary	2	14
Private unauthorised	3	13
Private transit	2	37
<b>TOTAL Authorised</b>	<b>10</b>	<b>132</b>
<b>TOTAL Temporary</b>	<b>2</b>	<b>14</b>
<b>TOTAL Transit</b>	<b>2</b>	<b>37</b>
<b>TOTAL Unauthorised</b>	<b>3</b>	<b>13</b>
<b>GRAND TOTAL</b>	<b>15<sup>10</sup></b>	<b>196</b>

Source: Cumbria Authorities

**Table 5.2b Summary of yards and plots**

<b>Cumbria</b>	<b>No. Sites</b>	<b>No. Plots</b>
Council owned	0	0
Private authorised	3	39
Private unauthorised	1	2
<b>TOTAL Authorised</b>	<b>3</b>	<b>39</b>
<b>TOTAL Unauthorised</b>	<b>1</b>	<b>2</b>
<b>GRAND TOTAL</b>	<b>4</b>	<b>41</b>

Source: Cumbria Authorities

5.9 Residents across these sites and yards were contacted and asked to participate in the study. A total of 205 interviews were achieved as presented in paragraph 2.3. In order to maintain confidentiality of responses, data are presented Cumbria-wide for: Gypsies and Travellers living on sites (local authority, private authorised and unauthorised), Gypsies and Travellers living in bricks and mortar accommodation; and Showpeople living on plots on yards. Please note it is not appropriate to report data for households living on unauthorised encampments or local authority sites separately owing to the low baseline numbers reported.

5.10 In terms of output by District, this is done for Gypsies and Travellers and Showpeople across all Districts with the exception of South Lakeland, which for confidentiality reasons is merged with Barrow.

---

<sup>10</sup> One site has both permanent and temporary pitches whilst another has both permanent and transit provision

## Tenure of respondents

5.11 Overall, 51.3% of respondents own their own home, 36.5% rent privately, 11.7% rent from a Council/Housing Association and 0.5% stated other tenure (Table 5.3).

**Table 5.3 Tenure of respondents**

Tenure	Gypsy and Traveller (%)	Showperson (%)	Total (%)
Rent from Council	4.7		4.1
Rent privately	42.6		36.5
Rent from Housing Association	8.3	3.6	7.6
Own home	43.8	96.4	51.3
Other	0.6		0.5
Total	100.0	100.0	100.0
Base (valid responses)	169	28	197
Missing cases (no response)	8	0	8
Grand Total	177	28	205

5.12 According to the responses given by respondents, the vast majority of those living on pitches rent the land they live on with planning permission (68.1%). A further 15.9% rent a pitch (with no planning permission), 9.7% own the land, 4.4% rent from a Council and 1.8% stated another form of land ownership.

**Table 5.4 Ownership of land where trailer/caravan located**

Land ownership	Gypsy and Traveller (%)	Showperson (%)	Total (%)
Own land where trailer/wagon is normally located (with planning permission)	3.5	14.8	6.2
Own land where trailer/caravan is normally located (no planning permission)	1.2	11.1	3.5
Rent pitch from Council	5.8		4.4
Rent pitch privately (with planning permission)	66.3	74.1	68.1
Rent pitch privately (with no planning permission)	20.9	-	15.9
Other	2.3		1.8
Total	100.0	100.0	100.0
Base (Valid Responses)	86	27	113
Missing cases (no response)	12	1	13
Grand Total	98	28	126

### Facilities on pitches

5.13 Respondents were asked to identify the facilities they had on their pitch (Table 5.5). Overall, most respondents living on pitches had access to mains electricity (79.8%), a toilet and mains water (74.2% and 71.8% respectively). Fewer than a third of respondents had access to a laundry or laundry drying area, a bath, living room or a mains gas supply.

**Table 5.5 Facilities provided on pitch**

Facilities on Pitch	Gypsy/Traveller (%)	Showperson (%)	Total (%)
Slab	91.8	100.0	93.5
Shed	52.6	77.8	58.1
Kitchen	42.3	14.8	36.3
Laundry	24.7	18.5	23.4
Laundry drying area	21.6	3.7	17.7
Bath	35.1	14.8	30.6
Shower	46.4	59.3	49.2
Toilet	72.2	81.5	74.2
Living room	15.5	3.7	12.9
Mains water	67.0	88.9	71.8
Mains sewerage	48.5	63.0	51.6
Mains electric	77.3	88.9	79.8
Gas supply	3.1	3.7	3.2
Other	5.2	0.0	4.0
Base (Valid Responses)	97	27	124
Missing Cases	1	1	2
Grand Total	98	28	126

## Amenities elsewhere on the site

5.14 The majority of respondents had access to toilets (74.8%) and a high proportion car parking (58%) on their sites (Table 5.6).

**Table 5.6 Amenities provided elsewhere on site**

Amenities elsewhere on site	Gypsy/Traveller (%)	Showperson (%)	Total (%)
Amenity block	12.0	0.0	9.2
Toilets	77.2	66.7	74.8
Showers	13.0	14.8	13.4
Laundry	4.3	0.0	3.4
Car parking	53.3	74.1	58.0
Space for storing loads	4.3	92.6	24.4
Play area	9.8	77.8	25.2
Communal meeting area	14.1	0.0	10.9
Other	1.1	0.0	0.8
Base (Valid Response)	92	27	119
Missing cases (no response)	6	1	7
Grand Total	98	28	126

## Repairs and improvements

5.15 Overall almost three-quarters of all respondents stated that they had no repair problems although Gypsies and Travellers living in bricks and mortar accommodation were more likely to state repair problems (45.7%).

**Table 5.7 Repair problems by accommodation type**

Repair problem	Ethnicity and Location of dwelling			
	G&T Pitch (%)	G&T Bricks and Mortar (%)	Showperson (%)	Total
No repair problem	80.0	54.3	85.7	73.6
Repair problem stated	20.0	45.7	14.3	26.4
Total	100.0	100.0	100.0	100.0
Base (Valid Response)	85	46	28	159
Missing cases (no response)	13	33	0	46
Grand Total	98	79	28	205

5.16 Overall around three-quarters described the state of repair of their home as being good or very good (Table 5.8). All Showpeople said that the state of repair of their home was good or very good, compared with 83.7% of residents living on sites and 53.3% of Gypsies and Travellers living in bricks and mortar accommodation.

**Table 5.8 State of repair**

State of repair	Ethnicity and dwelling type			
	G&T Pitch (%)	G&T Bricks and Mortar (%)	Showperson (%)	Total
Very Good	62.8	28.3	88.5	54.7
Good	20.9	25.0	11.5	20.9
Neither Good nor Poor	9.3	40.0	0.0	18.6
Poor	5.8	6.7	0.0	5.2
Very Poor	1.2	0.0	0.0	0.6
Total	100.0	100.0	100.0	100.0
Base	86	60	26	172
Missing cases (no response)	12	19	2	33
Grand Total	98	79	28	205

5.17 Table 5.9 shows the range of repairs or improvements identified as being needed by survey respondents. Improvements to bathroom facilities were most frequently mentioned, followed by improvements to doors/windows and kitchen facilities.

5.18 CLG guidance states that sites should provide, as a minimum, access to a separate toilet, bath/shower room, and a kitchen and dining area should be provided.

**Table 5.9 Repairs or improvements needed**

Type of repair problem	Ethnicity and Location of dwelling			
	G&T Pitch (%)	G&T Bricks and Mortar (%)	Showperson (%)	Total
More space on pitch	52.9	4.8	50.0	28.6
Slab/drive	23.5	9.5	0.0	14.3
Roof	11.8	4.8	0.0	7.1
Doors/windows	23.5	57.1	0.0	38.1
Kitchen facilities	52.9	9.5	50.0	31.0
Bathroom facilities	64.7	19.0	50.0	40.5
Other	23.5	0.0	0.0	9.5
Total	100.0	100.0	100.0	100.0
Base (Valid Response)	17	21	2	42

## Space Requirements

5.19 Whilst there is no set pitch size, CLG guidance states that there should be sufficient space on pitches to allow for:

- Manoeuvrability of an average size trailer of up to 15 metres in length;
- Capacity for larger mobile homes of up to 25 metres on a number of pitches on a site; and



- A minimum of six metres between every trailer, caravan or park home that is separately occupied on a site.
- 5.20 Good practice would suggest that sites with between six and 12 pitches are preferable.
- 5.21 In terms of space for trailers, wagons and vehicles (Table 5.10), around 80% of respondents felt they had enough space, although the proportion was lower for Gypsies and Travellers (76.4%) compared with Showpeople (92.9%).

**Table 5.10 Enough space for trailers, wagons and vehicles**

Sufficient space for trailers, wagons, vehicles and loads	Gypsy/Traveller (%)	Showperson (%)	Total (%)
Yes	76.4	92.9	80.3
No	23.6	7.1	19.7
Total	100	100	100
Base (Valid responses)	89	28	117
Non response/not relevant	9	0	9
Grand Total	98	28	126

- 5.22 Of respondents living on pitches, 91.1% felt there was sufficient space in their amenity block/sheds (Table 5.11), with all Showpeople stating there was sufficient space and 87.7% of Gypsies and Travellers.

**Table 5.11 Enough space in amenity blocks/sheds on pitch**

Enough space in your amenity block/shed	Gypsy/Traveller (%)	Showperson (%)	Total (%)
Yes	87.7	100.0	91.1
No	12.3	0.0	8.9
Total	100.0	100.0	100.0
Base (Valid responses)	57	22	79
Non response/not relevant	41	6	47
Grand Total	98	28	126

- 5.23 90.1% of respondents living on a pitch/plot felt there was sufficient space overall on their pitch/plot (Table 5.12), with most (96%) of Showpeople stating they had sufficient space and 87.9% of Gypsies and Travellers.

**Table 5.12 Enough space on pitch/plot**

Enough space in your pitch/plot	Gypsy/Traveller (%)	Showperson (%)	Total (%)
Yes	87.9	96.0	90.1
No	12.1	4.0	9.9
Total	100.0	100.0	100.0
Base (Valid responses)	66	25	91
Non response/not relevant	32	3	35
Grand Total	98	28	126

## Satisfaction with location of your home

5.24 Satisfaction with the location of the home is relatively high (Table 5.13), with 66.8% of respondents overall stating that they were very satisfied or satisfied, rising to 92.9% for Showpeople. Overall 1.5% were dissatisfied or very dissatisfied with location.

**Table 5.13 Satisfaction with the location of your home**

Satisfaction with the location of your home	Ethnicity and dwelling type			
	G&T Pitch (%)	G&T Bricks and Mortar (%)	Showperson (%)	Total (%)
Very satisfied	40.0	24.3	78.6	39.9
Satisfied	25.3	34.3	14.3	26.9
Neither satisfied nor dissatisfied	32.6	41.4	7.1	32.1
Dissatisfied	2.1	0.0	0.0	1.0
Very dissatisfied	0.0	0.0	0.0	0.5
Total	100.0	100.0	100.0	100.0
Base	95	70	28	193
Non response	3	9	0	12
Grand Total	98	79	28	205

## Overcrowding

5.25 Very few respondents (1.9%) felt that their home was overcrowded (Table 5.14), all of these were Showpeople. Of all Showpeople respondents 10.7% identified as living in overcrowded conditions.

**Table 5.14 Do you think your home is overcrowded?**

Do you think your home is overcrowded?	Ethnicity and dwelling type			
	G&T Pitch (%)	G&T Bricks and Mortar (%)	Showperson (%)	Total (%)
Yes	0.0	0.0	10.7	1.9
No	100.0	100.0	89.3	98.1
Total	100.0	100.0	100.0	100.0
Base (Valid Responses)	84	46	28	158
Non response	14	33	0	47
Grand Total	98	79	28	205

### Facilities shared with other households

5.26 Sharing toilet facilities was mentioned by 40 Gypsy and Traveller households on pitches, four in bricks and mortar accommodation and three Showperson households.

### Cost of accommodation and services

5.27 Overall, 53.3% of respondents have none of their housing costs met by Housing Benefit. A further 21.5% have some of their housing costs met, and 25.2% have all of their costs met through Housing Benefit.

5.28 Receipt of full Housing Benefit was highest amongst Gypsies and Travellers living on pitches. Only 5.3% of Showpeople had all of their housing costs covered by Housing Benefit.

**Table 5.15 Housing costs covered by Housing Benefit**

Housing costs covered by Housing Benefit	Ethnicity and dwelling type			
	G&T Pitch (%)	G&T Bricks and Mortar (%)	Showperson (%)	Total
None	42.6	51.9	89.5	53.3
Part	21.3	33.3	5.3	21.5
All	36.1	14.8	5.3	25.2
Total	100.0	100.0	100.0	100.0
Base (Valid Responses)	61	27	19	107
Non response	37	52	9	98
Grand Total	98	79	28	205

5.29 Please note that it was not deemed culturally sensitive to ask about income in the survey.

5.30 The extent to which all respondents felt that the cost of services (gas, electricity, oil and water) were 'okay' or 'not okay' is presented in Table 5.16. This shows that 65.4% of respondents felt that the price of electricity was OK, 61.1% that the price of gas was OK, 64.5% that the price of oil was OK and 66.4% that the price

of water was OK. However, within respondents Gypsies and Travellers living on pitches were more likely to state costs were not OK. In comparison, at least 85% of Showpeople felt the cost of these services were OK.

**Table 5.16 Cost of services**

		Ethnicity and dwelling type			
		G&T Pitch (%)	G&T Bricks and Mortar (%)	Showperson (%)	Total
How do you find the cost of electricity?	OK	55.7	72.1	85.7	65.4
	Not OK	44.3	27.9	14.3	34.6
	Total	100.0	100.0	100.0	100.0
	Base (Valid Response)	88	43	28	159
	Non response	10	36	0	46
	Grand Total	98	79	28	205
How do you find the cost of gas?	OK	52.5	61.9	85.2	61.1
	Not OK	47.5	38.1	14.8	38.9
	Total	100.0	100.0	100.0	100.0
	Base (Valid Response)	80	42	27	149
	Non response	18	37	1	56
	Grand Total	98	79	28	205
How do you find the cost of oil?	OK	57.1	55.6	87.5	64.5
	Not OK	42.9	44.4	12.5	35.5
	Total	100.0	100.0	100.0	100.0
	Base (Valid Response)	14	9	8	31
	Non response	84	70	20	174
	Grand Total	98	79	28	205
How do you find the cost of water?	OK	58.7	66.7	90.0	66.4
	Not OK	41.3	33.3	10.0	33.6
	Total	100.0	100.0	100.0	100.0
	Base (Valid Response)	63	42	20	125
	Non response	35	37	8	80
	Grand Total	98	79	28	205

## Feelings about neighbourhood, safety and security

5.31 Interviewees were asked how happy they were with the neighbourhood in which they were located (Table 5.17); overall the majority of respondents were either very happy or happy (61.4%) with their neighbourhood; 38.7% were neither happy nor unhappy; and none were unhappy or very unhappy. 78.6% of Showpeople were very happy with their neighbourhood compared with 34.4% of Gypsies and Travellers living on pitches.

**Table 5.17 Happy with neighbourhood**

Happy with Neighbourhood	Ethnicity and dwelling type			
	G&T Pitch (%)	G&T Bricks and Mortar (%)	Showperson (%)	Total (%)
Very happy	34.4	20.0	78.6	35.6
Happy	30.2	25.7	10.7	25.8
Neither happy nor unhappy	35.4	54.3	10.7	38.7
Unhappy	0.0	0.0	0.0	0.0
Very unhappy	0.0	0.0	0.0	0.0
Total	100.0	100.0	100.0	100.0
Base (Valid Response)	96	70	28	194
Non response	2	9	0	11
Grand Total	98	79	28	205

## Safety

5.32 In terms of safety (Table 5.18), virtually all respondents felt safe in their neighbourhood, although 4.3% of respondents overall stated they did not feel safe and this was highest for Gypsies and Travellers living in bricks and mortar accommodation (7.4%).

**Table 5.18 Do you feel safe in this neighbourhood?**

Feel safe in neighbourhood	Ethnicity and dwelling type			
	G&T Pitch (%)	G&T Bricks and Mortar (%)	Showperson (%)	Total (%)
Yes	96.7	92.6	100.0	95.7
No	3.3	7.4	0.0	4.3
Total	100.0	100.0	100.0	100.0
Base (Valid Response)	92	68	28	188
Non response	6	11	0	17
Grand Total	98	79	28	205

## Location to amenities

5.33 Respondents were asked if they felt being near to a range of amenities was important, slightly important or not important to them (Table 5.19). 92.8% felt that being close a doctor was important, whilst 89.3% felt being near to shops was important, and 76.2% felt that having pubs nearby was important. Being close to main roads was also noted as of importance.

**Table 5.19 Location to amenities**

Amenity	Importance	Ethnicity and dwelling type			
		G&T Pitch (%)	G&T Bricks and Mortar (%)	Show person (%)	Total
Primary School nearby	Important	46.2	37.0	76.9	48.9
	Slightly Important	13.8	6.5	3.8	9.5
	Not Important	40.0	56.5	19.2	41.6
	Total	100.0	100.0	100.0	100.0
Secondary School nearby	Important	24.4	27.8	66.7	35.2
	Slightly Important	13.3	0.0	4.2	6.7
	Not Important	62.2	72.2	29.2	58.1
	Total	100.0	100.0	100.0	100.0
Doctors nearby	Important	89.7	96.7	92.0	92.8
	Slightly Important	8.8	0.0	0.0	3.9
	Not Important	1.5	3.3	8.0	3.3
	Total	100.0	100.0	100.0	100.0
Pubs nearby	Important	78.8	76.9	68.0	76.2
	Slightly Important	10.6	3.8	0.0	6.3
	Not Important	10.6	19.2	32.0	17.5
	Total	100.0	100.0	100.0	100.0
Shops nearby	Important	80.0	94.6	100.0	89.3
	Slightly Important	16.0	0.0	0.0	7.1
	Not Important	4.0	5.4	0.0	3.6
	Total	100.0	100.0	100.0	100.0
Public Transport nearby	Important	46.7	29.4	76.0	48.1
	Slightly Important	6.7	2.9	4.0	4.8
	Not Important	46.7	67.6	20.0	47.1
	Total	100.0	100.0	100.0	100.0
Main Roads nearby	Important	51.1	55.9	96.0	63.5
	Slightly Important	17.8	2.9	4.0	9.6
	Not Important	31.1	41.2	0.0	26.9
	Total	100.0	100.0	100.0	100.0
Grand Total		98	79	28	205

## Moving

5.34 Respondents were asked whether they planned to move over the next five years. The vast majority of respondents plan to stay where they are (92.5%).

**Table 5.20 Respondents planning to move in the next five years**

Moving intention	Ethnicity and dwelling type			
	G&T Pitch (%)	G&T Bricks and Mortar (%)	Show person (%)	Total (%)
Planning to stay where you are based now	92.7	90.2	96.2	92.5
Planning to move elsewhere	7.3	9.8	3.8	7.5
Total	100.0	100.0	100.0	100.0
Base (Valid Response)	82	51	26	159
Non response	16	28	2	46
Grand Total	98	79	28	205

### Household mobility

5.35 The household survey identified a high degree of mobility, with 66.6% of households moving to their current place of residence in the past five years (Table 5.21). Overall, 77.1% of Gypsies and Travellers living on pitches, 64.6% living in bricks and mortar and 35.7% of Showpeople had lived in their current place of residence for less than five years.

**Table 5.21 Length of residence**

Length of residence	Ethnicity and dwelling type			
	G&T Pitch (%)	G&T Bricks and Mortar (%)	Show person (%)	Total (%)
Up to one year	16.7	21.5	0.0	16.3
Over 1 and up to 2 years	16.7	12.7	10.7	14.3
Over 2 and up to 3 years	26.0	13.9	14.3	19.7
Over 3 and up to 4 years	12.5	6.3	3.6	8.9
Over 4 and up to 5 years	5.2	10.1	7.1	7.4
5 years or over	22.9	35.4	64.3	33.5
Total	100.0	100.0	100.0	100.0
Base (Valid Response)	96	79	28	203
Non response	2	0	0	2
Grand Total	98	79	28	205

5.36 Of households moving in the past five years, 58.5% had moved from within Cumbria, 22.9% had moved from elsewhere in the North West and 18.6% had moved from elsewhere in the UK (Table 5.22). Note that a household may be from Cumbria originally and had subsequently returned to their home area.

**Table 5.22 Summary of the origin of moving households**

Origin	Ethnicity and dwelling type			
	G&T Pitch (%)	G&T Bricks and Mortar (%)	Show person (%)	Total (%)
Cumbria	51.6	68.9	55.6	58.5
Elsewhere North West	26.6	15.6	33.3	22.9
North East	7.8	2.2	0.0	5.1
Elsewhere England	9.4	6.7	0.0	7.6
Scotland	4.7	6.7	11.1	5.9
Total	100.0	100.0	100.0	100.0
Base (Valid Response)	64	45	9	118
Missing cases (no response)	10	6	1	17
Total moving	74	51	10	135



## 6. Gypsy and Traveller Pitch and Showperson Plot Requirements

### Gypsy and Traveller Permanent Pitch Requirements

- 6.1 This section reviews the overall pitch requirements of Gypsies and Travellers across Cumbria. It takes into account current supply and need, as well as future need, based on modelling of data, as advocated by the CLG. Requirements for Gypsies and Travellers are reviewed. This chapter also considers planning issues.
- 6.2 The calculation of pitch requirements is based on CLG modelling as advocated in Gypsy and Traveller Accommodation Assessment Guidance (CLG, 2007). The CLG Guidance requires an assessment of the current needs of Gypsies and Travellers and a projection of future needs. The focus of the calculation of pitch requirements is the need arising from districts within the County. The Guidance advocates the use of a survey to supplement secondary source information and derive key supply and need information.
- 6.3 The GTAA has modelled current and future need and current and future supply. The following analysis focuses on Gypsies and Travellers specifically.
- 6.4 In terms of **need**, the model considers:
- The baseline number of pitches on authorised and unauthorised sites (as at 17 May 2013) and the modelling assumes one household per pitch;
  - The number of households living in bricks and mortar accommodation (a minimum baseline based on achieved interviews) and the number wanting to move to a pitch;
  - Existing households planning to move in the next five years (currently on sites);
  - The current shortfall in pitches relative to households on existing sites; and
  - Emerging households currently on sites and planning to stay within the study area; to derive a figure for the
  - Total need for pitches.
- 6.5 In terms of **supply**, the model considers :
- Total supply of pitches on authorised sites;
  - Turnover on existing authorised sites; and
  - Total supply of authorised pitches based on turnover and existing pitch provision (as set out at Table 4.1a).
- 6.6 The model then reconciles total need and existing authorised supply by summarising:
- Total need for pitches; and
  - Total supply of authorised and unauthorised tolerated pitches.

- 6.7 The assessment of current need should, in line with the Guidance, take account of existing supply. In the CLG model, current residential supply refers to local authority residential sites and authorised privately owned sites.
- 6.8 In this assessment we have reported the existing number of pitches on authorised local authority and private sites (this is the actual number of pitches on sites available for occupancy at 17<sup>th</sup> May 2013).
- 6.9 Although we have secured a high level of response from households living on pitches, survey data have been weighted to reflect the total number of pitches across Cumbria.

### Description of factors in the model

- 6.10 Table 6.1 provides a summary of the future pitch requirement calculation. Each component in the model is now discussed to ensure that the process is transparent and any assumptions clearly stated.

#### *Need*

##### 6.11 **Current pitches (1a to 1e)**

These figures are derived from the local authority and the site census carried out as part of the fieldwork. This represents the number of pitches available for households and it is assumed that one household requires one pitch in the analysis.

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

This is a minimum figure based on the respondents who were interviewed as part of the fieldwork. There were a total of 80 reported and none were planning to move onto a site: these households therefore do not impact upon the overall need figures.

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

This was derived from information from the household survey for respondents currently on authorised and unauthorised pitches and respondents in bricks and mortar accommodation who would prefer to live on a site.

##### 6.14 **Emerging households (4)**

This is the number of households expected to emerge in the next five years based on household survey information from respondents living on authorised and unauthorised pitches and also people living in bricks and mortar accommodation. Analysis considers where emerging households are planning to move to. Out of 72 emerging households identified in the survey (27 from households who have specifically stated that they are emerging plus 45 in existing households who are planning to emerge in the next five years), 41 plan to live on the current site they are on, 13 plan to live on a site elsewhere in the district and 18 are in bricks and mortar accommodation but want to move out to a site in their current district. There were an additional five emerging households evidenced in the survey and these intended to move to bricks and mortar accommodation, resulting in no net increase in need for pitches.

## 6.15 Total need for pitches (5)

This is a total of current households on pitches (authorised and unauthorised), households planning to move in the next five years (either on pitches or in bricks and mortar accommodation) and need from emerging households.

**Table 6.1 Summary of need and supply factors for permanent pitches: Gypsies and Travellers**

DEMAND		G&T Cumbria TOTAL	Allerdale	Barrow	Carlisle	Copeland	Eden	South Lakeland
1	<b>Current pitches</b>	1a. On LA Site	15	0	0	15	0	0
		1b. On Private Site - Authorised	117	0	17	65	0	34
		1c. On Private Site - Temporary Authorised	14	0	0	4	0	10
		1d. Unauthorised	13	8	5	0	0	0
		<b>1e. Total (1a to 1d)</b>	<b>159</b>	<b>8</b>	<b>22</b>	<b>84</b>	<b>0</b>	<b>44</b>
<b>WEIGHTING APPLIED TO RESPONDENTS LIVING ON PITCHES</b>				<b>8.000</b>	<b>See note</b>	<b>1.254</b>	<b>0.000</b>	<b>1.571</b>
2	<b>Current households in bricks and mortar accommodation (baseline information only)</b>	2a. TOTAL	80	11	12	24	17	15
3	<b>Existing households planning to move in next 5 years</b>	<b>Currently on sites</b>						
		3a. To another pitch/same site	3	0	0	3	0	0
		3b. To another site in local authority	1	0	0	1	0	0
		3c. To Bricks and Mortar	-1	0	0	-1	0	0
		3d. To a site/B&M outside study area	-1	0	0	-1	0	0
		3e. Planning to move to a site in LA from B&M elsewhere	1	0	0	1	0	0
		<b>Currently in Bricks and Mortar</b>						
		3f. Planning to move to a site in LA	0	0	0	0	0	0
		3g. Planning to move to another B&M property	0	0	0	0	0	0
		<b>3h. TOTAL (3a+3b+3c+3d+3e+3f)</b>	<b>3</b>	<b>0</b>	<b>0</b>	<b>3</b>	<b>0</b>	<b>0</b>
4	<b>Emerging households (5 years)</b>	4a. Currently on site and planning to live on current site	41	0	2	33	0	6
		4b. Currently on sites and planning to live on another site in LA	13	0	0	4	0	9
		4c. Currently in B&M planning to move to a site	18	2	3	6	3	4
		4d. Currently in B&M and moving to B&M (no net impact)	4	0	1	0	2	1
		4e. Currently on Site and moving to B&M (no net impact)	1	0	1	0	0	0
		<b>4f. TOTAL (4a+4b+4c) excluding those moving within B&amp;M</b>	<b>72</b>	<b>2</b>	<b>5</b>	<b>42</b>	<b>3</b>	<b>20</b>
5	<b>Total Demand</b>	5. 1e+3h+4f	<b>234</b>	<b>10</b>	<b>27</b>	<b>129</b>	<b>3</b>	<b>64</b>
<b>SUPPLY</b>								
6	Turnover on existing authorised pitches	6a Annual (assuming 10% each year)	13.2	0	1.7	8	0	3.4
		6b 5 Years	66	0	8	40	0	17
7	Total supply of pitches (5 yrs)	7a. Current authorised pitch provision and turnover (1a+1b+6b)	197	0	25	120	0	51
		7b. Current vacancies on authorised pitches	8	0	0	4	0	4
		<b>7c. TOTAL (7a+7b)</b>	<b>205</b>	<b>0</b>	<b>25</b>	<b>124</b>	<b>0</b>	<b>55</b>
<b>RECONCILING DEMAND AND SUPPLY</b>								
8	Total demand for pitches	5 years (from 5)	234	10	27	129	3	64
9	Total supply of authorised pitches	5 years (from 7c)	205	0	25	124	0	55
<b>5yr Authorised Pitch Shortfall (2013/14 to 2017/18)</b>			<b>29</b>	<b>10</b>	<b>2</b>	<b>5</b>	<b>3</b>	<b>9</b>

Note: Only two responses were achieved from households living on authorised pitches in Barrow due to interviewers being denied site access. Therefore, it was not deemed appropriate to weight up from a small sample base. The evidenced need for Barrow based on the responses received has been used in the analysis.

The total number of emerging households in Section 4 of the analysis includes respondents who have specifically stated they are emerging plus others in existing households who are planning to emerge in the next five years.

Some numbers may not sum correctly due to rounding

## Supply

### 6.16 Turnover on existing pitches (6)

The model assumes a turnover rate of 10% each year for pitches on authorised sites.

### 6.17 Total supply (7)

This figure is based on the total number of permanent pitches available (15 council plus 117 private authorised pitches) plus a five year supply based on turnover rates (6b) and any vacant pitch provision identified in the site surveys.

## Reconciling supply and need

6.18 In summary, there is a total shortfall over the next five years (2013/14 to 2017/18) of 29 pitches in Cumbria.

6.19 Analysis does not factor in the potential for additional pitches which are subject to planning permission, nor any expansion of existing sites.

6.20 Table 6.2 summarises current supply and future need for the various Authorities over the period 2013/14 to 2017/18.

6.21 This should be viewed as a requirement based on the current supply of pitches and the views expressed by Gypsies and Traveller households who have been interviewed. The need for pitches should be regularly reviewed to determine the extent to which this requirement is changing over time.

**Table 6.2 Summary of current pitch supply and shortfalls 2013/14 to 2017/18**

	Current supply <sup>11</sup>	Total shortfall
Allerdale	8	10
Barrow	22	2
Carlisle	84	5
Copeland	0	3
Eden	44	9
South Lakeland	1	0
<b>Cumbria Total</b>	<b>159</b>	<b>29</b>

## Longer-term requirements

6.22 Modelling assumes a five year time horizon but it is feasible to extrapolate the findings over a longer time-frame. Note that in the case of Allerdale and Copeland it is assumed that addressing the identified shortfalls will satisfy need

---

<sup>11</sup> Includes permanent, temporary and transit pitches on authorised sites in addition to the pitches currently on unauthorised sites. This is to establish the total need for pitch provision but does not suggest that unauthorised encampments are acceptable site provision.

over the plan period. In Allerdale, there is a specific need to provide pitches for households living on unauthorised pitches; and in Copeland there is need to provide pitches for a small number of households living in bricks and mortar accommodation.

- 6.23 Longer-term requirements are therefore calculated to be 16 pitches in the five years 2018/19 to 2022/23 and 16 pitches in the five years 2023/24 to 2027/28. This would result in a 15 year requirement for 61 pitches across Cumbria.

### Summary of overall permanent requirements

- 6.24 Table 6.3 summarises overall requirements by local authority.

**Table 6.3 Summary of overall permanent pitch requirements (Gypsies and Travellers)**

District	Pitch requirement			Total requirement
	2013/14 to 2017/18	2018/19 to 2022/23	2023/24 to 2027/28	
Allerdale	10	0	0	10
Barrow	2	2	2	6
Carlisle	5	5	5	15
Copeland	3	0	0	3
Eden	9	9	9	27
South Lakeland	0	0	0	0
<b>Total</b>	<b>29</b>	<b>16</b>	<b>16</b>	<b>61</b>

- 6.25 Respondents were asked how many new pitches/plots they felt were needed in their area now and in the next five years. In terms of requirements now, 107 households responded to the question and the median number of new pitches/plots required now was 20 and the mode (most frequently mentioned number) was also 20.
- 6.26 In terms of requirements over the next five years, 107 households responded to the question and the median number of new pitches was 40 and the mode (most frequently mentioned number) was 40.
- 6.27 Therefore, respondents felt there was an overall need for 60 pitches over the next five years which compares with an actual requirement for 29 as evidenced in Table 6.1 and based on a detailed review of pitch capacity and turnover.
- 6.28 The Cumbria Housing Market Areas (HMAs) were defined in 2005, having regard to functioning housing markets which were defined as *‘the geographical area in which a substantial majority of the employed population both live and work and where those moving house without changing employment choose to stay.’*<sup>12</sup> When developing the Housing Market Areas a number of considerations were taken into account, including:

<sup>12</sup> Maclennan et al 1998 cited in LHA, ODPM 2005

- Patterns of relocation within local areas and the degrees of self-containment;
  - Travel to work patterns and commuting to centres of employment;
  - Areas of high and low demand;
  - Other information, such as recent structure plans and Local Plans; and
  - Group discussion on the appropriate boundaries.
- 6.29 When looking at the location of new sites, respondents across Cumbria were asked to identify the Housing Market Area where they felt that this need would best be met. Popular choices by district were as follows:
- In Allerdale people identified Wigton;
  - In Barrow, Barrow Town was the most popular area of choice;
  - In Carlisle most people identified Carlisle City, the Rural East and Rural West Housing Market Areas;
  - In Copeland the majority of respondents identified the Housing Market Area of Whitehaven; and
  - In Eden, Alston Moor and Eden Valley North were the areas of choice.
- 6.30 It is important to note that these are locational preferences expressed by respondents, and are indicative of their areas of choice for new provision based on the Countywide survey; they do not equate to an identified need in these given localities. Local planning authorities will also need to have regard to a number of other considerations, which may include the ability to access services and facilities, as well as the existing sites and households from which needs have been identified, when developing their Local Plan responses.

### Showperson Permanent Plot Requirements

- 6.31 A similar methodology has been followed to assess the future plot requirements of Showpeople across Cumbria.
- 6.32 In terms of **need**, the model considers:
- The baseline number of households on authorised and unauthorised plots (as at 17<sup>th</sup> May 2013 ) and the modelling assumes one household per plot;
  - Showpeople living in bricks and mortar accommodation and the number wanting to move to a plot;
  - Existing households planning to move in the next five years (currently on plots);
  - The current shortfall in plots relative to households on existing yards; and
  - Emerging households currently on yards and planning to stay within the study area; to derive a figure for
  - Total need.
- 6.33 In terms of **supply**, the model considers :
- Total supply of plots on authorised yards;

- Turnover on existing authorised plots; and
  - Total supply of authorised plots based on turnover and existing plot provision and supply from any unauthorised plots.
- 6.34 The model then reconciles total need and existing authorised supply by summarising:
- Total need for plots; and
  - Total supply of authorised and unauthorised plots.
- 6.35 The assessment of current need should, in line with the Guidance, take account of existing supply. In the CLG model, current residential supply refers to local authority residential yards and authorised privately owned yards.
- 6.36 In this assessment we have reported the existing number of plots on authorised local authority and private yards (this is the actual number of plots on yards available for occupancy at 17<sup>th</sup> May 2013).
- 6.37 Survey data have been weighted to reflect the total number of yards across Cumbria.

## Need

### 6.38 **Current households (1a to 1e)**

These figures are derived from the local authority information.

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

This is a minimum figure based on the respondents who were interviewed as part of the fieldwork.

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

This was derived from information from the household survey for respondents currently on authorised and unauthorised plots.

### 6.41 **Emerging households (4)**

This is the number of households expected to emerge in the next five years based on household survey information from respondents living on authorised and unauthorised plots and also people living in bricks and mortar accommodation.

### 6.42 **Total need for plots (5)**

This is a total of current households on plots (authorised and unauthorised), households planning to move in the next five years (either on plots or in bricks and mortar accommodation) and need from emerging households.

6.43 In summary, there is a total need over the next five years (2013/14 to 2017/18) for eight additional plots in Cumbria.

6.44 Extrapolating this over the period 2018/19 to 2027/28 would result in a need for 20 additional plots (which assumes that only two plots are required in Eden as only two Showpeople have been identified in the District).

**Table 6.4 Summary of need and supply factors: Showperson Plots**

DEMAND			Showperson Cumbria Total	Allerdale	Carlisle	Eden
1	<b>Current Plots</b>	1a. On LA Yard	0	0		
		1b. On Private Yard - Authorised	39	24	15	
		1c. On Private Yard - Temporary Authorised	0	0	0	0
		1d. Unauthorised	4	2	0	2
		<b>1e. Total (1a to 1d)</b>	<b>43</b>	<b>26</b>	<b>15</b>	<b>2</b>
<b>WEIGHTING APPLIED TO RESPONDENTS LIVING ON PLOTS</b>				<b>1.142857</b>	<b>3.75</b>	<b>0</b>
2	<b>Current households in bricks and mortar accommodation (baseline information only)</b>	2a. TOTAL	1	1	0	0
3	<b>Existing households planning to move in next 5 years</b>	<b>Currently on yards</b>				
		3a. To another plot/same yard	0	0	0	0
		3b. To another yard in local authority area	0	0	0	0
		3c. To Bricks and Mortar	0	0	0	0
		3d. To a yard/B&M outside study area	0	0	0	0
		3e. Planning to move to a yard in LA from B&M elsewhere	0	0	0	0
		<b>Currently in Bricks and Mortar</b>	0	0	0	0
		3f. Planning to move to a yard in LA	0	0	0	0
		3g. Planning to move to another B&M property	0	0	0	0
		<b>3h. TOTAL (3a+3b+3c+3d+3e+3f)</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
4	<b>Emerging households (5 years)</b>	4a. Currently on yard and planning to live on current yard	16	13	4	0
		4b. Currently on yards and planning to live on another site in LA	0	0	0	0
		4c. Currently in B&M planning to move to a site	0	0	0	0
		4d. Currently in B&M and moving to B&M (no net impact)	0	0	0	0
		4e. Currently on Site and moving to B&M (no net impact)	0	0	0	0
		<b>4f. TOTAL (4a+4b+4c) excluding those moving within B&amp;M</b>	<b>16</b>	<b>13</b>	<b>4</b>	<b>0</b>
5	<b>Total Demand</b>	5. 1e+3h+4f	<b>60</b>	<b>39</b>	<b>19</b>	<b>2</b>
<b>SUPPLY</b>						
6	Turnover on existing authorised plots	6a Annual (assuming 7% each year)	3	2	1	0
		6b 5 Years	13	8	5	0
7	Total supply of plots (5 yrs)	7a. Current authorised pitch provision and turnover (1a+1b+6b)	52	32	20	0
		7b. Current vacancies on authorised plots	0	0	0	0
		<b>7c. TOTAL (7a+7b)</b>	<b>52</b>	<b>32</b>	<b>20</b>	<b>0</b>
<b>RECONCILING DEMAND AND SUPPLY</b>						
8	Total demand for plots	5 years (from 5)	60	39	19	2
9	Total supply of authorised plots	5 years (from 7c)	52	32	20	0
<b>5yr Authorised Plot Shortfall (2013/14 to 2017/18)</b>			<b>8</b>	<b>7</b>	<b>-1</b>	<b>2</b>

## Summary of overall permanent plot requirement

6.45 Table 6.5 summarises overall requirements by local authority.



**Table 6.5 Summary of overall permanent plot requirements (Showpeople)**

District	Plot requirement			Total requirement
	2013/14 to 2017/18	2018/19 to 2022/23	2023/24 to 2027/28	
Allerdale	7	7	7	21
Barrow				0
Carlisle	-1	-1	-1	-3
Copeland				0
Eden	2	0	0	2
South Lakeland				0
<b>Total</b>	<b>8</b>	<b>6</b>	<b>6</b>	<b>20</b>

6.46 When looking at the location of new yards, respondents across Cumbria were asked to identify the locations (by Housing Market Area) where they felt that this need would best be met. The Housing Market Areas of Workington/Maryport and Cockermouth were identified as popular choices in Allerdale; whilst in Eden, Eden Valley South was the area of choice. Respondents identified many other Housing Market Areas as more popular locations for new provision, but need for new provision was only identified in Allerdale and Eden.

6.47 It is important to note that the Housing Market Areas identified are locational preferences, and are indicative of areas of choice for new provision based on the Countywide survey; they do not equate to an identified need for new provision in these given localities. When identifying potential sites for new provision, Local Planning Authorities will also need to consider other factors, such as accessibility to services and the location of the identified need.

### Type of new provision

6.48 Respondents were asked if there is a need for new permanent sites for Gypsies and Travellers/yards for Showpeople and, if so, what sort of provision this should be and where should it be located. Responses to these questions are now looked at in turn.

6.49 The majority of respondents (78.8%) stated that there was a need for new provision across the County (Table 6.6) . Respondents tended to state that new provision should be managed privately by Gypsies and Travellers/ Showpeople. (Table 6.7).

**Table 6.6 Perceived need for new sites/yards**

Need	Ethnicity and dwelling type			
	G&T Pitch (%)	G&T Bricks and Mortar (%)	Showperson (%)	Total (%)
Yes	81.0	83.7	60.9	78.8
No	19.0	16.3	39.1	21.2
Total	100.0	100.0	100.0	100.0
Base (Valid Responses)	84	49	23	156
Non response	14	30	5	49
Grand Total	98	79	28	205

**Table 6.7 Preferred Site/Yard Management Option**

Site management option	Ethnicity and dwelling type			
	G&T Pitch (%)	G&T Bricks and Mortar (%)	Showperson (%)	Total (%)
Councils	24.7	29.0	0.0	23.0
Private (Gypsy/Traveller)	75.3	63.8	28.0	64.7
Private (non-Gypsy/Traveller)	8.6	10.1	24.0	11.2
Registered Social Landlord / Housing Association	25.8	29.0	8.0	24.6
Other	1.1	0.0	44.0	6.4
Total (Valid Respondents)	93	69	22	184
Non response	5	10	2	17
Grand Total	98	79	24	201

Note: Respondents could tick more than one option so the percentage figures relate to the percentage of respondents who would consider the option

- 6.50 Respondents were asked to identify where new provision should be located with reference to the Housing Market Areas identified across Cumbria (Table 6.8). The most frequently mentioned Housing Market Areas by Gypsies and Travellers were Carlisle City (67.3% of Gypsies and Travellers overall), Rural Carlisle West (54.2%), Rural Carlisle East (49.5%) and Barrow (50.5%).
- 6.51 Amongst Showpeople, most frequently mentioned were Barrow (92.9%), the Dales (50%), Eden Valley South (42.9%), Workington/Maryport (35.7%), Rural Kendal (35.7%) and Cockermouth (28.6%).
- 6.52 It is important to note that these are locational preferences, and are indicative of areas of choice for new provision from a Countywide survey; they do not equate to an identified need for new provision in these given localities. Many factors will need to be considered when identifying potential sites for new provision, such as accessibility to services and the location of identified need.

**Table 6.8 Future site/yard location preferences**

Location (Housing Market Area)	Ethnicity and dwelling type				
	G&T Pitch (%)	G&T Bricks and Mortar (%)	G&T Total (%)	Showperson (%)	Total (%)
Carlisle City	66.7	68.1	67.3	21.4	62.0
Rural Carlisle East	55.0	42.6	49.5	21.4	46.3
Rural Carlisle West	56.7	51.1	54.2	14.3	49.6
Wigton	31.7	53.2	41.1	21.4	38.8
Workington/Maryport	15.0	51.1	30.8	35.7	31.4
Cockermouth	18.3	42.6	29.0	28.6	28.9
North Lakes	18.3	31.9	24.3	7.1	22.3
Whitehaven	8.3	38.3	21.5	7.1	19.8
West Lakes	10.0	27.7	17.8	0.0	15.7
Millom	8.3	27.7	16.8	0.0	14.9
Barrow	35.0	70.2	50.5	92.9	55.4
Ulverston and Furness	6.7	27.7	15.9	21.4	16.5
Cartmel Peninsula	11.7	21.3	15.9	14.3	15.7
Kendal	26.7	42.6	33.6	14.3	31.4
Rural Kendal	6.7	27.7	15.9	35.7	18.2
Central Lakes	13.3	36.2	23.4	14.3	22.3
Dales	16.7	44.7	29.0	50.0	31.4
Alston Moor	31.7	36.2	33.6	7.1	30.6
Eden Valley North	21.7	40.4	29.9	14.3	28.1
Eden Valley South	18.3	36.2	26.2	42.9	28.1
Base (Valid Respondents)	60	47	107	14	121
Non response	38	32	70	14	154
Grand Total	98	79	177	28	382

## Transit sites and stop over places

6.53 The CLG Guidance suggests that, in addition to the need for permanent provision, an assessment should be made of the need for temporary places to stop-over while travelling. Two types of temporary provision have been identified elsewhere:

- Transit sites: intended for short-term use while in transit. These sites are authorised and usually permanent but there is a limit on the length of time residents can stay; and
- Stop-over places: designated temporary camping areas tolerated by local authorities, used for short-term encampments and sometimes with the provision of temporary toilet facilities, water supplies and refuse collection services. These sites are usually unauthorised.

6.54 Government guidance set out in 'Planning policy for travellers sites' [sic] refers only to the need for, and provision of, permanent and transit sites and makes no

reference to stop over places. It is therefore assumed that need for stop over provision forms part of the overall need for transit provision.

- 6.55 The extent to which transit and stop-over provision is required across Cumbria has been explored with reference to the views of survey respondents and the scale of unauthorised encampment activity.
- 6.56 Views were sought on the current provision of transit sites across the County. Amongst Gypsies and Travellers, 63.3% said that there was a need for provision of new transit sites across the County, whilst 15.9% said there was no need and 21.1% did not answer the question. Amongst Showpeople, six out of 28 respondents stated there should be transit provision across the County. Table 6.9 summarises where respondents felt transit provision should be located. Overall Carlisle City, Rural Carlisle West, Rural Carlisle East, Barrow, and Kendal were most likely to be mentioned. With Showpeople, Barrow was most frequently identified, followed by Eden Valley South and Workington/Maryport.
- 6.57 It is important to note that these are locational preferences, and are indicative of areas of choice for new transit provision from a Countywide survey; they do not equate to an identified need for new transit provision in these given localities. Many factors will need to be considered when identifying potential sites for new provision, such as accessibility to services and the location of identified need.

**Table 6.9 Preferred location of transit sites**

Location (Housing Market Area)	Ethnicity and dwelling type		
	G&T (%)	Showperson (%)	Total (%)
Carlisle City	81.5	42.9	79.1
Rural Carlisle East	52.8	42.9	52.2
Rural Carlisle West	56.5	42.9	55.7
Wigton	38.9	42.9	39.1
Workington/Maryport	35.2	57.1	36.5
Cockermouth	29.6	28.6	29.6
North Lakes	28.7	28.6	28.7
Whitehaven	19.4	28.6	20.0
West Lakes	19.4	14.3	19.1
Millom	19.4	14.3	19.1
Barrow	48.1	85.7	50.4
Ulverston and Furness	19.4	14.3	19.1
Cartmel Peninsula	15.7	14.3	15.7
Kendal	41.7	14.3	40.0
Rural Kendal	16.7	42.9	18.3
Central Lakes	25.9	14.3	25.2
Dales	24.1	42.9	25.2
Alston Moor	30.6	28.6	30.4
Eden Valley North	33.3	42.9	33.9
Eden Valley South	30.6	57.1	32.2
Base (total Respondents)	108	7	115
Base (total Responses)	721	49	770

6.58 There is a strong preference for the private management of transit sites by Gypsy/Travellers and Showpeople (71.3%) (Table 6.10).

**Table 6.10 Preferred management of transit provision**

Management of transit sites	Gypsies and Travellers (%)	Showpeople (%)	Total (%)
Councils	27.6	6.7	25.8
Registered Social Landlords / Housing Associations	36.2	6.7	33.7
Private (Gypsy/Traveller/Showperson)	70.6	80.0	71.3
Private (non-Gypsy/Traveller)	4.3	0.0	3.9
Other	2.5	13.3	3.4
Base (Respondents)	163	15	178

Note: Respondents could tick more than one response so percentages do not add up to 100%

6.59 59% of respondents believed there was a need for stop over places within Cumbria (65% Gypsies and Travellers and 21.4% of Showpeople). This indicates that some form of authorised stop over provision would be acceptable in meeting the need for temporary provision in Cumbria. Table 6.11 summarises where respondents felt any stop over provision should be located. Carlisle City, Rural Carlisle West, Rural Carlisle East, Barrow, and Kendal were most likely to be mentioned. With Showpeople, Barrow was most likely to be mentioned.

6.60 As with transit provision, it is important to note that these are locational preferences, and are indicative of areas of choice for new stop over provision from a Countywide survey; they do not equate to an identified need for new stop over provision in these given localities. Many factors will need to be considered when identifying potential sites for new provision, such as accessibility to services and the location of identified need.

**Table 6.11 Preferred location of stop over places**

Location (Housing Market Area)	Ethnicity and dwelling type		
	G&T (No.)	Showperson (No.)	Total (%)
Carlisle City	77.1	50.0	76.1
Rural Carlisle East	53.2	25.0	52.2
Rural Carlisle West	59.6	50.0	59.3
Wigton	35.8	25.0	35.4
Workington/Maryport	33.0	50.0	33.6
Cockermouth	34.9	25.0	34.5
North Lakes	33.0	50.0	33.6
Whitehaven	27.5	25.0	27.4
West Lakes	24.8	25.0	24.8
Millom	24.8	50.0	25.7
Barrow	50.5	75.0	51.3
Ulverston and Furness	22.0	0.0	21.2
Cartmel Peninsula	20.2	25.0	20.4
Kendal	39.4	25.0	38.9
Rural Kendal	23.9	0.0	23.0
Central Lakes	25.7	50.0	26.5
Dales	27.5	0.0	26.5
Alston Moor	34.9	50.0	35.4
Eden Valley North	32.1	0.0	31.0
Eden Valley South	39.4	0.0	38.1
Base (total Respondents)	109	4	113
Base (total Responses)	784	24	808

6.61 In order to establish the potential requirement for transit provision in Cumbria it is important to understand the extent of short term unauthorised encampment activity across the County. Generally these unauthorised encampments are ones that are of short duration (anything from one day to at most eight weeks). They occur as Gypsies and Travellers pass through the area whilst travelling, and are indicative of a lack of authorised stop over or transit provision. Whilst the extent of recording unauthorised encampment activity varies from authority to authority, it has been possible to develop a broad understanding of activity over the past three years (Table 6.12).

**Table 6.12 Unauthorised encampments 2010/11 to 2012/13<sup>13</sup>**

Authority	2010/11	2011/12	2012/13	Total	Annual average	Average no. caravans	Range of caravans
Allerdale	14	16	3	33	11	5	1 to 7
Barrow	1	2	3	6	2	7	6 to 10
Carlisle	18	10	11	39	13	4	1 to 8
Copeland	0	2	0	2	1	5	5
Eden	4	2	3	9	3	6	2 to 13
South Lakeland	2	2	2	6	2	4	Up to 6
Total	39	34	22	95	32		

Source: Cumbria Authorities

6.62 Table 6.13 reports the locations of unauthorised encampment activity by local authority based on the total incidences reported.

---

<sup>13</sup> This excludes unauthorised encampment activity linked to Appleby Fair

**Table 6.13 Unauthorised encampments 2010/11 to 2012/13 by district and location**

District	Location	Total number of encampments 2010/11 to 2012/13
Allerdale	Allonby	3
	Flimby	6
	Mawbray	2
	Silloth	1
	Woolsty	2
	Workington	19
	<b>District Total</b>	<b>33</b>
Barrow	Former Owl Sanctuary, Off Park Road	2
	Andrews Way	3
	Ironworks Road	1
	<b>District Total</b>	<b>6</b>
Carlisle	Borland Ave	4
	Chandler Way	6
	Closed Section B689 at Kingmoor Park	1
	Coopers Way, Parkhouse	1
	Devonshire Walk	3
	DFS Dukes Road	1
	Dobbies, Kingstown	1
	Field at low Harker Dene	1
	Fletcher Way, Parkhouse Road	4
	Keenan Park (off Eastern Way)	1
	Kingstown Broadway	1
	Kingsway, Dalston	1
	Land at Ghyll Banks, Low Harker Dene	5
	Land at Ind Est Longtown	2
	Land at Junction 42, Old A6	1
	Land at Showfield Willowholme Ind Est	1
	The Parade Ground, Hadrian's Camp	1
	Town Dyke Orchard	1
	Upper Viaduct Car Park	1
	Ushers Garage, Currock Rd	1
Whiteheart Pub, Dalston	1	
<b>District Total</b>	<b>39</b>	
Copeland	Queen Street, Millom	1
	West Lakes Sci and Tech Park, Moor Row	1
	<b>District Total</b>	<b>2</b>
Eden	Gilwilly Industrial Estate, Penrith	9
	Stoneybeck, nr Penrith	3
	<b>District Total</b>	<b>12</b>
South Lakeland	Bardsea	3
	Birkrigg Common	3
	<b>District Total</b>	<b>6</b>
<b>Cumbria Total</b>		<b>98</b>

Source: Cumbria Authorities



6.63 Carlisle has the greatest level of activity (39 encampments over the period 2010/11 to 2012/13), followed by Allerdale (33) and then Eden (12), with the other authorities having significantly fewer incidences – each averages two or fewer encampments each year. The extent to which transit provision is required in each local authority is now discussed.

#### **Allerdale**

6.64 A total of 33 unauthorised encampments have been reported in Allerdale over the three years 2010/11 to 2012/13. Available data would indicate an average of five caravans, with a range of between one and seven caravans on each unauthorised encampment.

6.65 Assuming an annual average of 11 encampments with five caravans, this would require provision for 55 caravan days each year (average number of encampments by average number of caravans).

6.66 It would be suggested that up to ten transit pitches would help to offset the incidences of unauthorised encampment activity in Allerdale. Based on patterns in activity, locations in Workington and Flimby would be suggested.

#### **Barrow**

6.67 A total of six unauthorised encampments have been reported in Barrow over the three years 2010/11 to 2012/13. Available data would indicate an average of seven caravans, with a range of between six and 10 caravans on each unauthorised encampment.

6.68 Assuming an annual average of two encampments with seven caravans, this would require provision for 14 caravan days each year (average number of encampments by average number of caravans).

6.69 It would be suggested that up to seven transit pitches would help to offset the incidences of unauthorised encampment activity in Barrow. Based on patterns in activity, a location in Barrow Town would be suggested

#### **Carlisle**

6.70 A total of 39 unauthorised encampments have been reported in Carlisle over the three years 2010/11 to 2012/13. Available data would indicate an average of four caravans, with a range of between one and eight caravans on each unauthorised encampment.

6.71 Assuming an annual average of 13 encampments with four caravans, this would require provision for 52 caravan days each year (average number of encampments by average number of caravans).

6.72 Carlisle already has transit provision at Low Harker Dene (seven pitches) which helps to offset the identified requirement provision.

6.73 It would be suggested that up to eight additional transit pitches would help to offset the incidences of unauthorised encampment activity in Carlisle. Based on patterns in activity, locations within Carlisle city would be suggested.

### **Copeland**

- 6.74 A total of two unauthorised encampments have been reported in Copeland over the three years 2010/11 to 2012/13. Available data would indicate an average of five caravans on each unauthorised encampment.
- 6.75 Assuming an annual average of one encampment with five caravans, this would require provision for five caravan days each year (average number of encampments by average number of caravans).
- 6.76 It would be suggested that up to five pitches would help to offset the incidences of unauthorised encampment activity in Copeland. Based on patterns in activity, locations in the north and south of the Borough would be suggested.

### **Eden**

- 6.77 A total of 12 unauthorised encampments have been reported in Eden over the three years 2010/11 to 2012/13. Available data would indicate an average of six caravans, with a range of between two and 13 caravans on each unauthorised encampment.
- 6.78 Assuming an annual average of four encampments with six caravans, this would require provision for 24 caravan days each year (average number of encampments by average number of caravans).
- 6.79 It would be suggested that up to 12 additional transit pitches would help to offset the incidences of unauthorised encampment activity in Eden. Based on patterns in activity, locations within Penrith and at Stonybeck would be suggested.

### **South Lakeland**

- 6.80 A total of six unauthorised encampments have been reported in South Lakeland over the three years 2010/11 to 2012/13. Available data would indicate an average of four caravans, with up to six caravans on each unauthorised encampment.
- 6.81 Assuming an annual average of two encampments with four caravans, this would require provision for eight caravan days each year (average number of encampments by average number of caravans).
- 6.82 It would be suggested that up to eight transit pitches would help to offset the incidences of unauthorised encampment activity in South Lakeland. Based on patterns in activity, locations in Bardsea and Birkrigg Common, or the wider area of South Ulverston would be suggested.
- 6.83 On the basis of evidence of past unauthorised encampment activity, Table 6.14 summarises recommendations for transit provision over the next five years. Note that by definition the transit pitches would only be used for some parts of the year and it is not assumed that the scale of transit need will change over the five years 2013/14 to 2017/18. In terms of the location of new transit provision, past unauthorised encampment activity is indicative of areas of need. Whilst decisions

over location of new transit provision should be made with reference to historic need, where need arises the preference of respondents (Table 6.9) should also be considered by local planning authorities, alongside other considerations such as accessibility.

**Table 6.14 Transit pitch recommendations 2013/14 to 2017/18**

<b>Authority</b>	<b>Suggested transit provision</b>	<b>Most frequently recorded locations of unauthorised encampments</b>
Allerdale	up to 10 pitches	Workington, Flimby
Barrow	up to 7 pitches	Barrow Town
Carlisle	up to 8 pitches	Borland Avenue, Chandler Way, Fletcher Way Parkhouse
Copeland	up to 5 pitches	Millom, Moor Row
Eden	up to 12 pitches	Gilwilly Industrial Estate, Stoneybeck
South Lakeland	up to 8 pitches	Bardsea, Birkrigg Common
<b>Total</b>	<b>up to 50 pitches</b>	

6.84 Table 6.14 indicates the annual requirement for transit provision by local authority in Cumbria. It indicates that overall up to an additional 50 transit pitches would help to address the issue of unauthorised encampments. These additional pitches are required to address levels of unauthorised encampment activity evidenced across Cumbria. Note that this is not an annual requirement but rather an overall requirement which helps to address on-going unauthorised encampment activity.

## 7. Travelling practices and experiences

- 7.1 The purpose of this chapter is to review the travelling patterns associated with respondents across the County. Broadly speaking, travelling patterns are seasonal, generally linked to seasonal employment but travelling also takes place to enable visits to family and friends and attendance at events, such as weddings and funerals. Families require safe and secure places from which to travel, and this home base is usually from where they access doctors, schools and a dentist.
- 7.2 Respondents were asked about their travelling practices in the previous year (Table 7.1). Nearly half of respondents (43.3%) had travelled, with around one-third of Gypsies and Travellers and the majority (89.3%) of Showpeople travelling.

**Table 7.1 Travelling behaviour by dwelling type**

Travelled in last year	Ethnicity and dwelling type			
	G&T Pitch (%)	G&T Bricks and Mortar (%)	Showperson (%)	Total (%)
Yes	36.0	32.8	89.3	43.3
No	64.0	67.2	10.7	56.7
Total	100.0	100.0	100.0	100.0
Base (Valid Response)	86	64	28	178
Non response	12	15	0	27
Grand Total	98	79	28	205

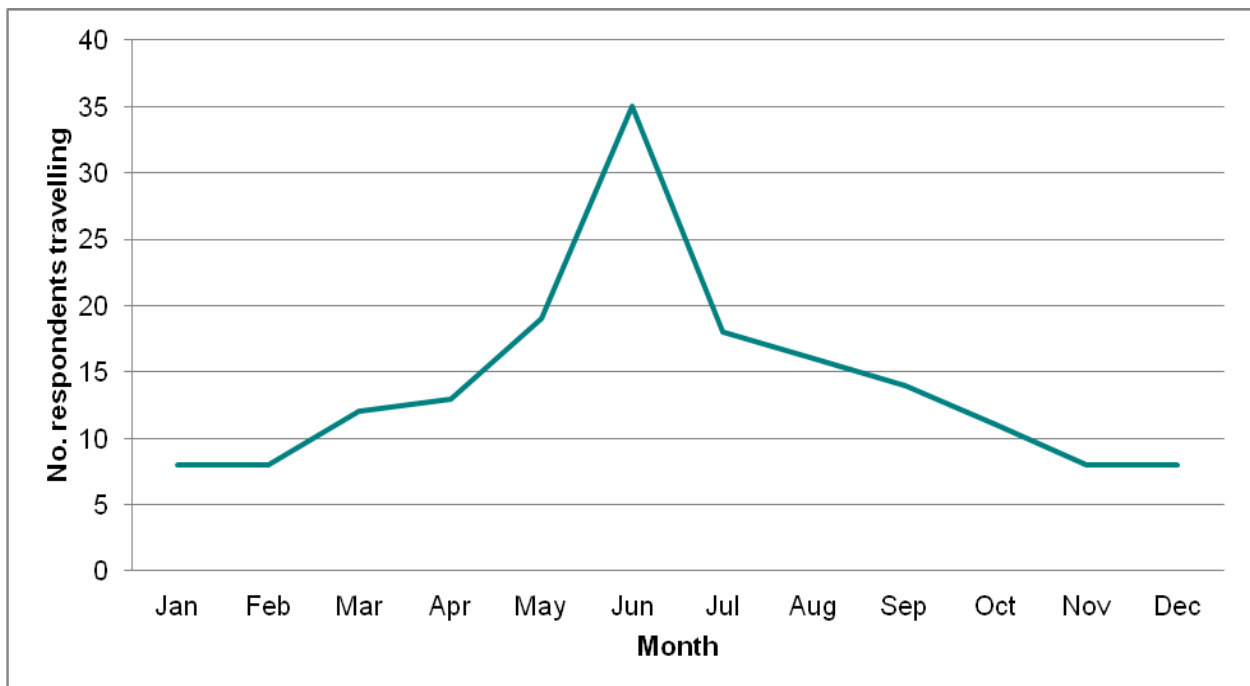
- 7.3 Of respondents that have travelled in the previous year and provided information on travelling times, the majority (59.2%) had travelled for less than one month, a further 11.2% had travelled for between five and eight weeks, and 7.1% for between nine and 12 weeks (Table 7.2). A total of 22.4% had travelled for more than 13 weeks. Showpeople were more likely to travel for at least 13 weeks (24%) compared with Gypsies and Travellers (11.9%).

**Table 7.2 Length of time travelling**

Length of time travelling	Ethnicity and dwelling type			
	G&T Pitch (%)	G&T Bricks and Mortar (%)	Showperson (%)	Total (%)
No more than 13 days	38.1	31.4	0.0	27.6
Two to four weeks	31.0	45.7	8.0	31.6
5 to 8 weeks	14.3	14.3	0.0	11.2
9 to 12 weeks	4.8	5.7	12.0	7.1
13 to 26 weeks	11.9	2.9	24.0	11.2
Over 6 months but less than 10 months			48.0	9.2
Over 10 months but less than 12 months			8.0	2.0
Total	100.0	100.0	100.0	100.0
Base (Valid Responses)	42	35	25	102
Non response	56	44	3	103
Grand Total	98	79	28	205

7.4 Figure 7.1 summarises when respondents travelled. Most travelling activity is between May and July, although there is a degree of travelling during the autumn period.

**Figure 7.1 Months when travelling takes place**



7.5 A range of reasons were given for travelling but the most frequently mentioned were for work (51.3%), visiting family/friends (21.3%) and travelling to fairs (13.8%) (Table 7.3).

**Table 7.3 Reasons for travelling**

Reason	Number	%
Cultural	9	11.7
Holiday	1	1.3
Religious activities	1	1.3
Travel to Fairs	11	13.8
Visiting family/friends	17	21.3
Work	41	51.3
Base (responses)	80	100.0
Base (households stating a reason)	58	

Note more than one reason for travelling could be expressed

7.6 A range of problems can be experienced whilst travelling and respondents were asked to identify these based on their experiences (Table 7.4). Most frequently the problems mentioned were lack of toilet facilities (72.2%), no places to stop over (63.9%) and no water facilities (61.1%).

**Table 7.4 Problems whilst travelling**

Problem	Responses	%	% respondents mentioning
No places to stop over	46	16.7	63.9
Closing of traditional stopping places	30	10.9	41.7
Abuse, harassment or discrimination	17	6.2	23.6
Lack of toilet facilities	52	18.8	72.2
No water facilities	44	15.9	61.1
Problems with rubbish collection	19	6.9	26.4
Police behaviour	19	6.9	26.4
Enforcement officer behaviour	20	7.2	27.8
Behaviour of other travellers	22	8.0	30.6
Other	7	2.5	9.7
Total responses	276	100.0	
Total respondents	72		

Note more than one problem could be expressed

## 8. Wider Service and Support Needs

- 8.1 This research provides a valuable opportunity to review the wider service and support needs of Gypsies, Travellers and Travelling Showpeople, and this chapter discusses issues raised through the household survey and stakeholder consultation.

### Registration with doctor and dentist

- 8.2 Virtually all respondents interviewed stated that they were registered with a doctor (98.5%) and dentist (97.8%) (Table 8.1).

**Table 8.1 Registration with a doctor and dentist**

Registered with:	Ethnicity and dwelling type			
	G&T Pitch (%)	G&T Bricks and Mortar (%)	Showperson (%)	Total (%)
Doctor	98.9	100.0	100.0	98.5
Base (Valid Responses)	92	78	27	197
Dentist	98.7	100.0	88.9	97.8
Base (Valid Responses)	78	78	27	183
Total (all households)	98	79	28	205

### Services used in the last year

- 8.3 Interviewees were asked which services they had used in the last year (Table 8.2). The most used services were Doctor (GP) and Dentist. GP services were accessed by 95.9% of respondents, and dentists were accessed by 80.5% of respondents. Additionally 34.9% had used the Accident and Emergency service.
- 8.4 The proportion of respondents using other services tended to be considerably lower, with fewer than 10% using welfare rights advice, Traveller Liaison services, a Law Centre, Traveller Education Services, and Social Services. Around 17% had sought support from a Health Visitor and just over 15% support from the Citizens Advice Bureau.

**Table 8.2 Services used in past twelve months (%)**

Services used in the last year	Ethnicity and dwelling type			
	G&T Pitch (%)	G&T Bricks and Mortar (%)	Showperson (%)	Total (%)
Traveller Liaison	8.5	4.0	7.7	6.7
Traveller Education	8.5	2.7	3.8	5.6
Adult Education	6.4	4.0	0.0	4.6
Law Centre	6.4	4.0	11.5	6.2
Citizens Advice Bureau	16.0	14.7	19.2	15.9
Other welfare rights advice	5.3	6.7	15.4	7.2
Doctor (GP)	92.6	98.7	100.0	95.9
Dentist	70.2	92.0	84.6	80.5
Accident and emergency	31.9	28.0	65.4	34.9
Health visitors	20.2	9.3	26.9	16.9
Social services	0.0	1.3	0.0	0.5
Other	2.1	1.3	7.7	2.6
Base	94	75	26	195
Total (All households)	98	79	28	205

## Adaptations

- 8.5 Very few households stated that they needed adaptations, with only six specific adaptations required. These were hand rails (four responses) and ramp access (two responses).



## 9. Stakeholder consultation

### Overview

- 9.1 Stakeholders were invited to participate in a survey aimed at identifying a range of information, including establishing the key perceived issues facing the Travelling community within Cumbria, and ways in which these need to be addressed. Stakeholders were asked to respond to any of the questions within the survey. A total of 32 separate responses to the stakeholder consultation were obtained.

### General support for Gypsies, Travellers and Travelling Showpeople

- 9.2 There was an overall feeling from stakeholders that there is not an adequate understanding of the education, employment, health and support needs of Travellers, with knowledge tending to be limited to personnel with specific roles and responsibilities.
- 9.3 Several respondents felt that more could be done to monitor these support needs, although it was also acknowledged that some Gypsy and Traveller individuals/families/communities choose to be independent and not to seek support. There is clearly a balance to be struck between making support services available and accessible, and giving Travellers the choice as to whether to access these services.
- 9.4 In terms of additional support that is most needed, many responses were focused upon the provision of new sites, both permanent and transit, and the improvement and upgrading of existing sites. Other support that was suggested included: improving access to services, particularly health and education; support for elderly and disabled members of the Gypsy and Traveller community and setting up an independent link/support worker.
- 9.5 Stakeholders were aware of funding and capacity limitations in terms of possible actions to raise awareness of the needs of Travellers. In addition to education and awareness training programmes, the media portrayal of Gypsy and Traveller communities was also mentioned. Fear can be identified in both the Gypsy and Traveller and settled communities; while Gypsies and Travellers may avoid self-identifying (e.g. living in bricks and mortar accommodation but not telling neighbours out of fear of prejudice or racism), settled communities may have a negative perception and fear of Travellers.

### Provision of accommodation

- 9.6 Many stakeholders were unaware of what monitoring of Gypsy and Traveller accommodation provision is currently undertaken. Several respondents made

reference to the 2008 Gypsy and Travellers Accommodation Assessment<sup>14</sup>, and acknowledged a need for the on-going monitoring of Gypsy and Traveller populations, their location and migration. This should include the robust monitoring of existing sites, and the accurate recording of temporary encampments.

- 9.7 There is a general view that improvements could be made to the majority of existing Gypsy and Traveller sites. Some respondents considered the existing provision to be very poor, possibly not meeting housing standards. Schneider Road (Barrow) and Fair Hill (Eden) were highlighted as requiring improvement, along with the transit site at Hadrians Camp (Carlisle). Low Harker Dene (Carlisle) is a new site with generally good provision, although one stakeholder commented on a need for play area/equipment.
- 9.8 There is limited information available regarding the management of existing Gypsy and Traveller sites, although several stakeholders suggested that management standards are generally low. The municipal site in Carlisle is managed by an external company.
- 9.9 Some stakeholders have been made aware of tensions between Gypsies and Travellers and the settled community on existing sites. These tensions have included the use of space outside the site and school spaces. In response, liaison officers and site managers have been required to mediate and engage the communities involved.

### **Need for additional permanent and transit sites**

- 9.10 In terms of the existing provision of permanent sites, many stakeholders were not familiar with current demand and supply trends. However, there was a general feeling amongst those who commented that there are currently insufficient sites, with the 2008 Assessment again being drawn upon as evidence of need.
- 9.11 Regarding the location of new permanent sites, stakeholders suggested needs in Carlisle, Eden, Barrow, South Lakeland and Allerdale. Stakeholders perceived no demand for permanent sites in Copeland.
- 9.12 There was a view that there is currently inadequate provision of transit (short-term) sites across the County, evidenced by regular unauthorised roadside encampments. One stakeholder did note that an on-going problem with unauthorised encampments is not always reflective of the need for permanent site provision, suggesting a need to look at toleration policies and tolerated stopping places.
- 9.13 Yards for Showpeople in Allerdale, South Lakeland and Carlisle were also mentioned.
- 9.14 There appears to be a low level of awareness generally of Gypsies and Travellers living in bricks and mortar accommodation. It was noted that there are a number of Gypsies and Travellers in the County who live in bricks and mortar accommodation because of a lack of appropriate site provision, but who would

---

<sup>14</sup> It should be noted that Copeland Borough Council did not consider the findings of the 2008 study to be correct

like to maintain their traditional lifestyle. There was an acknowledgement that moving into bricks and mortar accommodation can be a last resort for Gypsies and Travellers who want to maintain a travelling way of life. One stakeholder identified that regulations for allocating housing can compound problems for Gypsies and Travellers, as flats and small dwellings may not meet their needs.

- 9.15 Where stakeholders who provide accommodation have been approached by Gypsies and Travellers for housing or housing-related support during the past five years, the majority were seeking access to accommodation on site rather than bricks and mortar housing.

## Unauthorised encampments

- 9.16 Stakeholders are aware of regular unauthorised encampments across the County, but it appears that these are not all recorded or collectively collated so information is predominantly anecdotal. Stakeholders identified a recurring problem with unauthorised encampments in Carlisle, South Lakeland and Barrow.
- 9.17 Problems experienced in respect of unauthorised encampments include highways issues, refuse collection, education provision, and complaints from road users and adjacent landowners.
- 9.18 It is generally acknowledged that unauthorised encampments reflect negatively on the perception of Gypsies and Travellers. Fear and intolerance often relate to misunderstandings and tensions regarding unauthorised encampments.

## Planning

- 9.19 Stakeholders identified a number of issues which they feel have hampered the provision of new sites in Cumbria. These include:
- Poor public perception (NIMBYism and negative media portrayal);
  - Lack of identification of the issue politically (apathy);
  - Lack of statutory requirement to make provision;
  - Uncertainty in the planning system;
  - Lack of robust evidence of need;
  - Problems identifying land/suitable sites; and
  - Funding limitations.
- 9.20 There was a feeling amongst stakeholders that more could be done to identify and bring forward new sites. Positive action by both local authorities (to identify, acquire and design sites) and the Gypsy and Traveller community (to participate in the process) is needed.
- 9.21 The need to establish robust evidence of need was acknowledged, as this is an integral part of the planning policy process. However, some stakeholders expressed frustration that additional assessment work is being undertaken, given that the 2008 Assessment established a clear need for additional sites and yards

and yet nothing new has been delivered since. The introduction of a specific, measurable and time-bound action plan for the provision of land and development of permanent and transit sites was identified as necessary, along with open and transparent mechanisms to monitor, evaluate and ensure accountability.

- 9.22 The majority of stakeholders recognise the importance of the planning system in the delivery of new Gypsy and Traveller sites. The Government's recent change to planning policy is considered to helpfully raise awareness of Gypsy and Traveller issues, acting as a reminder that Local Plans need to consider the needs of communities, balanced with local issues and objections.
- 9.23 There is a need for a consistent and joined-up approach between Districts, especially as the size and geography of the County allows easy commuting. Cross-boundary co-operation beyond Cumbria, into neighbouring counties and Scotland, was also noted. Existing partnerships linked to Appleby Fair could be used to further develop cross-boundary working in respect of Gypsies and Travellers. It was suggested that information on historical stopping places and traditional family migration routes should be shared in identifying suitable land for future sites. There was also a proposal that some districts could share the costs and management of new transit sites, e.g. Copeland and Allerdale.

## 10. Summary of Findings

- 10.1 This section of the report summarises the headline findings from the research, and identifies the main issues for the County; it also summarises key findings for each local planning authority.

### Headline findings from the research

#### Current conditions

- 10.2 Across Cumbria there are a total of ten authorised Gypsy and Traveller sites (one Council and nine private permanent) which have a total of 132 pitches. Additionally there are two private temporary sites (14 pitches), two private transit sites (37 pitches) and three private unauthorised sites (13 pitches). Across the County there are also three permanent Showperson yards (39 plots) and one unauthorised yard (two plots).
- 10.3 Overall, 51.3% of respondents own their own home, 36.5% rent privately, 11.7% rent from a Council/Housing Association and 0.5% stated other tenure. 66.8% of respondents were satisfied or very satisfied with the location of their home.
- 10.4 Whilst 73.6% of respondents stated that they had no repair problems, the situation varied markedly between those living on pitches (80% stated no repair problem), in bricks and mortar accommodation (54.3% stated no repair problem), and across Showperson households (85.7% stated no repair problem). 7% of Gypsies and Travellers on pitches, 6.7% in bricks and mortar accommodation, and no Showperson households commented that the state of repair of their home was either poor or very poor.
- 10.5 Where repairs and improvements were identified as being needed, these tend to be improvements to bathroom facilities, doors and windows, and kitchen facilities.
- 10.6 Overcrowding and lack of space were not generally identified as significant problems. Very few respondents felt that they were overcrowded; and 80.3% felt like they had sufficient space for their trailers, wagons and vehicles.
- 10.7 A majority of households felt that the cost of electricity was OK (65.8%), along with gas (61.1%), oil (64.5%) and water (66.4%). Gypsies and Travellers living on pitches were more likely to state costs were not OK. In comparison, at least 85% of Showpeople felt the cost of these services were OK.

#### Permanent Pitch and Plot Requirements

- 10.8 Since the obligation to provide Gypsy and Traveller sites was abolished in 1994, a gap in the provision of permanent sites has emerged nationally. This study has provided robust estimates of the size of the population of these communities, and establishes their current and future accommodation requirements.

- 10.9 Using the CLG-approved model for calculating pitch requirements, the research has demonstrated that across Cumbria there is a shortfall of 29 Gypsy and Traveller pitches and a shortfall of eight Showperson plots over the five year period 2013/14 to 2017/18.
- 10.10 Modelling assumes a five year time horizon but it is feasible to extrapolate the findings over a longer time-frame. This would result in a 15 year requirement for 61 Gypsy and Traveller pitches (29 over the period 2013/14 to 2017/18, 16 over the period 2018/19 to 2022/23 and 16 over the period 2023/24 to 2027/28) and 20 Showperson plots (eight over the period 2013/14 to 2017/18, six over the period 2018/19 to 2022/23 and six over the period 2023/24 to 2027/28).
- 10.11 CLG guidance advocates smaller permanent sites of between six and 12 pitches. There is a need to take a long-term view of site management as it is more intensive and demanding than most conventional housing management, and it would be sensible to look at this issue in greater depth. Different management models may be appropriate for different sites, with mainstream approaches to recruitment and selection of managers needing to reflect cultural sensitivities.
- 10.12 For all communities, the method of analysis is such that it is possible to periodically update the assessment of accommodation need through the careful recording of key data. For Gypsy and Traveller Communities, the number of extant authorised pitches and a summary of the number of households on sites needs to be regularly updated from the baseline information provided in this assessment.

### Travelling Practices and Requirements

- 10.13 The current understanding of travelling patterns and the associated requirements of the Gypsy and Traveller communities is more limited. The communities continue to travel because it is part of their cultural heritage, for work, social and religious reasons.
- 10.14 Survey respondents did express a need for transit provision across the study area, with 63.3% of Gypsy and Traveller respondents identifying a need for new transit provision, whilst six out of 28 Showpeople respondents identified a similar need. This need for new transit provision in the County is confirmed by the persistent level of unauthorised encampment activity over the past three years, particularly in Allerdale, Carlisle and Eden.
- 10.15 Overall there is a recommendation for up to an additional 50 transit pitches across the County over the next five years, to be distributed across all six local authority areas: Allerdale up to ten pitches, Barrow up to seven pitches, Carlisle up to eight pitches, Copeland up to five pitches, Eden up to 12 pitches and South Lakeland up to eight pitches.

### Wider service needs

- 10.16 Respondents reported limited wider service and support needs beyond access to doctors; registration with doctors was particularly high.

## Adaptations

10.17 Where stated, handrails were most frequently mentioned as a required adaptation.

## Headline findings by local authority

### Allerdale Borough Council

10.18 There are currently two private unauthorised sites within Allerdale, with a total of eight pitches. There are also two private Showmen's yards, one authorised providing 24 plots and one unauthorised providing two plots.

10.19 The research findings show that there is a pitch supply shortfall of 10 for the period 2013/14 to 2017/18, and a plot shortfall of seven for the same period. Given that the pitch shortfall is largely due to the need from households living on unauthorised pitches, it is assumed that the shortfall of 10 applies for the Local Plan period. The main driver for Showpersons' plots is emerging households currently living on yards.

10.20 A recommendation to provide up to 10 transit pitches was identified for Allerdale, with locations in Workington and Flimby suggested based on past trends of unauthorised encampment activity.

**Table 10.1: Allerdale Summary**

Allerdale	Gypsy and Traveller	Showperson
Number of pitches/households	8	26
Identified five year shortfall	10	7
Long term 'fit' to Development Plan (2013/14 to 28/29) 16 years	10	21

### Barrow Borough Council

10.21 In Barrow there is one permanent site with 17 pitches and one unauthorised site with five pitches; there is no provision for Showpeople in the Borough.

10.22 The research findings show a pitch shortfall of two for 2013/14 to 2017/18 based on available evidence, bearing in mind access to the existing site was not possible.

10.23 A recommendation to provide up to seven transit pitches was identified for Barrow, with Barrow town suggested as a location based on past trends of unauthorised encampment activity.

**Table 10.2: Barrow Summary**

Barrow	Gypsy and Traveller	Showperson
Number of pitches/households	22	0
Identified five year shortfall	2	0
Long term 'fit' to Local Plan (2013/14 to 2029/30) 18 years	6	0

### Carlisle City Council

- 10.24 Carlisle has by far the biggest provision in terms of sites for Gypsies and Travellers; it also has a significant level of provision for Showpeople (two yards providing 15 plots).
- 10.25 There are seven permanent sites with 80 pitches, two transit sites with 37 pitches, and one temporary site with four pitches.
- 10.26 The research findings show a pitch shortfall of five for the period 2013/14 to 2017/18, which is extrapolated to 15 over the Local Plan period.
- 10.27 Analysis indicates sufficient capacity of Showpersons' yards across the City.
- 10.28 A recommendation to provide up to eight additional transit pitches was identified for Carlisle to complement existing transit provision, with locations in Carlisle City suggested based on past trends of unauthorised encampment activity.

**Table 10.3: Carlisle Summary**

Carlisle	Gypsy and Traveller	Showperson
Number of pitches/households	84	19
Identified five year shortfall	5	-1
Long term 'fit' to Local Plan (2013/14 to 2029/30) 18 years	15	-3

### Copeland Borough Council

- 10.29 There is currently no provision for Gypsies and Travellers or Showpeople in Copeland Borough. However, the research identifies a pitch shortfall of three for the period 2013/14 to 2017/18 based on households emerging from bricks and mortar accommodation wanting to move onto a pitch. As there is no need arising from existing pitches, it is assumed that this requirement for three pitches covers the Local Plan period.
- 10.30 No need for Showpersons' provision was identified.



10.31 A recommendation to provide up to five transit pitches was identified for Copeland, with locations in the north and south of the Borough suggested based on past trends of unauthorised encampment activity.

**Table 10.4: Copeland Summary**

Copeland	Gypsy and Traveller	Showperson
Number of pitches/households	0	0
Identified five year shortfall	3	0
Long term 'fit' to Local Plan (2013/14 to 2029/30) 18 years	3	0

### Eden District Council

10.32 There is one private site in Eden District providing 34 permanent pitches and 10 temporary pitches. There is no provision for Showpeople across the District.

10.33 The research identified a shortfall of nine pitches for the period 2013/14 to 2017/18. There are also two Showpeople living on unauthorised plots resulting in need for two authorised plots.

10.34 A recommendation to provide up to 12 transit pitches was identified for Eden, with locations in Penrith and Stoneybeck suggested based on past trends of unauthorised encampment activity.

**Table 10.5: Eden Summary**

Eden	Gypsy and Traveller	Showperson
Number of pitches/households	44	0
Identified five year shortfall	9	2
Long term 'fit' to Local Plan (2013/14 to 2029/30) 18 years	27	2

### South Lakeland District Council

10.35 There is one site in South Lakeland providing accommodation on a single pitch. No yards providing accommodation for Showpeople were identified.

10.36 The research found no pitch shortfalls for the period 2013/14 to 2017/18 and no need from Showpeople.

10.37 A recommendation to provide up to eight transit pitches was identified for South Lakeland, with locations in Bardsea and Birkrigg Common suggested based on past trends of unauthorised encampment activity.

**Table 10.6: South Lakeland Summary**

South Lakeland	Gypsy and Traveller	Showperson
Number of pitches/households	1	0
Identified five year shortfall	0	0
Long term 'fit' to Local Plan (2013/14 to 2024/25) 13 years	0	0

### Lake District National Park Authority

- 10.38 The study has shown that there are no permanent pitch requirements within the Lake District National Park Authority (LDNPA) area.
- 10.39 Although locations within the LDNPA were mentioned as potential sites by some respondents, there have been no unauthorised encampments or applications for planning permission for transit sites received by the Authority. This would suggest no specific need for transit sites within the LDNPA area.
- 10.40 Furthermore, evidence of travelling patterns would suggest main routes used by Gypsies and Travellers focus on the A6/M6 corridor and no reference has been made from respondents to travelling within the LDNPA area as part of their travelling patterns.

### Yorkshire Dales National Park Authority (within South Lakeland District Council area)

- 10.41 The study has shown that there are no permanent pitch requirements within the area of South Lakeland District Council that falls within the Yorkshire Dales National Park Authority area.

## 11. Conclusion and Strategic Response

- 11.1 This concluding chapter looks at the key challenges and issues facing the Authorities in respect of meeting the accommodation requirements of Gypsies and Travellers and Travelling Showpeople in Cumbria. The chapter provides:
- A brief **summary of key issues** emerging from the research, and the challenges these pose;
  - Advice on the **strategic responses available** to the Authorities to address identified issues, including examples of good practice; and
  - Recommendations and next steps.
- 11.2 Whilst many of the suggested measures for tackling the needs of Gypsies, Travellers and Travelling Showpeople listed here constitute best practice, it must be recognised that implementing many of these recommendations may be beyond the capacity of local authorities in the current financial climate, where resources may be extremely limited.

### Key issues and how to tackle them

- 11.3 Chapter 10 provides a summary of the headline findings from the research, so these will not be reiterated here. This section of the report focuses on the key issues emerging from the research, and looks at how these challenges might be addressed by the Authorities. Recommendations are highlighted throughout the chapter.
- 11.4 The key priority issues identified by the research include:
- Meeting pitch requirements;
  - Addressing poor conditions on existing sites;
  - Tackling wider service and support needs;

### Meeting pitch/plot requirements

- 11.5 The research has evidenced:
- An overall five year requirement (2013/14 to 2017/18) of 29 Gypsy and Traveller pitches and eight Showperson plots; and
  - A recommendation for up to 50 transit pitches across the County based on past tends (over the period 2010/11 to 2012/13) of unauthorised encampment activity.
- 11.6 Over the longer-term, the research would suggest a requirement of :
- 16 additional Gypsy and Traveller pitches over the period 2018/19 to 2022/23 and 16 pitches over the period 2023/24 to 2027/28; and
  - Six additional Showperson plots over the period 2018/19 to 2022/23 and six plots over the period 2023/24 to 2027/28.

- 11.7 Therefore, over the 15 year period 2013/14 to 2027/28, there is a total requirement for:
- 61 Gypsy and Traveller pitches and 20 Showperson plots, resulting in a total of 81 pitches/plots on the basis of evidenced requirements for the five years 2013/14 to 2017/18 extrapolated over 15 years.
- 11.8 It is important to note that the longer-term requirements are based on extrapolating data over the next five years but it would be recommended that a similar study is carried out in 2017/18 to accurately identify five year requirements at that point in time.
- 11.9 In order to meet future requirements the Authorities need to firstly review the potential to increase the number of pitches on available sites, and secondly to ensure they have an adequate supply of additional sites identified in their respective Local Plans to address immediate and longer-term need. The Authorities will need to work closely with both settled and Travelling communities to do this. The Authorities, in partnership with Travelling communities, need to consider the options available to help meet identified need, including the expansion of existing sites, re-designation of unauthorised sites, use of Community Land Trusts and exceptions site policies. Each of these areas is now looked at in more detail, alongside good practice in planning for Gypsy and Traveller provision.
- 11.10 Local planning authorities have a duty to identify land for development (Housing Act 2004 S225). Planning authorities are best placed to do this as they are most likely to know the current status of the land and the probability of securing planning permission.

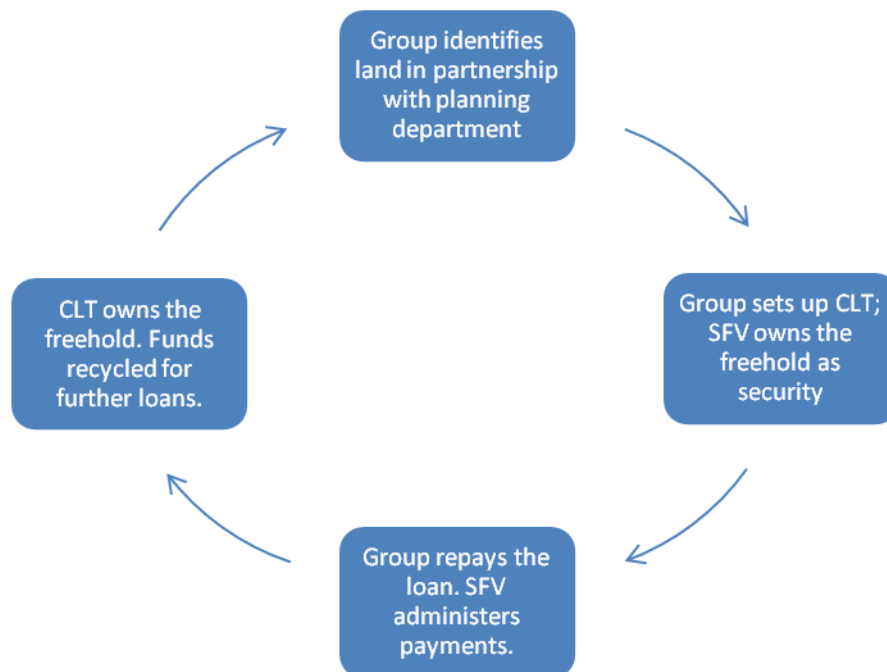
#### *New site identification*

- 11.11 The Authorities should look to their land banks for suitable and appropriate land for development that is not in need of remediation, as this may well incur more financial investment than site provision itself. Local authority land should also be considered but given the current economic climate, 'going rates' may negate the viability of development. The Authorities should be looking to review releasing land for development rather than seeing this as an opportunity for fiscal reward. The Homes and Communities Agency also have a land bank and this should also be explored. Local land owners should also be approached as there may be 'set aside' land that is not economically viable to the landowner, but would be suitable for a small family unit and could 'reap' a dividend, thus making it attractive as a business venture. There has been suggestion of some local authorities 'gifting' land for development and although not a popular suggestion, it should be given consideration.
- 11.12 The idea of local community members 'knowing' what land is available or suitable is a misnomer that has been indicated by research carried out by HSSA that shows Travellers are usually unaware of planning restrictions and current/past land use. However, where land is already owned by Travellers, support could be offered to bring these sites forward for planning permission as permanent sites where this is appropriate.

### Community Land Trusts

- 11.13 The 2008 Housing and Regeneration Act established Community Land Trusts as an option for local communities to acquire and manage land to address a social, environmental or economic interest.
- 11.14 Community Land Trusts (CLTs) are now emerging as an option to help meet the need for more sites for Gypsies and Travellers (Figure 11.1). This approach has successfully been adopted by Mendip District Council in Somerset, which has committed funding to developing a CLT locally, despite Government cuts in funding.
- 11.15 In the Mendip model, the Council has worked with Travellers and community groups to develop a CLT which facilitates Gypsies and Travellers purchasing land at low cost with a loan made available through a specific funding vehicle (SFV). Travellers develop a business plan for their proposal. Land owners are needed to sell small parcels of land for sites; this land cannot be sold for profit but is retained in perpetuity for provision of Traveller site accommodation. To incentivise landowners an upfront deposit is provided. The following diagram illustrates how the model works. A fundamental challenge with this approach is resourcing the model in the absence of Government subsidy; in Mendip the local authority has provided £100,000 to get their scheme off the ground.

**Figure 11.1** How does CLT model work?



### *Planning gain*

- 11.16 Use of planning obligations to deliver sites for Gypsies and Travellers and Travelling Showpeople could be explored further by the Authorities. The approach has been used successfully elsewhere. Planning obligations to address Traveller requirements on sites other than trailer parks could also be considered. However, it is important that, where this approach is adopted, regular monitoring takes place to ensure that the requisite pitches are being made available to, and are being used by, Travellers; enforcement action will be necessary where this is not the case.

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

- 11.17 There are a number of resources available to local planning authorities to assist them in planning for Gypsy and Traveller provision, including resources from the Planning Advisory Service (PAS) and the Royal Town Planning Institute (RTPI), which are presented in Appendix B. In addition, the Local Government Agency and Local Government Association have resources available for local authorities working with Traveller communities to identify sites for new provision, these include dedicated learning aids for elected members<sup>15</sup>.
- 11.18 Work undertaken by PAS<sup>16</sup> identified ways in which the planning process can increase the supply of authorised Gypsy and Traveller pitches. The RTPI has developed a series of Good Practice notes for local planning authorities. Both are summarised at Appendix B.

---

<sup>15</sup> I&DeA (now Local Government Agency) local leadership academy providing Gypsy and Traveller sites

<sup>16</sup> PAS spaces and places for gypsies and travellers how planning can help

## Recommendations for meeting pitch requirements

To enable the Authorities to meet the identified pitch requirements it is recommended that consideration is given to the following:

- That Authorities work collaboratively with neighbouring local planning authorities to meet identified need;
- That mechanisms are established to enable effective engagement with both settled and Traveller communities about identifying future sites;
- That existing sites are reviewed to ascertain the scope for extension and increasing the number of pitches available;
- That appropriate sites are identified to meet requirements;
- That consideration be given to the development of additional transit provision within Cumbria;
- That needs are monitored on an on-going basis;
- That options to secure provision of pitches through planning gain and exception sites are pursued;
- That the use of CLTs to meet needs is explored;
- That consideration is given to disposal of publicly owned land to meet pitch requirements;
- That consideration is given as to the ways in which Travellers can be supported through the planning application process;
- That a key point of contact is identified for the Authorities to deal with all matters relating to Travellers;
- That key stakeholders are kept up-to-date and fully briefed on progress;
- That resources are identified to develop a proactive communications strategy, starting with dissemination of these research findings, to enable positive media coverage of Traveller issues; and
- That, where necessary, training is provided for staff and elected members to promote better cultural understanding, counter prejudice and aid communication.

## Addressing poor conditions on sites

11.19 Information in Chapter 3 provides a useful starting point for the Authorities when considering good practice advice in respect of new site and pitch provision.

### Recommendations for addressing poor conditions on sites

To enable the Authorities to address issues linked to poor site condition it is recommended that consideration is given to the following:

- That all planning applications ensure decent site design and layout, that is developed in partnership with the Traveller communities, and is in accordance with CLG Design Guidance as a minimum;
- That Authorities review the viability of improving conditions on their sites where necessary;
- That appropriate planning policy guidance in respect of site design and layout is adopted within the Local Plans; and
- That improvements in conditions on existing pitches are encouraged through on-going dialogue and partnership working with Traveller communities.

### Tackling wider service and support needs

11.20 The vast majority of respondents have access to doctors and dentists, with most respondents registered with a doctor. Uptake of other services is more limited. Consideration needs to be given to the ways in which the Authorities and other statutory agencies engage with Traveller communities that struggle with high levels of illiteracy and social exclusion. Attendance at meetings, especially in local authority offices, is not to be expected. The only way to achieve an effective, meaningful and on-going dialogue with Gypsy and Traveller and Travelling Showpeople communities is to invest time and resources in this, either directly or by working in partnership with an appropriate community group or organisation. It is possible to make information available to Travellers in a number of different ways (see Appendix B for more information on good practice in planning for Gypsy and Traveller provision) and these methods need to be adopted as standard practice when working with Traveller communities.



### Recommendations for tackling wider service and support needs

To enable the Authorities to tackle wider service and support needs it is recommended that consideration is given to the following:

- That, in line with the best practice set out within this chapter, the Authorities review how they engage with Traveller communities locally, and develop new methods of long-term, on-going engagement;
- Provision of additional support to Traveller communities to enable them to better access services and support;
- That the Authorities liaise with local colleges and schools to identify opportunities to support and facilitate opportunities to improve literacy amongst Traveller communities; and
- Continue to work with healthcare professionals to improve health outcomes for Travellers, including working to improve property conditions, which adversely impact upon the health of those living on pitches on sites.

### Concluding comments

11.21 The overarching purpose of this study has been to identify the accommodation requirements of Gypsies and Travellers and Travelling Showpeople across Cumbria. Overall shortfalls of both pitches and plots have been identified, and these need to be addressed (Tables 11.1 and 11.2). It is also recommended that this evidence base is refreshed on a regular basis to ensure that the level of pitch and plot provision remains appropriate for the Gypsy and Traveller and Travelling Showpeople population across the County.

**Table 11.1 Summary of overall pitch and plot requirements over five years and over Local Plan periods**

District/Local Planning Authority		Gypsy and Traveller Pitch requirements	Showperson Plot requirements
Allerdale	5 yr shortfall 2013/14 to 2017/18	10	7
	Long term fit to Local Plan	10	21
Barrow	5 yr shortfall 2013/14 to 2017/18	2	0
	Long term fit to Local Plan	6	0
Carlisle	5 yr shortfall 2013/14 to 2017/18	5	-1
	Long term fit to Local Plan	15	-3
Copeland	5 yr shortfall 2013/14 to 2017/18	3	0
	Long term fit to Local Plan	3	0
Eden	5 yr shortfall 2013/14 to 2017/18	9	2
	Long term fit to Local Plan	27	2
South Lakeland	5 yr shortfall 2013/14 to 2017/18	0	0
	Long term fit to Local Plan	0	0
Lake District National Park	5 yr shortfall 2013/14 to 2017/18	0	0
	Long term fit to Local Plan	0	0
Yorkshire Dales National Park (Dales HMA)	5 yr shortfall 2013/14 to 2017/18	0	0
	Long term fit to Local Plan	0	0
<b>Cumbria Total</b>	5 yr shortfall 2013/14 to 2017/18	29	8
	Long term fit to Local Plans	61	20

**Table 11.2 Summary of transit requirements**

District/Local Planning Authority	Pitch requirements to address unauthorised encampment activity
Allerdale	up to 10 pitches
Barrow	up to 7 pitches
Carlisle	up to 8 pitches
Copeland	up to 5 pitches
Eden	up to 12 pitches
South Lakeland	up to 8 pitches
Lake District National Park	0
Yorkshire Dales National Park (located in Cumbria)	0
<b>Cumbria Total</b>	up to 50 pitches

## Appendix A: Legislative Background

### Overall approach

- A.1 Between 1960 and 2003, three Acts of Parliament had a major impact upon the lives of Gypsies and Travellers. The main elements of these are summarised below.
- A.2 The **1960 Caravan Sites and Control of Development Act** enabled councils to ban the siting of caravans for human occupation on common land, and led to the closure of many sites.
- A.3 The **Caravan Sites Act 1968 (Part II)** required local authorities 'so far as may be necessary to provide adequate accommodation for Gypsies residing in or resorting to their area'. It empowered the Secretary of State to make designation orders for areas where he (sic) was satisfied that there was adequate accommodation, or on grounds of expediency. Following the recommendations of the Cripps Commission in 1980, provision began to grow rapidly only after the allocation of 100% grants from Central Government. By 1994 a third of local authorities had achieved designation, which meant that they were not required to make further provision and were given additional powers to act against unauthorised encampments. The repeal of most of the Caravan Sites Act under the Criminal Justice and Public Order Act in 1994 led to a reduction in provision, with some sites being closed over a period in which the Gypsy and Traveller population was increasing.
- A.4 The **1994 Criminal Justice and Public Order Act (CJ&POA)**:
- Repealed most of the 1968 Caravan Sites Act;
  - Abolished all statutory obligation to provide accommodation;
  - Discontinued government grants for sites; and
  - Under Section 61 made it a criminal offence to camp on land without the owner's consent.
- A.5 Since the CJ&POA the only places where Gypsies and Travellers can legally park their trailers and vehicles are:
- Council Gypsy caravan sites; by 2000 nearly half of Gypsy caravans were accommodated on council sites, despite the fact that new council site provision stopped following the end of the statutory duty;
  - Privately owned land with appropriate planning permission; usually owned by Gypsies or Travellers. Such provision now accommodates approximately a third of Gypsy caravans in England; and
  - Land with established rights of use, other caravan sites or mobile home parks by agreement or licence, and land required for seasonal farm workers (under site licensing exemptions).
- A.6 By the late 1990s the impact of the 1994 Act was generating pressure for change on both local and national government. There was a major review of law and policy, which included:

- A Parliamentary Committee report (House of Commons 2004).
  - The replacement of Circular 1/94 by Circular 1/2006 (which has since been cancelled and replaced by the Planning policy for traveler sites 2012).
  - Guidance on accommodation assessments (ODPM 2006).
  - The Housing Act 2004 which placed a requirement (s.225) on local authorities to assess Gypsy and Traveller accommodation needs.
- A.7 More recent legislation with a direct impact on the lives of Gypsies and Travellers includes the Housing Act 2004 and the Planning and Compulsory Purchase Act 2004.
- A.8 **Section 225: Housing Act 2004** imposes duties on local authorities in relation to the accommodation needs of Gypsies and Travellers:
- Every local housing authority must, as part of the general review of housing needs in their areas under section 8 of the Housing Act 1985, assess the accommodation needs of Gypsies and Travellers residing in or resorting to their district;
  - Where a local housing authority are required under section 87 of the Local Government Act 2003 to prepare a strategy to meet such accommodation needs, they must take the strategy into account in exercising their functions;
  - A local housing authority must have regard to section 226 ('Guidance in relation to section 225') in:
    - carrying out such an assessment, and
    - preparing any strategy that they are required to prepare.
- A.9 **The Planning and Compulsory Purchase Act 2004** set out to introduce a simpler and more flexible planning system at regional and local levels. It also introduced new provisions which change the duration of planning permissions and consents, and allow local planning authorities to introduce local permitted development rights using 'local development orders'. It made the compulsory purchase regime simpler, fairer and quicker, to support major infrastructure and regeneration initiatives.
- A.10 The Act introduced major changes to the way in which the planning system operates. Local planning authorities are required to prepare a Local Development Framework, which was subsequently amended to a Local Plan document with the introduction of the National Planning Policy Framework in March 2012.
- A.11 Part 8 of the Act contains a series of measures to reform the compulsory purchase regime and make it easier for local planning authorities to make a case for compulsory purchase orders where it will be of economic, social or environmental benefit to the area. This section also brings in amended procedures for carrying out compulsory purchase orders, including a widening of the category of person with an interest in the land who can object, and deals with ownership issues and compensation.
- A.12 **The Localism Act 2011** introduced a number of reforms, including changes to planning enforcement rules, which strengthen the power of local planning authorities to tackle abuses of the planning system. The changes give local

planning authorities the ability to take actions against people who deliberately conceal unauthorised development, and tackle abuses of retrospective planning applications. The Act also introduced the Duty to Co-operate which applies to the provision of Gypsy and Traveller sites; the Duty aims to ensure that neighbouring authorities work together to address issues such as provision of sites for Gypsies and Travellers in a planned and strategic way.

- A.13 **Statutory Instrument 2013 No 830 Town and Country planning Act, England (Temporary Stop Notice) (England) (Revocation) Regulations 2013** came into force on 4<sup>th</sup> May 2013. This Instrument revoked the regulations governing Temporary Stop Notices, which were in place to mitigate against the disproportionate impact of Temporary Stop Notices on Gypsies and Travellers in areas where there was a lack of sufficient pitches to meet the needs of the Travelling community.

## Appendix B: Policy and Guidance

### Introduction

B.1 As part of this research, we have carried out a review of literature, which is presented in this Appendix. A considerable range of guidance documents has been prepared by Central Government to assist local authorities discharge their strategic housing and planning functions. In addition there is considerable independent and academic research and guidance on these issues; some of the key documents are summarised here. The documents are reviewed in order of publication date.

B.2 **A Decent Home: Definition and Guidance for Implementation Update, DCLG, June 2006**

Although not primarily about the provision of caravan sites, facilities or pitches, the June 2006 updated CLG guidance for social landlords provides a standard for such provision. The guidance is set out under a number of key headings:

- Community-based and tenant-led ownership and management;
- Delivering Decent Homes Beyond 2010;
- Delivering mixed communities;
- Procurement value for money; and
- Housing Health and Safety.

The guidance defines four criteria against which to measure the standard of a home:

- It meets the current statutory minimum standard for housing;
- It is in a reasonable state of repair;
- It has reasonably modern facilities and services; and
- It provides a reasonable degree of thermal comfort.

B.3 **Guide to Effective Use of Enforcement Powers - Part 1: Unauthorised Encampments, ODPM, 2006**

The Guide is the Government's response to unauthorised encampments which cause local disruption and conflict. Strong powers are available to the police, local authorities and other landowners to deal with unauthorised encampments. It provides detailed step-by-step practical guidance to the use of these powers, and sets out advice on:

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

#### B.4 **Common Ground: Equality, good race relations and sites for Gypsies and Irish Travellers, Commission for Racial Equality, May 2006**

This report was written four years after the introduction of the statutory duty on public authorities under the Race Relations (Amendment) Act to promote equality of opportunity and good race relations and to eliminate unlawful racial discrimination. The CRE expressed concerns about relations between Gypsies and Irish Travellers and other members of the public, with widespread public hostility and, in many places, Gypsies and Irish Travellers leading separate, parallel lives. A dual concern about race relations and inequality led the Commission in October 2004 to launch the inquiry on which this report was based.

The Report's recommendations include measures relating to Central Government, local authorities, police forces and the voluntary sector. Among those relating to Central Government are:

- developing a realistic but ambitious timetable to identify land for sites, where necessary establishing them, and making sure it is met;
- developing key performance indicators for public sites which set standards for quality and management that are comparable to those for conventional accommodation;
- requiring local authorities to monitor and provide data on planning applications, outcomes and enforcement, and on housing and homelessness by racial group, using two separate categories for Gypsies and Irish Travellers; and
- requiring police forces to collect information on Gypsies and Irish Travellers as two separate ethnic categories.

Strategic recommendations affecting local authorities include:

- developing a holistic corporate vision for all work on Gypsies and Irish Travellers,
- reviewing all policies on accommodation for Gypsies and Irish Travellers,
- designating a councillor at cabinet (or equivalent) level, and an officer at no less than assistant director level, to coordinate the authority's work on all sites;
- emphasising that the code of conduct for councillors applies to their work in relation to all racial groups, including Gypsies and Irish Travellers;
- giving specific advice to Gypsies and Irish Travellers on the most suitable land for residential use, how to prepare applications, and help them to find the information they need to support their application;
- identifying and reporting on actions by local groups or individuals in response to plans for Gypsy sites that may constitute unlawful pressure on the authority to discriminate against Gypsies and Irish Travellers; and
- monitoring all planning applications and instances of enforcement action at every stage, by type and racial group, including Gypsies and Irish Travellers, in order to assess the effects of policies and practices on different racial

groups.

Among other recommendations, the Report states that police forces should

- include Gypsies and Irish Travellers in mainstream neighbourhood policing strategies, to promote race equality and good race relations;
- target individual Gypsies and Irish Travellers suspected of anti-social behaviour and crime on public, private and unauthorised sites, and not whole communities;
- treat Gypsies and Irish Travellers as members of the local community, and in ways that strengthen their trust and confidence in the police;
- provide training for all relevant officers on Gypsies' and Irish Travellers' service needs, so that officers are able to do their jobs more effectively;
- review formal and informal procedures for policing unauthorised encampments, to identify and eliminate potentially discriminatory practices, and ensure that the procedures promote race equality and good race relations; and
- review the way policy is put into practice, to make sure organisations and individuals take a consistent approach, resources are used effectively and strategically, all procedures are formalised, and training needs are identified.

Other recommendations relate to Parish and Community councils the Local Government Association, the Association of Chief Police Officers and the voluntary sector.

#### **B.5 Guidance on Gypsy and Traveller Accommodation Needs Assessments, DCLG, October 2007**

This Guidance sets out a detailed framework for designing, planning and carrying out Gypsy and Traveller accommodation needs assessments. It includes the needs of Showpeople. It acknowledges that the housing needs of Gypsies and Travellers are likely to differ from those of the settled community, and that they have hitherto been excluded from accommodation needs assessments.

The guidance stresses the importance of understanding accommodation needs of the whole Gypsy and Traveller population; and that studies obtain robust data. It recognises the difficulty of surveying this population and recommends the use of:

- Qualitative methods such as focus groups and group interviews;
- Specialist surveys of those living on authorised sites that are willing to respond; and
- Existing information, including local authority site records and the twice yearly caravan counts.
- The guidance recognises that there are challenges in carrying out these assessments, and accepts that while the approach should be as robust as possible it is very difficult to exactly quantify unmet need.



#### **B.6 CLG Designing Gypsy and Traveller Sites Good Practice Guide, May 2008**

The Guide attempts to establish and summarise the key elements needed to design a successful site. In particular, the guidance intends to assist:

- Local authorities or Registered Providers looking to develop new sites or refurbish existing sites;
- Architects or developers looking to develop sites or refurbish existing sites; and
- Site residents looking to participate in the design/refurbishment process.

#### **B.7 The National Planning Policy Framework, March 2012**

The National Planning Policy Framework (NPPF) came into effect in March 2012 and sets out the Government's planning policies for England. It condenses previous guidance and places a strong emphasis on 'sustainable development'. It provides more focussed guidance on plan-making and refers to 'Local Plans' rather than Local Development Frameworks or Development Plan Documents. Despite the difference in terminology it does not affect the provisions of the 2004 Act which remains the legal basis for plan-making.

#### **B.8 Planning policy for traveller sites, March 2012**

In March 2012 the Government also published Planning policy for traveller sites, which together with the NPPF replaces all previous planning policy guidance in respect of Gypsies and Travellers. The policy approach encourages provision of sites for Gypsies and Travellers where there is an identified need, to help maintain an appropriate level of supply. The policy also encourages the use of plan making and decision taking to reduce unauthorised developments and encampments.

#### **B.9 Progress report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers, April 2012**

In April 2012 the Government published a Progress Report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers, which summarised progress in terms of meeting 'Government commitments to tackle inequalities and promote fairness for Gypsy and Traveller communities.'<sup>17</sup> The report covers 28 measures from across Government aimed at tackling inequalities, these cover:

- Improving education outcomes;
- Improving health outcomes;
- Providing appropriate accommodation;
- Tackling hate crime;
- Improving interaction with the National Offender Management Service;
- Improving access to employment and financial services; and
- Improving engagement with service providers.

---

<sup>17</sup> [www.communities.gov.uk/news/corporate/2124322](http://www.communities.gov.uk/news/corporate/2124322)

#### B.10 **Dealing with illegal and unauthorised encampments: a summary of available powers, CLG August 2012**

This guidance note summarises the powers available to local authorities and landowners to remove encampments from both public and private land. Powers available to local authorities being:

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

B.11 **Statutory Instrument 2013 No.830 Town and Country Planning (Temporary Stop Notice) (England) (Revocation) Regulations 2013:** Made on 11<sup>th</sup> April 2013 and laid before Parliament on 12<sup>th</sup> April 2013 this Instrument revoking the regulations applying to Temporary Stop Notices (TSNs) in England came into force on 4<sup>th</sup> May 2013. The regulations were originally introduced to mitigate against the likely disproportionate impact of TSNs on Gypsies and Travellers in areas where there is a lack of sites to meet the needs of the Travelling community. Under the regulations, TSNs were prohibited where a caravan was a person's main residence, unless there was a risk of harm to a serious public interest significant enough to outweigh any benefit to the occupier of the caravan. Under the new arrangements local planning authorities are to determine whether the use of a TSN is a proportionate and necessary response.

#### B.12 **PAS spaces and places for Gypsies and Travellers: how planning can help September 2013**

PAS list the following as key to successful delivery of new provision:

- **Involve Gypsy and Traveller communities:** this needs to happen at an early stage, innovative methods of consultation need to be adopted due to low levels of literacy and high levels of social exclusion within Gypsy and Traveller communities and members of the Gypsy and Traveller community should be trained as interviewers on Accommodation Assessments (Cambridgeshire, Surrey, Dorset and Leicestershire). Other good practice examples include distribution of material via CD, so that information can be 'listened to' as

opposed to read. The development of a dedicated Gypsy and Traveller Strategy is also seen to be good practice, helping agencies develop a co-ordinated approach and so prioritise the issue. The report also recommends the use of existing Gypsy and Traveller resources such as the planning guide published in Traveller's Times, which aims to explain the planning process in an accessible way to members of the Gypsy and Traveller community. As well as consulting early, PAS also flags the need to consult often with communities;

- **Work collaboratively** with neighbouring authorities to address the issues and avoid just 'moving it on' to a neighbouring local authority area. With the new Duty to Co-operate established within the NPPF, working collaboratively with neighbouring local authorities has never been more important. Adopting a collaborative approach recognises that local authorities cannot work in isolation to tackle this issue;
- **Be transparent:** trust is highly valued within Gypsy and Traveller communities, and can take a long time to develop. The planning system needs to be transparent, so that members of the Gypsy and Traveller community can understand the decisions that have been taken and the reasoning behind them. PAS states that 'ideally council work in this area should be led by an officer who is respected both within the Council and also within Gypsy and Traveller communities: trust is vital and can be broken easily.'<sup>18</sup> Local planning authorities also need to revisit their approach to development management criteria for applications for Gypsy and Traveller sites 'to ensure that criteria make it clear what applications are likely to be accepted by the council. Authorities need to ensure that these are reasonable and realistic. Transparent and criteria-based policies help everyone to understand what decisions have been made and why.'<sup>19</sup> Kent and Hertsmere councils are listed as examples of good practice in this regard.
- **Integration:** accommodation needs assessments need to be integrated into the Local Plan evidence base, with site locations and requirements set out within specific Development Plan Documents (DPDs); dedicated Gypsy and Traveller DPDs are advocated as a means of ensuring that the accommodation needs of Gypsies and Travellers are fully considered and addressed within the local planning process; and
- **Educate and work with councillors:** members need to be aware of their responsibilities in terms of equality and diversity and 'understand that there must be sound planning reasons for rejecting applications for Gypsy and Traveller sites'<sup>20</sup>. It is helpful for members to understand the wider benefits of providing suitable accommodation to meet the requirements of the Gypsy and Traveller community, such as:
  - An increase in site provision;

---

<sup>18</sup> PAS *spaces and places for gypsies and travellers how planning can help* page 8

<sup>19</sup> PAS *spaces and places for gypsies and travellers how planning can help* page 8 & 14

<sup>20</sup> PAS *spaces and places for gypsies and travellers how planning can help* page 10

- Reduced costs of enforcement; and
- Greater community engagement and understanding of community need.

### B.13 RTPI Planning for Gypsies and Travellers 2007

The RTPI has developed a series of Good Practice notes for local planning authorities 'Planning for Gypsies and Travellers'; the notes cover four key areas:

- Communication, consultation and participation;
- Needs assessment;
- Accommodation and site delivery; and
- Enforcement.

Whilst the notes were developed prior to the NPPF and the introduction of the new Planning policy for traveller sites, they remain relevant, and it is worth considering some of the papers' key recommendations.

In terms of **communication, consultation and participation** the RTPI highlight the following good practice:

- **Define potentially confusing terminology** used by professionals working in the area;
- **Use appropriate methods of consultation:** oral exchanges and face-to-face dealings are essential to effectively engage with Gypsy and Traveller communities, whilst service providers tend to use written exchanges;
- **Consultees and participants need to be involved in the entire plan making process;** this includes in-house participants, external organisations, Gypsy and Traveller communities, and settled communities. The RTPI concludes that:
  - 'Local authorities should encourage Gypsy and Traveller communities to engage with the planning system at an early stage. However, they may request other agencies that have well-established relationships with members of Gypsy and Traveller communities to undertake this role.' and
  - 'In the past, settled communities have often only become aware of the intention to develop Gypsy and Traveller accommodation when the local authority issues a notice or consultation. ... cultivating the support of the settled community for the development of sites should start as soon as possible. ... There is a sound case for front-loading and sharing information with small groups in the [settled] community, rather than trying to manage large public gatherings at the start of the process. Again, it may be beneficial for the local authority to work in partnership with organisations with established links in the community. The settled community is not a homogeneous whole. There will be separate groups with different perceptions and concerns, which the local authority must take account of.'<sup>21</sup>
- **Dialogue methods:** the RTPI correctly identify that the experience of many Gypsies and Travellers of liaising with both public sector agencies and the

---

<sup>21</sup> RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part A page 8

settled community is both frightening and negative. As a result 'there should be no expectation that Gypsies and Travellers will participate in open meetings. Stakeholders should investigate suitable methods of bringing together individuals from the respective communities in an environment that will facilitate a constructive exchange of information and smooth the process of breaking down animosity and hostility.'<sup>22</sup> The use of public meetings is discouraged, and the use of organisations with experience of working within both Gypsy and Traveller, and settled communities encouraged – advice and support groups, assisted by the latter, holding regular local meetings can be an effective means of engaging constructively with both communities. Representatives from these groups can also be included on appropriate forums and advisory groups. The location and timing of meetings needs to be carefully considered to maximise participation, with a neutral venue being preferable.

- **The media** has an important role to play in facilitating the delivery of sites locally, with past reporting being extremely damaging. Positive media liaison is important and requires:
  - A single point of contact with the local authority;
  - A liaison officer responsible for compilation and release of briefings, and for building positive relationships with editors, journalists, radio and television presenters;
  - All stakeholders to provide accurate and timely briefings for the liaison officer;
  - Provision of media briefings on future activities;
  - Officers to anticipate when and where the most sensitive and contentious issues will arise and use of a risk assessment to mitigate any negative impact;
  - Use of the media to facilitate engagement with both settled and Gypsy and Traveller communities; and
  - Stakeholders to provide politicians with clear, accurate and comprehensive briefings.
- **On-going communication, participation and consultation** are important. The continued use of the most effective methods of engagement once an initiative is completed ensures the maximum use of resources:
  - 'The delivery of some services, such as the identification of sites in development plan documents, is the end of one process and the start of another. The various committees and advisory groups established to participate in the process of site identification and the accommodation needs assessment will have considerable background information and expertise embedded in their membership. This will prove useful in the management and monitoring of subsequent work. ... Whilst on-going engagement with all service users is important, it is especially important

---

<sup>22</sup> RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part A page 13

with regard to Gypsies and Travellers, given their long history of marginalisation.<sup>23</sup>

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

However, the RTPI point out that, due to the contentious nature of Gypsy and Traveller provision, the use of a criteria based approach to the selection of development sites is unlikely to be successful 'in instances where considerable public opposition to the development might be anticipated.' The paper concludes that it is not appropriate to rely solely on criteria as an alternative to site allocations where there is an identified need for the development.<sup>24</sup>

The RTPI advocate adopting a pragmatic approach, whereby local planning authorities work with the Gypsy and Traveller communities within their areas to identify a range of potentially suitable sites:

- 'The local authority and Gypsy and Traveller communities are both able to bring forward their suggested sites during this process, and the distribution and location of transit as well as permanent sites can be covered. The practicable options would then go forward for discussion with the local community, interest groups, and other stakeholders before the selection of preferred sites is finalised. The advantages of this approach are its transparency and the certainty it provides both for Gypsies and Travellers and for settled communities.'<sup>25</sup>

The RTPI also advocates the use of supplementary planning guidance to provide additional detail on policies contained within a Local Plan; in terms of Gypsies and Travellers this could include:

- Needs assessment evidence base;
- Design principles; and
- A design brief for the layout of sites.

---

<sup>23</sup> RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part A page 18

<sup>24</sup> RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part C page 11

<sup>25</sup> RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part C page 11

## Appendix C: Fieldwork Questionnaire

### Cumbria Gypsy and Traveller Survey

#### Introduction

I am an independent researcher doing a study on the accommodation needs of Gypsies and Travellers. This work is being done for all the local councils in Cumbria and Cumbria County Council. I don't work for the Councils but they have asked me to do this study.

We want to find out:

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

#### Interviewed before?

1. Have you been interviewed for this survey before (you would have received a pen like this)?
  - ***If 'Yes' and in same location as previous interview, politely decline interview and find new respondent.***

- ***If 'Yes' on roadside and in different location from previous interview carry on with introduction***
- ***If 'No' carry on with introduction***

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

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

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

#### Interview details

Attach label with interviewer details and URN

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

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

Type: Unauthorised Encampment / Unauthorised Development / Caravan in Garden / Local Authority Site / Private Site / House

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

1.  1
2.  2
3.  3
4.  4
5.  5 or more

### Home base

1a. Do you usually live here?

1.  Yes
2.  No

1b. Do you have any other home bases?

1.  Yes
2.  No

1c. What type of home is it?

(Select only one.)

1.  Trailer or wagon
2.  Chalet/mobile home (or similar)
3.  House
4.  Bungalow
5.  Flat
6.  Sheltered housing
7.  Other **[please state]:**  
\_\_\_\_\_

1d. How much time do you spend there?

(Select only one.)

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



2. Why do you live here?

(Select all that apply.)

1.  Close to family and friends
2.  Near to place of work
3.  Nowhere else that is suitable
4.  Choose to travel
5.  Other **[please state]**

\_\_\_\_\_  
:

3. How long have you lived here?

(Select only one.)

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

4. What do you normally live in?

(Select only one.)

1.  Trailer or wagon - **go to Q 8**
2.  Chalet/mobile home (or similar) - **go to Q 8**
3.  House
4.  Bungalow
5.  Flat
6.  Sheltered housing
7.  Other **[please state]:**

\_\_\_\_\_

5. Are you happy with your home or would you prefer to live in a trailer, wagon or chalet?

(Select only one.)

1.  Happy with house
2.  Prefer caravan
3.  Prefer wagon
4.  Prefer chalet

6. Why do you feel like this?

---

---

---

---

---

---

---

---

7. If you are living in bricks and mortar accommodation, would you like to move to a site if this was an option?

1.  Yes
2.  No

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

1.  Rent from Council
2.  Rent privately
3.  Rent from Housing Association
4.  Own home -
5.  Other **[please state]**: \_\_\_\_\_

9. Do you own or rent the land you live on?

(Select only one.)

1.  Own land where trailer/wagon is normally located (with planning permission)
2.  Own land where trailer/caravan is normally located (no planning permission)
3.  Rent pitch from Council
4.  Rent pitch privately (with planning permission)
5.  Rent pitch privately (no planning permission)
6.  Other **[please state]** \_\_\_\_\_

10. How satisfied are you with your home?

(Select only one.)

1.  Very Satisfied
2.  Satisfied
3.  Neither Satisfied nor Dissatisfied
4.  Dissatisfied
5.  Very Dissatisfied

11. **[ONLY FOR PEOPLE LIVING ON SITES]**

What is provided on your pitch?

(Select all that apply.)

1.  slab
2.  shed
3.  kitchen
4.  laundry
5.  laundry drying area
6.  bath
7.  shower
8.  toilet
9.  living room
10.  mains water
11.  mains sewerage
12.  mains electric
13.  gas supply
  
14.  Other **[please state]**\_\_\_\_\_:

12. **[ONLY FOR PEOPLE LIVING ON SITES]**

What is provided for your use elsewhere on the site?

(Select all that apply.)

1.  amenity block
2.  toilets
3.  showers
4.  laundry
5.  car parking
6.  space for storing loads
7.  play area
8.  communal meeting area
9.  Other **[please state]:**

---

NEW QUESTIONS:

**[ALL ONLY FOR PEOPLE LIVING ON SITES]**

13. How many pitches are there currently on the site where you are living?

.....

14. Are these all occupied?

1.  Yes
2.  No
3.  Don't know

15a. If no, how many pitches are vacant?

[     ]

15b. How long have these been empty? If more than one vacant pitch please comment on the one that has been vacant for the longest time.

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

16. In your opinion, is there capacity for further development of the site on which you live to incorporate new pitches?

1.  Yes
2.  No

17. If yes, how many new pitches?

[     ]

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

---

---

---

---

19. Do you think your home is overcrowded?

(Select only one.)

1.  Yes
2.  No

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

---

---

---

---

---

---

21. What repairs or improvements, if any, are needed to your home?

(Select all that apply.)

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

---

---

22. How would you describe the state of repair of your home?

(Select only one.)

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

23. Do you feel you have enough space:  
a) for your trailers, wagons, horse boxes, vehicles and loads?

Yes 1.  No 2.

b) in your own amenity block (shed) - if relevant?

Yes 1.  No 2.  Not relevant 3.

c) on your pitch - if relevant?

Yes 1.  No 2.  Not relevant 3.

24. Do you have to share any of the following facilities with another household? (Select all that apply.)

1.  Bathroom

2.  Toilet

3.  Kitchen

4.  Laundry

25. How many bedrooms/sleeping trailers or wagons do you have?

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

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

Please state amount

£ \_\_\_\_\_

27. How much of this amount if any is covered by housing benefit? (Select only one.)

1.  None

2.  Part

3.  All

28. How do you find the cost of :

OK Not OK

a. Electricity 1  2

b. Gas 1  2

c. Oil 1  2

d. Water 1  2

29. Is there anything else you would like to add about your home base? [**Prompt: safety, views about wardens on sites, management, maintenance issues, living conditions**]

---

---

### Neighbourhood and local services

30. How satisfied are you with the location of your home? (Select only one.)

1.  Very Satisfied
2.  Satisfied
3.  Neither Satisfied nor Dissatisfied
4.  Dissatisfied
5.  Very Dissatisfied

31. How happy are you with the neighbourhood? (Select only one.)

1.  Very Happy
2.  Happy
3.  Neither happy nor unhappy
4.  Unhappy
5.  Very unhappy

32. Do you feel safe in this neighbourhood? (Select only one.)

1.  Yes
2.  No

33. Please say if being near to the following is important, slightly important or not important to you?

	Important	Slightly Important	Not important
Primary schools	[ ]	[ ]	[ ]
Secondary schools	[ ]	[ ]	[ ]
Doctors	[ ]	[ ]	[ ]
Pubs	[ ]	[ ]	[ ]
Shops	[ ]	[ ]	[ ]
Public Transport	[ ]	[ ]	[ ]
Main roads	[ ]	[ ]	[ ]

34. Is there anything else that you would like to tell us about your neighbourhood? ***[Prompt - how do you find local people, shops, problems with the environment etc. ?]***

---



---



---



---



---



---

## Housing History

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

1. [ ] Please state town/district \_\_\_\_\_
2. [ ] Travelling all the time (no permanent home) - **go to Q40**
3. [ ] Homeless - **go to Q 40**

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

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



37. What kind of home did you have there?

(Select only one.)

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

**state]**\_\_\_\_\_:

38. Why did you leave that place?

---

---

39. How many times have you moved in the last 2 years

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

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

## Travelling

40. In the last year, have you travelled?

(Select only one.)

1.  Yes
2.  No - **go to Q44**

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

(Select only one.)

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

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

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

43. What problems do you have while travelling?  
(Select all that apply.)

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

---

(Tick all that apply)

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

Is there a need for transit sites in Cumbria?

(Select all that apply.)

1.  Yes
2.  No

45. If yes, where should the transit site(s) be located?

Carlisle	Carlisle	<b>1</b>
	Rural Carlisle East	<b>2</b>
	Rural Carlisle West	<b>3</b>
Allerdale	Wigton	<b>4</b>
	Workington and Maryport	<b>5</b>
	Cockermouth	<b>6</b>
	North Lakes	<b>7</b>
Copeland	Whitehaven	<b>8</b>
	West Lakes	<b>9</b>
	Millom	<b>10</b>
Barrow	Barrow	<b>11</b>
South Lakes	Ulverston and Furness	<b>12</b>
	Cartmel Peninsula	<b>13</b>
	Kendal	<b>14</b>
	Rural Kendal	<b>15</b>
	Central Lakes	<b>16</b>
	Dales	<b>17</b>
Eden	Alston Moor	<b>18</b>
	Eden Valley North	<b>19</b>
	Eden Valley South	<b>20</b>

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

1.  Councils
2.  Registered Social Landlords/Housing Associations
3.  Private (Gypsy/Traveller)

4.  Private (non-Gypsy or Traveller)

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

---

47. Stop-over places are designated temporary camping areas or pitches tolerated by local authorities, used for short-term encampments and sometimes with the provision of temporary toilet facilities, water supplies and refuse collection services.

Is there a need for a stopover places in Cumbria?

1.  Yes

2.  No

48. If yes, where should the stop over place(s) be located?  
(Tick all that apply)

Carlisle	Carlisle	<b>1</b>
	Rural Carlisle East	<b>2</b>
	Rural Carlisle West	<b>3</b>
Allerdale	Wigton	<b>4</b>
	Workington and Maryport	<b>5</b>
	Cockermouth	<b>6</b>
	North Lakes	<b>7</b>
Copeland	Whitehaven	<b>8</b>
	West Lakes	<b>9</b>
	Millom	<b>10</b>
Barrow	Barrow	<b>11</b>
South Lakes	Ulverston and Furness	<b>12</b>
	Cartmel Peninsula	<b>13</b>
	Kendal	<b>14</b>
	Rural Kendal	<b>15</b>
	Central Lakes	<b>16</b>
	Dales	<b>17</b>
Eden	Alston Moor	<b>18</b>
	Eden Valley North	<b>19</b>
	Eden Valley South	<b>20</b>

49. Why do you travel?

(Select all that apply.)

1.  Cultural heritage
  2.  Personal preference
  3.  Work related
  4.  Visit family/friends
  5.  Only way of life I know
  6.  Other ***[please state]***
- 

50. Is there anything else that you would like to tell us about your travelling experience, transit sites and/or stopping places?

---

51. Do you travel to Appleby Fair?

1.  Yes
2.  No

52. If you travel to Appleby Fair are there sufficient transit pitches for those travelling to the fair?

1.  Yes
2.  No

53. Are there enough stop-over pitches?

1.  Yes
2.  No

### **Advice, support, health and other services**

54. Have you used any of the following services in the last year?

(Select all that apply.)

1.  Traveller liaison
  2.  Traveller Education
  3.  Adult education
  4.  Law Centre
  5.  Citizens Advice Bureau
  6.  Other welfare rights advice
  7.  Doctor (G.P.)
  8.  Dentist
  9.  Accident and emergency
  10.  Health visitors
  11.  Social services
  12.  Other ***[please state]:***
-

55. Are you registered with the following  
(Select all that apply.)

- 1.  Doctor
- 2.  Dentist

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

- 1.  Yes
- 2.  No

57. If yes, what adaptations are required? e.g. Handrails,  
Bathroom adaptations

Adaptation 1	
Adaptation 2	
Adaptation 3	

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

---

---

---

---

---

---

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

---

---

---

### The future

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

- 1.  Planning to stay where you are based now – ***go to Q62***
- 2.  Plan to move elsewhere - ***go to Q61***

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

- 1.  Another pitch on the same site in a trailer/wagon  
go to Q63
- 2.  Another pitch on the same site in a chalet/mobile  
home go to Q63
- 3.  Onto another site (if so, where)  
\_\_\_\_\_ go to Q63
- 4.  Into bricks and mortar accommodation go to Q62
- 5.  From bricks and mortar accommodation onto a  
site (if so, where?) go to Q63  
\_\_\_\_\_

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

a. Where would it be ? \_\_\_\_\_

b. What type of accommodation?

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

c. Would you be renting or buying?

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

63. How do you think sites should be managed?

(Select only one.)

1.  Councils
2.  Private (Gypsy/Traveller)
3.  Private (non-Gypsy or Traveller)

4.  Registered Social Landlords/Housing Associations

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

64. Is there a need for new permanent sites in Cumbria?

1.  Yes
2.  No

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

Carlisle	Carlisle	<b>1</b>
	Rural Carlisle East	<b>2</b>
	Rural Carlisle West	<b>3</b>
Allerdale	Wigton	<b>4</b>
	Workington and Maryport	<b>5</b>
	Cockermouth	<b>6</b>
	North Lakes	<b>7</b>
Copeland	Whitehaven	<b>8</b>
	West Lakes	<b>9</b>
	Millom	<b>10</b>
Barrow	Barrow	<b>11</b>
South Lakes	Ulverston and Furness	<b>12</b>
	Cartmel Peninsula	<b>13</b>
	Kendal	<b>14</b>
	Rural Kendal	<b>15</b>
	Central Lakes	<b>16</b>
	Dales	<b>17</b>
Eden	Alston Moor	<b>18</b>
	Eden Valley North	<b>19</b>
	Eden Valley South	<b>20</b>

66. How many new pitches in Cumbria do you think are needed now and in the next 5 years?

a. Number now: \_\_\_\_\_

b. Number next 5 years: \_\_\_\_\_

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

---



---



---



---



---



---



---

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

Yes

No



## Emerging Families

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

(Select only one.)

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

Q69b	<input checked="" type="checkbox"/>
1. Respondent is part of emerging household	<input type="checkbox"/>
2. Respondent is not part of emerging household	<input type="checkbox"/>

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

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

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

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

72. If planning to move to another location, where would you (they) prefer to live? Please state town/district

HH1 \_\_\_\_\_

HH2 \_\_\_\_\_

HH3 \_\_\_\_\_

HH4 \_\_\_\_\_

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

	HH1 (a)	HH2 (b)	HH3 (c)	HH4 (d)
Trailer or wagon	1 [ ]	1 [ ]	1 [ ]	1 [ ]
Chalet/mobile home or similar	2 [ ]	2 [ ]	2 [ ]	2 [ ]
House - go to q 75	3 [ ]	3 [ ]	3 [ ]	3 [ ]
Bungalow - go to q 75	4 [ ]	4 [ ]	4 [ ]	4 [ ]
Flat - go to q 75	5 [ ]	5 [ ]	5 [ ]	5 [ ]
Sheltered housing go to q 75	6 [ ]	6 [ ]	6 [ ]	6 [ ]
Extra Care Housing – go to q75	7 [ ]	7 [ ]	7 [ ]	7 [ ]

Interviewer note:

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

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

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

	HH1 (a)	HH2 (b)	HH3 (c)	HH4 (d)
Rent pitch from Council	1 [ ]	1 [ ]	1 [ ]	1 [ ]
Rent pitch privately	2 [ ]	2 [ ]	2 [ ]	2 [ ]
Own land where trailer/ caravan is normally located	3 [ ]	3 [ ]	3 [ ]	3 [ ]
Other <b>[please state]:</b>	4 [ ]	4 [ ]	4 [ ]	4 [ ]

---

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

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

---

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

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

## Your Household

77. Family type (Select only one.)

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

**Number of Households sharing a pitch**

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

Number of households:

1. [ ] 1

2. [ ] 2

3. [ ] 3

4. [ ] 4

5. [ ] Other (please specify): \_\_\_\_\_

79. Of these households, how many want to live on their own pitch on a site?

1. [ ] 1

2. [ ] 2

3. [ ] 3

4. [ ] 4

5. [ ] Other (please specify): \_\_\_\_\_

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



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

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

81. Age

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

**IF NO SCHOOL AGE CHILDREN GO TO Q 83**

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

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

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

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

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

	R (a)	P2 (b)	P3 (c)	P4 (d)	P5 (e)	P6 (f)	P7 (g)
Romany Gypsy	1[ ]	1[ ]	1[ ]	1[ ]	1[ ]	1[ ]	1[ ]
English Gypsy	2[ ]	2[ ]	2[ ]	2[ ]	2[ ]	2[ ]	2[ ]
English Traveller	3[ ]	3[ ]	3[ ]	3[ ]	3[ ]	3[ ]	3[ ]
Irish Traveller	4[ ]	4[ ]	4[ ]	4[ ]	4[ ]	4[ ]	4[ ]
Welsh Gypsy	5[ ]	5[ ]	5[ ]	5[ ]	5[ ]	5[ ]	5[ ]
Welsh Traveller	6[ ]	6[ ]	6[ ]	6[ ]	6[ ]	6[ ]	6[ ]
Scottish Gypsy	7[ ]	7[ ]	7[ ]	7[ ]	7[ ]	7[ ]	7[ ]
Scottish Traveller	8[ ]	8[ ]	8[ ]	8[ ]	8[ ]	8[ ]	8[ ]
New Traveller	9[ ]	9[ ]	9[ ]	9[ ]	9[ ]	9[ ]	9[ ]
Showman	10[ ]	10[ ]	10[ ]	10[ ]	10[ ]	10[ ]	10[ ]
Circus Traveller	11[ ]	11[ ]	11[ ]	11[ ]	11[ ]	11[ ]	11[ ]
DK/No answer	12[ ]	12[ ]	12[ ]	12[ ]	12[ ]	12[ ]	12[ ]
Other <b>[please state]:</b>	13[ ]	13[ ]	13[ ]	13[ ]	13[ ]	13[ ]	13[ ]

85. Do you know of a household in bricks and mortar accommodation who'd like to move onto a site, could you provide some contact details?

---

---

---

---

---

86. Anything else you would like to tell us?

---

---

---

---

87a. Would you be happy to be contacted again? Yes [ ] No [ ]. If yes, record contact details on SEPARATE SHEET

87b. If you would like us/the Council to contact you with the results of this research please provide either an email or postal address for us to advise you of the results. Yes [ ] No [ ]. If yes, record contact details on SEPARATE SHEET TO THE ONE ABOVE

# Appendix D: Stakeholder Consultation

## Approach

- D.1 All key stakeholders identified by the Authorities were invited to take part in an on-line survey aimed at identifying a range of information, including establishing the key perceived issues facing the Gypsy and Traveller community across Cumbria, and ways in which these could best be addressed.
- D.2 An initial explanatory email invitation and link to the on-line survey was sent out to stakeholders in early April 2013; the initial email and web-survey was followed up with a reminder email to all non-responding stakeholders later that month.
- D.3 Stakeholders were asked to respond to any of the questions within the survey. The questions and stakeholders' responses are set out below. 33 responses were received.

## Stakeholder questions and responses

### General

- D.4 *If applicable, which local authority areas do you work in? Please tick all that apply*

Below is a summary of the responses received; note that some stakeholders identified multiple areas; hence there are more than 33 counts:

Area	Number who operate in that area
Allerdale	4
Barrow	7
Carlisle	6
Copeland	5
Eden	3
Lake District National Park	2
South Lakeland	4
Cumbria-wide	10
Other	3*

\*Yorkshire Dales National Park; Northumberland County Council; Lancashire County Council

- D.5 *Do you think that there is sufficient understanding of the education, employment, health and support needs of Gypsies and Travellers within the area (s) in which you work? What could be done to improve the current position?*
  - The majority of those who answered this question did not feel that there is sufficient understanding of these issues. Comments included:

- Knowledge tends to be limited to personnel with specific roles/responsibility for Gypsies and Travellers.
- There is a need for better assessment and information on Gypsies and Travellers, along with improved awareness, education and training for professionals and decision-makers.
- Understanding is especially poor in respect of unauthorised encampments.

D.6 *Do you think that more could be done to appropriately monitor the health, education and support needs of Gypsies and Travellers? If so, what?*

- Many respondents were unsure and didn't know what monitoring was undertaken, so didn't make suggestions regarding what more could be done in this respect. Several believed that more could be done, including:
- Designating a contact/link/support worker.
- Being aware that some Gypsies and Travellers are independent and do not want other people (who may not understand their culture) to interfere in their lifestyle or decisions.
- Challenges to monitoring exist because of the unwillingness of some housed (bricks and mortar) travellers to self-identify, and the nomadic lifestyles of other travellers.

D.7 *Do you think that more could be done to monitor the provision of accommodation for Gypsies and Travellers in Cumbria? If so, what?*

- Many respondents were unaware of what monitoring is currently undertaken, so could not provide further comment.
- A need for accurate and up-to-date surveys of Gypsies and Travellers populations across Cumbria was noted by several stakeholders, including the role of the GTAA.
- The 2008 Gypsy and Travellers Accommodation Assessment was mentioned; the need for review and monitoring.
- Improved monitoring of existing sites.
- Improved recording of temporary encampments.
- Improved recording of when Gypsies and travellers ask for help or report being moved on.
- One local authority respondent noted that it is good practice to develop robust monitoring tools on the number, location and make-up of unauthorised encampments and migration patterns. The ability for Gypsies and Travellers to self-identify when seeking bricks and mortar accommodation to support data gathering on the number and grouping of Gypsies and Travellers in social housing and privately rented accommodation.
- One respondent commented that there has already been monitoring and nothing has been done. 'We have sat on a grant for the last two years which was for the development of sites across the County, many hours of resources have been put into attending meetings both to get the grant in

the first place and then to look at development of accommodation for Gypsies and Travellers. So far nothing has happened except money has had to be returned to the Government because the District Councils will not agree to move forward.'

D.8 *In your opinion, what additional support is most needed to help Gypsy and Traveller families living within the area(s) in which you work? What could be done to improve the current position?*

- A wide range of issues were identified in response to this question, including the following:
- The provision of new permanent and transit sites, off the highway, in areas where they are needed, including Allerdale, Eden and Barrow. Small family sites were mentioned as a specific need.
- Improving the facilities and upgrading existing sites.
- Improving access to services (including health/GP services and education), professional advice agencies (Credit Unions, Money Advice Service and also the Community Development Centres) and an independent advocacy service.
- Easier access to the Cumbria Choice Allocations system.
- Support regarding gender equality and domestic violence.
- The Cumbria Travellers Project was mentioned. This received mainstream funding 2009-12 from the Supporting People Programme, but was cut in 2012. A similar, funded independent support service is needed. Establishment of a helpline for connecting and signposting to appropriate advice and guidance agencies and service providers.
- Toleration regarding unauthorised encampments.
- Support for elderly and disabled members of community to make appropriate adaptation in their living spaces.
- Support for establishment of after school club activities to increase attainments levels in education, health and well-being of young people within Gypsy and Travellers community. Equitable access to apprenticeships, training and skills development programmes.
- A multi-agency coordinated initiative to challenge racism and stereotypes.

D.9 *Do you think that more could be done to raise awareness of the cultural, support and accommodation needs and requirements of Gypsies and Travellers in Cumbria? If so, what?*

- Some respondents were unsure, or mentioned funding and capacity issues presenting a challenge. Others considered that more could be done, including the following comments:
- Education and awareness training programmes, including decision-makers and schools. Involving Gypsies and Travellers themselves.
- Awareness needs to avoid a tendency to romanticise GRT people, and acknowledge diversity - that some Gypsy and Traveller people have more

traditional ways of life than others, some are more mobile than others, and it would be good to have role models of GRT people who have made careers in the mainstream. This has been important with other ethnic minority groups in challenging stereotypes.

- Outreach work in local communities affected by Gypsy and Traveller issues.
- More positive stories in the media.

D.10 *What action has your organisation undertaken to raise awareness of the cultural, support and accommodation requirements of Gypsies and Travellers locally?*

- Of the responses received, many reported that little action had been undertaken to raise awareness, and some did not know whether action had been undertaken or not. Additional comments included local examples:
- Equality and diversity training.
- e-learning package developed with assistance from the Gypsy Council.
- Supported partnership around Appleby Fair to provide support to access schools.
- 'Talking Travellers' provides awareness and education to the wider community, and liaison, consultation and advice for Gypsies and Travellers.
- In Barrow a multi-cultural service provided support to individuals and families and attempts were made to provide a permanent officer group to support the local Traveller community. However, it became clear that there was no agreement in the Traveller community and they were asked bluntly to leave them alone and to stop discussing them.

### Provision of accommodation

D.11 *Do you think that there is currently sufficient or insufficient provision of permanent sites/pitches for Gypsies and Travellers across Cumbria? Why do you think this?*

- Of those who did respond, a significant number were not aware of either need or supply, so were unable to comment further. A few commented that a thorough assessment is needed. The majority of respondents who did make comment believed that there are insufficient sites/pitches. Additional observations include:
- One respondent noted that there is a lack of provision across the County. They referred to the 2008 Cumbria Gypsy and Traveller Accommodation Survey, which stated there was a short fall of 72 permanent pitches across the county and a short fall of 35 transit pitches. In addition to this it stated that there was a short fall of 18 permanent plots for Showmen. The recommendation was that the shortfall be addressed before or by 2016. Up to the present 15 plots have been provided on the new Carlisle City Council site, Low Harker Dene, and a further 10 have been created on a



privately owned site in the same area. Other than this there has been no other development although the need is still there. In the case of transit facilities provision is poor to non-existent. Work is undertaken with many of the families living roadside each year, over the last 3 years the number of encampments have increased dramatically 2009/10 = 16, 2010/11 = 30, 2011/12 = 75. The majority of the encampments are in West Cumbria, Carlisle and Eden and Barrow. There are currently 20 people on the waiting list for the Low Harker Dene site.

- Carlisle City Council noted that the City has the only municipal owned site for the Gypsy and Traveller community in Cumbria. There are also two privately run sites and a number of small family owned developments that have received permission through the planning system.
- High demand was noted in respect of waiting lists for sites, and people waiting for planning permission on their own plots.

D.12 *If new permanent sites/pitches are needed, where do you think that these should be located? What are your reasons for identifying this locality?*

- There were a variety of comments.
- A number of respondents recommended that a range of permanent plots should be available throughout the County; commenting that in Carlisle and Eden there is a need of at least 20 additional permanent plots at this moment in time and in 10 years' time a total of 50 permanent and 30 transient plots. Similarly, there is a need for around 20 permanent plots and 10 transient plots in Barrow, 10 permanent and 10 transient plots in South Lakeland and Allerdale, and 5 permanent/transient plots in Copeland to meet the current and future needs in the next 10 years.
- It was noted by other respondents that there is demand in Copeland, but there is demand in Allerdale.

D.13 *Do you think that transit<sup>26</sup> sites are needed? If so, why, and where do you think these should be located?*

- Regular unauthorised roadside encampments were noted by several respondents as evidence that there are insufficient temporary and short-stay sites. Other comments included:
- Transit sites are needed in all districts. One respondent suggested that the number of plots in each of the six districts could be dictated by historical records.
- Respondents identified that sites for Showpeople are needed in Allerdale, South Lakeland and Carlisle.
- One respondent noted that the continual issue with unauthorised encampments is not always reflective of the need for permanent site provision, suggesting a need to look at toleration policies and tolerated stopping places.

---

<sup>26</sup> Transit provision is pitch or site intended for short-term use whilst in transit; such provision is usually permanent and authorised, but there is a limit on the length of time that residents can stay there.

- In Carlisle, planning permission has been approved for the development of a seven pitch transit site on land that is owned by the Council. It is anticipated that this will be developed before December 2014.

D.14 *What do you perceive to be the main barriers to new provision?*

- NIMBY syndrome, both social and political.
- Financial costs.
- Availability of land and suitable sites.
- Planning restrictions.
- Lack of robust evidence to demonstrate need.
- Negative portrayals in the media.

D.15 *Are you aware of any Gypsies and Travellers living in bricks and mortar accommodation? How is this?*

- There was limited response received to this question. Many of those who responded said they were not aware of any. Several noted an awareness of such individuals or groups. Sources of information noted included:
- Awareness through training.
- Awareness through the Cumbria Travellers Project.
- Awareness through Gypsies and Travellers living on pitches moving into bricks and mortar accommodation.
- Awareness that some local authority tenants consider themselves to be Gypsies and Travellers.
- Several respondents were aware because of the direct support they provide.

D.16 *Do you think that additional provision of sites/pitches needs to be made to accommodate the requirements of Gypsies and Travellers currently living in settled (i.e. bricks and mortar) accommodation across Cumbria?*

- The majority of respondents did not know.
- One respondent commented that there are a number of Gypsy and Traveller community members across Cumbria who live in bricks and mortar accommodation due to lack of appropriate site provision and would love to maintain their traditional cultural ways of living. In the identification of land and development of sites they recommend there must be provision for accommodating additional demand.

D.17 *If you provide accommodation, how many Gypsy and Traveller households have approached you for housing or for housing related support during the past five years? Of these households, how many wanted a pitch on a site and how many wanted bricks and mortar accommodation?*

- Only around half of respondents answered this question, and the majority noted that it wasn't applicable. In terms of other comments:
- One local authority commented that 40 - 45 families/individuals have made approaches, but most wanted access to site accommodation.

- One housing provider had been approached by a Social Worker who was working with a Traveller family. However, when offered a property the family refused it as they did not feel ready to move from the site/pitch they were living on.
- One local authority respondent recorded being approached by a household wanting a small family site.

D.18 *In terms of existing sites, what are your views on the standard of facilities on sites in your area?*

- There was limited response to this question. The overall view was that improvements could be made to the majority of sites. A few respondents considered provision to be very poor, noting that they do not meet housing standards. Site-specific comments included:
- Schneider Road, Barrow – poor provision noted by two respondents. No postcode.
- Low Harker Dene, Carlisle – good ground works, good community room (rarely used by the community), mostly tidy. A need for appropriate playground equipment for children.
- Hadrians Camp, Carlisle – well cared for on the permanent site, however the transit site is very poor with disgraceful toilet block facilities and families on there for over 12 months contrary to licence agreements.
- Fair Hill, Eden – poor facilities, needs general updating.

D.19 *Do you have any views on how existing sites in your area are managed?*

- Very few comments received, but including:
- Several questioned the management standards generally, noting that they do not seem very high.
- Management of the Council-owned site in Carlisle has been externalised to a Community Interest Company.

D.20 *On existing sites in your area, are you aware of any issues/tensions between Gypsies and Travellers and the settled community, and if so what have steps have you taken to address these?*

- There were a few responses, some not certain and some not aware of any issues. A few respondents were aware of tensions, providing examples as follows:
- Local community tensions around the use of space outside the site. In response, persistent attempts have been made to ensure a liaison officer for the site is able to engage with all communities.
- Two respondents noted tensions between occupants of the site in Barrow and some adjoining occupiers. These have been dealt with through mediation/enforcement with the site manager.
- Hadrians Camp, Carlisle, is very full which causes a problem with school places at the local school. In response, officers have worked with the community and school to liaise when issues have occurred regarding

school places and transitions over subscriptions. A competition was also launched with all the local schools to celebrate Gypsy and Traveller community and traditions.

- There is a need for careful management, clear rules and boundaries relating to tenancy agreements and clear consistent action when rules are broken. Consideration should be made in regard to family mixes on sites before plots are allocated and more effort should be made to integrate the settled and travelling communities.

D.21 *Is there sufficient support available to Gypsies and Travellers living in settled accommodation to help them manage their housing effectively (i.e. help in dealing with practical tenancy issues, such as paying rent, bills and making benefit applications)?*

- There was very limited response to this question, and many respondents did not know or were not aware of additional support needs. Specific comments included:
- There are support agencies available to all Gypsies and Travellers, but they do not always access them, for a variety of reasons. Some choose not to; some feel that they cannot.
- One respondent noted that there are services available but the information about available services and the capacity to access the right information at the time of need is limited, and sometimes the information is withheld or at times blocked by management.
- A further respondent suggested that floating support would be an option.

D.22 *Do Gypsies and Travellers living in settled accommodation feel safe and are their specific cultural needs considered by the local authority when offering conventional accommodation?*

- Of the limited responses received, most stakeholders did not know. Comments made to this question included:
- For those Gypsies and Travellers who want to maintain a transient lifestyle, the offer of settled accommodation does not meet their cultural needs.
- The regulations for allocating houses can compound problems for Gypsies and Travellers, especially where a move to bricks and mortar is a last resort. There has been a push towards allocating flats for singles/couples, and bedroom limits.
- Many Gypsies and Travellers in bricks and mortar accommodation do not tell their neighbours or Councils about their ethnicity, in fear of prejudice.

D.23 *If you are a local housing authority, how many unauthorised encampments<sup>27</sup> do you have each year in your area?*

---

<sup>27</sup> An unauthorised encampment refers to land where Gypsies and Travellers reside in vehicles or tents without permission. Unauthorised encampments can occur in a variety of locations and constitute trespass. The 1994 Criminal Justice and Public Order Act made it a criminal offence to camp on land without the owner's consent.

- There was limited response to this question.
- One respondent noted that the figures you will be given here will be incorrect because numbers are no longer logged by District Councils or the Police and if they are it is number of trailers in an encampment not the number of family groups within the area the encampment has developed. Not all families travel together, however if they know of other families in the area who have found a place to pull up they may well join that camp (safety in numbers). Therefore the only true way of gauging how many encampments there are is to record numbers of families and count each one as a separate encampment.
- One respondent commented that there are several unauthorised encampments across the County at any one time, but they are not all recorded or collectively collated.

D.24 *Are unauthorised encampments problematic for your organisation? If so, how?*

- There was a mix of responses to this question, in terms of stakeholders who do not experience any problems and those who noted specific problems arising:
- One respondent experiences repeated calls from businesses and communities, predominantly regarding inappropriate locations or lack of regulation.
- Unauthorised encampments on the public highway were mentioned by several respondents. They cannot be permitted under Highways law.
- Officer time needed to manage.
- Damage caused.
- Refuse problems (bins needed and collection dates set up).
- Complaints from road users and adjacent land owners.
- Difficulties in school provision, and statutory responsibility to provide education.

D.25 *How do unauthorised encampments affect local perceptions?*

- Responses to this question suggested that unauthorised encampments generally reflect negatively on the perception of Gypsies and Travellers communities by local residents, councillors or the police/other authorities. Specific comments included:
- Reducing trust and confidence in statutory provision, including planning, street cleaning, social care and policing.
- The general opinion is that the Gypsy and traveller community can get away with things that the regular community cannot.
- Misunderstandings and tensions arise, especially if local communities and businesses fear that Gypsies and Travellers are going to stay or that they will be followed by others. Some businesses think that they are being targeted by travellers when their land/site is really the attraction.

- The local settled community are frightened of what they do not understand, and media perceptions encourage fear and intolerance.

## Planning

D.26 *To date, what if anything has hampered provision of new sites/pitches for Gypsies and Travellers in Cumbria? What steps could be taken to address these issues in the future?*

- Of the responses received, there were a number of issues identified that stakeholders felt had hampered provision. These included the following:
  - Poor public perception.
  - Lack of identification of the issue politically (apathy).
  - Lack of statutory requirement to make provision.
  - Uncertainty in the planning system.
  - Lack of robust evidence of need.
  - Problems identifying land/suitable sites.
  - Funding limitations.
- In terms of steps that could be taken, the following were proposed:
  - Realising the present cost and impact, and providing a best-fit solution with appropriate regulation.
  - A number of respondents criticised the undertaking of additional assessments, stating that the findings of the 2008 Assessment are still relevant. Instead they both suggest that authorities should start identifying sites and developing plots to meet existing needs.

D.27 *Do you think that more could be done to identify and bring forward new sites for the provision of pitches for Gypsies and Travellers? If so, what?*

- Of those who responded to the question, the overall feeling was that more could probably be done. Actions proposed included:
- Positive action by local authorities to identify, acquire and design sites.
- Positive action by the Gypsy and Traveller community to participate in identifying, acquiring and designing sites.
- Establishing robust evidence of need, as this is an integral part of the planning policy process.
- Allocating land in the planning policy process.
- Strictly enforced timescales for delivery.
- Engaging the support of local council members.
- Housing legislation.
- Policies that allow for tolerated sites as a way of addressing established need in the short term, until longer term provision can be brought forward.

D.28 *What impact do you think that the Government's recent change to planning policy (set out in CLG's publication *Planning Policy for traveller sites*, 23 March 2012) will have on future provision?*

*The key points made in the Policy guidance are:*

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

Where respondents made a comment on this question, there was in many cases an acknowledgement of the requirement for robust evidence in the planning process, and a hope that this would have the effect (where need is identified) of land being allocated and sites delivered. The importance of the planning system was acknowledged, and the policy was considered to raise awareness of Gypsy and Traveller issues, acting as a reminder that plans need to consider the needs of communities, weighed up against local issues and objections. However, some respondents saw the policy as another excuse for further consultation and assessment, rather than action in starting to provide appropriate accommodation to meet existing needs.

D.29 *Are there any cross-boundary issues in respect of Gypsies and Travellers that need to be considered as part of this study?*

- There were a few comments received regarding cross-boundary issues. These included:
- The size and geography of the County allows easy commuting, so a uniform approach is needed across districts.

- Commuting into Scotland, Lancashire and other areas also requires cross-boundary co-operation.
- Existing partnership relationships between the County and District Councils in relation to Appleby Fair.
- Several respondents noted the importance of using information on historical stopping places and traditional family migration routes in identifying suitable land, especially in relation to transit sites.
- Suggestion that some districts could share costs and management in relation to transit sites, e.g. Copeland and Allerdale.

## Other issues

D.30 *What do you see as the key issues affecting Gypsies and Travellers living in the study area?*

- There were a few key themes in the answers received:
- Lack of transit sites.
- Lack of permanent sites, including small family sites.
- Quality issues in the sites currently available.
- Access to services, including adequate facilities (e.g. water) and services such as education.
- Equitable access to support/services.
- Prejudice/racism.

D.31 *What would you want to see as the key strategic messages coming from the Gypsy and Traveller Accommodation Assessment?*

- There were a variety of messages received in response to this question. Some of them were seeking wider action in regard to Gypsy and Traveller provision, beyond the remit of the GTAA, e.g. establishing the commitment of Cumbrian authorities on Gypsy and Traveller issues. A summary of the main comments is provided:
- The GTAA should establish a clear need for permanent and transit sites, in terms of both number and general locations.
- Travelling communities should be involved in determining how sites are designated and managed.
- Whether there is a need for toleration policies.
- Whether there are other support services that need to be considered in future Housing Strategies, etc.
- Centralised delivery of services.
- Representation from Cumbria-based local Travelling community groups on steering groups for the implementation of findings and recommendations.
- Continuation of public awareness and acceptance.



- A specific, measurable, achievable, and realistically resourced and time bound action plan for the provision of land and development of permanent and transit sites in each local authority area according to the identified need; and an open and transparent monitoring, evaluation and accountability mechanism for the implementation of this plan.

D.32 *Are you interested in finding out more about this study and the Steering Group?*

- 17 respondents confirmed an interest.

## Appendix E: Glossary of Terms

**Caravans:** Mobile living vehicles used by Gypsies and Travellers; also referred to as trailers.

**CJ&POA:** Criminal Justice and Public Order Act 1994; includes powers for local authorities and police to act against unauthorised encampments.

**CRE:** Commission for Racial Equality.

**CLG:** Department for Communities and Local Government; created in May 2006. Responsible for the remit on Gypsies and Travellers, which was previously held by the Office of the Deputy Prime Minister (O.D.P.M.).

**Gypsies and Travellers:** Defined by CLG 'Planning policy for traveller sites' (March 2012) as 'Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily or permanently, but excluding members of an organised group of Travelling Showpeople or circus people travelling together as such.'

**Irish Traveller:** Member of one of the main groups of Gypsies and Travellers in England. Irish Travellers have a distinct indigenous origin in Ireland and have been in England since the mid nineteenth century. They have been recognised as an ethnic group since August 2000 in England and Wales (O'Leary v Allied Domecq).

**Mobile home:** Legally a 'caravan' but not usually capable of being moved by towing.

**Pitch:** Area of land on a Gypsy/Traveller site occupied by one resident family; sometimes referred to as a plot.

**Plot:** see pitch

**Roadside:** Term used here to indicate families on unauthorised encampments, whether literally on the roadside or on other locations such as fields, car parks or other open spaces.

**Romany:** Member of one of the main groups of Gypsies and Travellers in England. Romany Gypsies trace their ethnic origin back to migrations, probably from India, taking place at intervals since before 1500. Gypsies have been a recognised ethnic group for the purposes of British race relations legislation since 1988 (CRE V Dutton).

**Sheds:** On most residential Gypsy/Traveller sites 'shed' refers to a small basic building with plumbing amenities (bath/shower, WC, sink), which are provided at the rate of one per plot/pitch. Some contain a cooker and basic kitchen facilities.

**Site:** An area of land laid out and used for Gypsy/Traveller caravans; often though not always comprising slabs and amenity blocks or 'sheds'. An authorised site will have planning permission. An unauthorised development lacks planning permission.

**Slab:** An area of concrete or tarmac on sites allocated to a household for the parking of trailers (caravans)

**Showpeople:** Defined by CLG 'Planning policy for traveller sites' (March 2012) as 'Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the

grounds of their own or their family's or dependants' more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily or permanently, but excludes Gypsies and Travellers as defined above.'

**Stopping places:** A term used to denote an unauthorised temporary camping area tolerated by local authorities, used by Gypsies and Travellers for short-term encampments, and sometimes with the provision of temporary toilet facilities, water supplies and refuse collection services.

**Tolerated site:** An unauthorised encampment/site where a local authority has decided not to take enforcement action to seek its removal.

**Trailers:** Term used for mobile living vehicles used by Gypsies and Travellers; also referred to as caravans.

**Transit site:** A site intended for short-term use while in transit. The site is usually permanent and authorised, but there is a limit on the length of time residents can stay.

**Unauthorised encampment:** Land where Gypsies or Travellers reside in vehicles or tents without permission. Unauthorised encampments can occur in a variety of locations (roadside, car parks, parks, fields, etc.) and constitute trespass. The 1994 Criminal Justice and Public Order Act made it a criminal offence to camp on land without the owner's consent. Unauthorised encampments fall into two main categories: those on land owned by local authorities and those on privately owned land. It is up to the land owner to take enforcement action in conjunction with the Police.

**Unauthorised development:** Establishment of Gypsy and Traveller sites without planning permission, usually on land owned by those establishing the site. Unauthorised development may involve ground works for roadways and hard standings. People parking caravans on their own land without planning permission are not Unauthorised Encampments in that they cannot trespass on their own land – they are therefore Unauthorised Developments and enforcement is always dealt with by Local Planning Authorities enforcing planning legislation.

**Wagons:** This is the preferred term for the vehicles used for accommodation by Showpeople.

**Yards:** Showpeople travel in connection with their work and therefore live, almost universally, in wagons. During the winter months these are parked up in what was traditionally known as 'winter quarters'. These 'yards' are now often occupied all year around by some family members.