



Lake District
National Park



YORKSHIRE DALES
National Park Authority

Cumbria Gypsy and Traveller Accommodation Assessment (GTAA)

Final Report January 2022



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1. Executive Summary

Introduction and Methodology

- 1.1 The primary objective of this Gypsy, Traveller and Travelling Showpeople Accommodation Assessment (GTAA) is to provide a robust assessment of current and future need for the Cumbria planning authorities of Allerdale, Barrow-in-Furness, Carlisle, Copeland, Eden, South Lakeland, and the Lake District National Park, as well as areas of the Yorkshire Dales National Park Authority (YDNPA) that lie in Cumbria.
- 1.2 The GTAA provides a credible evidence base which can be used to aid the preparation and implementation of Local Plan Policies and the provision of new Gypsy and Traveller pitches and Travelling Showpeople plots for the 15-year period up to 2035, as required by the PPTS, and to 2040 to meet Local Plan Periods. The outcomes of this study supersede the need figures of any previous Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessments completed in the study area.
- 1.3 The GTAA has sought to understand the accommodation needs of the Gypsy, Traveller and Travelling Showpeople population in the study area through a combination of desk-based research, stakeholder interviews and engagement with members of the Travelling Community living on all identified sites and yards. A total of 82 interviews were completed with Gypsies and Travellers and 36 interviews were completed with Travelling Showpeople living on authorised and unauthorised sites and yards. Following efforts to identify households living in bricks and mortar it was possible to identify 5 households to interview. In addition, stakeholder engagement was undertaken and total of 27 telephone interviews were completed.
- 1.4 The fieldwork for the study was completed between November 2020 and September 2021. The baseline date for the study is **September 2021** which was when the site interviews were completed.
- 1.5 A Glossary of Terms can be found in **Appendix A**.

Key Findings

Pitch Needs – Gypsies and Travellers

- 1.6 Overall, the pitch needs for Gypsies and Travellers from 2021-2040 are set out below. Needs are set out for those households that met the planning definition of a Gypsy or Traveller; for those undetermined households¹ where an interview was not able to be completed (either due to site owners refusing access on to sites, individual households refusing to be interviewed, or households not being present despite 3 visits to each site or yard) who may meet the planning definition; and for those households that did not meet the planning definition – although this is no longer a requirement for a GTAA.
- 1.7 Only the need from those households who met the planning definition and from those of the undetermined households who may subsequently demonstrate that they meet it should be considered as need arising from the GTAA.
- 1.8 The need arising from households that met the planning definition should be addressed through site allocation/intensification/expansion Local Plan Policies.

¹ See Paragraph 3.28 for further information on undetermined households.

- 1.9 The Councils will need to carefully consider how to address the needs associated with undetermined Travellers as it is unlikely that all of this need will have to be addressed through the provision of conditioned Gypsy or Traveller pitches. In terms of Local Plan Policies, the Councils should consider the use of a criteria-based policy (as suggested in PPTS) for any undetermined households, as well as to deal with any windfall applications.
- 1.10 In general terms, the need for those households who did not meet the planning definition will need to be addressed as part of general housing need and through separate Local Plan Policies. This approach is specifically referenced in the revised National Planning Policy Framework (July 2021). Paragraph 61 of the NPPF sets out that in determining the minimum number of homes needed, strategic plans should be based upon a local housing need assessment conducted using the standard method in national planning guidance. Paragraph 62 then states that [emphasis added] *‘Within this context, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, **travellers**, people who rent their homes and people wishing to commission or build their own homes’*. The footnote to this section states that *‘Planning Policy for Traveller Sites sets out how travellers’ housing needs should be assessed for those covered by the definition in Annex 1 of that document.’*
- 1.11 It is recognised that the Councils are in the process of reviewing their Local Plans. As the plans are reviewed the findings of this report should be considered as part of future housing mix and type within the context of the assessment of overall housing need in relation to Gypsies, Travellers and Travelling Showpeople. Whilst the findings in this report are aggregated totals for each local authority due to data protection issues, the Councils have more detailed data to enable accurate Local Plan allocations to be made.

Allerdale

- 1.12 There were 11 Gypsy or Traveller households identified in Allerdale that met the planning definition, no undetermined households that may meet the planning definition, and 2 households that did not meet the planning definition.
- 1.13 The GTAA identifies a need for **14 pitches** for households that met the planning definition. This is made up of 6 unauthorised pitches on encampments; 3 concealed or doubled-up households or single adults living on the encampments; and for 5 from new household formation, derived from the household demographics².
- 1.14 It should be noted that all of this need was from households living on long-term unauthorised encampments in Allerdale and none of the households expressed a wish to move to a public site due to personal circumstances including scrap metal dealing and the keeping of livestock. All are looking to purchase or rent land to develop private family sites.
- 1.15 There is a **no need for undetermined households** as interviews were completed with all Travellers who were identified on unauthorised encampments at the time of the assessment.
- 1.16 Whilst not now a requirement to include in a GTAA, there is a **no need for households that did not meet the planning definition** as both households are seeking to move to bricks and mortar in the local area.

² Further information of how new household formation rates have been calculated can be found in Chapter 5.

Figure 1 – Need for Gypsy and Traveller households in Allerdale 2021-2040

Status	2021-40
Meet Planning Definition	14
Undetermined	0
Do not meet Planning Definition	0

Barrow-in-Furness

- 1.17 There were 6 Gypsy or Traveller households identified in Barrow-in-Furness that met the planning definition, no undetermined households that may meet the planning definition, and 8 households that did not meet the planning definition.
- 1.18 The GTAA identifies a need for **5 pitches** for households that met the planning definition. This is made up of 3 pitches for teenagers who will need a pitch of their own in the next 5 years, and 2 pitches from new household formation, derived from the demographics of the residents.
- 1.19 It was noted during the household interviews that the residents on the private site are living there on a week-to-week basis with the permission of the site owner and therefore have no security of tenancy. Should the site owner seek to sell the land need could increase by a further 5 pitches. It is understood that the current residents are in the process of identifying suitable land to develop a new site in Barrow-in-Furness should their tenancies be terminated. The Council are aware of this.
- 1.20 It was possible to complete interviews with all identified Gypsies and Travellers living on sites in the Borough of Barrow-in-Furness so there were no undetermined households. Anecdotal evidence and past planning permissions for residential caravans suggest that there have been a small number of Gypsies and Travellers that have ceased to travel and now reside in permanent residential caravans within the borough.
- 1.21 Whilst no longer a requirement to include them in a GTAA, there is a need for **6 pitches** for households that did not meet the planning definition. This is made up of 1 concealed or doubled-up household or adult; 3 teenagers who will be in need of a pitch of their own in the next 5 years; and 2 from new household formation derived from the household demographics.

Figure 2 – Need for Gypsy and Traveller households in Barrow-in-Furness 2021-2040

Status	2021-40
Meet Planning Definition	5
Undetermined	0
Do not meet Planning Definition	6

Carlisle

- 1.22 There were 39 Gypsy or Traveller households identified in Carlisle that met the planning definition, 8 undetermined households that may meet the planning definition, and 10 households that did not meet the planning definition.
- 1.23 The GTAA identifies a need for **33 pitches** for households that met the planning definition, and this is made up of made up of 4 unauthorised pitches; 5 concealed or doubled-up households or adults; 3 teenagers in need of a pitch of their own in the next 5 years; 5 pitches from in-migration/roadside; and 16 from new household formation derived from the household demographics.
- 1.24 The GTAA identifies a need of up to **3 pitches** for undetermined households and this is made up of new household formation of up to 3 from a maximum of 8 households. If the ORS national average of 30%

were applied this could result in a need for 1 pitch. If the local proportion of households that met the planning definition (80%) is applied this could result in a need for 2 pitches.

- 1.25 Whilst no longer a requirement to include them in a GTAA, there is a need for **3 pitches** for households that did not meet the planning definition. This is made up of 3 from in-migration/roadside.

Figure 3 – Need for Gypsy and Traveller households in Carlisle 2021-2040

Status	2021-40
Meet Planning Definition	33
Undetermined	0-3
Do not meet Planning Definition	3

Copeland

- 1.26 There were 6 Gypsy or Traveller households identified in Copeland that met the planning definition, no undetermined households that may meet the planning definition, and no households that did not meet the planning definition.
- 1.27 The GTAA identifies a need for **12 pitches** for households that met the planning definition. This is made up of 1 household seeking to move from bricks and mortar and develop a private family site; 5 from roadside/in-migration; 1 concealed or doubled-up adult; 3 teenagers who will be in need of a pitch of their own in the next 5 years; and 2 from new household formation derived from the demographics of the households that were interviewed.

Figure 4 – Need for Gypsy and Traveller households in Copeland 2021-2040

Status	2021-40
Meet Planning Definition	12
Undetermined	0
Do not meet Planning Definition	0

Eden

- 1.28 There were 5 Gypsy or Traveller households identified in Eden that met the planning definition, no undetermined households that may meet the planning definition, and 8 households that did not meet the planning definition.
- 1.29 The GTAA identifies a need for **1 pitch** for households that met the planning definition, and this is made up of 1 temporary pitch. It should be noted that this site has a temporary planning consent until October 2032.
- 1.30 Whilst no longer a requirement to include them in a GTAA, there is a need for **no pitches** for households that did not meet the planning definition.

Figure 5 – Need for Gypsy and Traveller households in Eden 2021-2040

Status	2021-40
Meet Planning Definition	1
Undetermined	0
Do not meet Planning Definition	0

South Lakeland (excluding National Parks)

1.31 There was 1 Gypsy or Traveller household identified in South Lakeland that met the planning definition, no undetermined households that may meet the planning definition, and no households that did not meet the planning definition.

1.32 The GTAA identifies a need for **no pitches** for households that met the planning definition. However, the site owner did indicate that he would like to build a bungalow on the site to replace the mobile home.

Figure 6 – Need for Gypsy and Traveller households in South Lakeland 2021-2040

Status	2021-40
Meet Planning Definition	0
Undetermined	0
Do not meet Planning Definition	0

Lake District National Park

1.33 There were no Gypsies or Travellers identified in the Lake District National Park so there is **no current or future need for pitches**.

Figure 7 – Need for Gypsy and Traveller households in the Lake District National Park 2021-2040

Status	2021-40
Meet Planning Definition	0
Undetermined	0
Do not meet Planning Definition	0

Yorkshire Dales National Park

1.34 There were no Gypsies or Travellers identified in the Cumbria area of the Yorkshire Dales National Park so there is **no current or future need for pitches**.

Figure 8 – Need for Gypsy and Traveller households in the Yorkshire Dales National Park 2021-2040

Status	2021-40
Meet Planning Definition	0
Undetermined	0
Do not meet Planning Definition	0

Plot Needs - Travelling Showpeople

1.35 Overall the plot needs for Travelling Showpeople from 2021-2040 are set out below. Needs are set out for those households that met the planning definition of a Travelling Showperson; for those undetermined households where an interview was not able to be completed who may meet the planning definition; and for those households that did not meet the planning definition - although this is no longer a requirement for a GTAA.

- 1.36 Only the need from those households who met the planning definition and from those of the undetermined households who may subsequently demonstrate that they meet it should be considered as need arising from the GTAA.
- 1.37 The need arising from households that met the planning definition should be addressed through yard allocation/intensification/expansion Local Plan Policies.
- 1.38 The Councils will need to carefully consider how to address the needs associated with undetermined Travelling Showpeople as it is unlikely that all of this need will have to be addressed through the provision of conditioned Travelling Showpeople plots. In terms of Local Plan Policies, the Councils should consider the use of a criteria-based policy (as suggested in PPTS) for any undetermined households that do provide evidence that they meet the planning definition.
- 1.39 Any need for households who did not meet the planning definition will need to be considered as part of general housing need. See Paragraphs 1.10-1.13 for further details.

Allerdale

- 1.40 There are 4 Travelling Showpeople yards in Allerdale. It was possible to complete an interview with households on all of the yards. It was also possible to complete interviews with 3 households living in bricks and mortar. Overall, 28 households met the planning definition and 2 did not.
- 1.41 The GTAA identifies a need for **13 plots** for households that met the planning definition, and this is made up of 5 concealed or doubled-up households or adults; 2 from teenagers who will be in need of a plot of their own in the next 5 years; and 6 plots from new household formation, derived from the household demographics.
- 1.42 There were no undetermined Travelling Showpeople, and no need identified from the 2 households that did not meet the planning definition.

Figure 9 – Need for Travelling Showpeople households in Allerdale 2021-2040

Status	2021-40
Meet Planning Definition	13
Undetermined	0
Do not meet Planning Definition	0

Barrow-in-Furness

- 1.43 There are no Travelling Showpeople yards in Barrow-in-Furness so there is no current or future need for plots.

Figure 10 – Need for Travelling Showpeople households in Barrow-in-Furness 2021-2040

Status	2021-40
Meet Planning Definition	0
Undetermined	0
Do not meet Planning Definition	0

Carlisle

- 1.44 There are 2 Travelling Showmen's yards in Carlisle. It was possible to complete an interview with all 17 households: 15 met the planning definition and 2 did not. There were no undetermined households.

- 1.45 The GTAA identifies a need for **6 plots** for households that met the planning definition, and this is made up of 3 from in-migration/roadside; 1 from a teenager who will be in need of a plot of their own in the next 5 years; and 4 from new household formation derived from the household demographics. There are also 2 vacant plots at present that could meet some of the current need.
- 1.46 There was no current or future need identified from the 2 households that did not meet the planning definition.

Figure 11 – Need for Travelling Showpeople households in Carlisle 2021-2040

Status	2021-40
Meet Planning Definition	6
Undetermined	0
Do not meet Planning Definition	0

Copeland

- 1.47 There were no Travelling Showpeople identified in Copeland so there is no current or future need for plots.

Figure 12 – Need for Travelling Showpeople households in Copeland 2021-2040

Status	2021-40
Meet Planning Definition	0
Undetermined	0
Do not meet Planning Definition	0

Eden

- 1.48 There were no Travelling Showpeople identified in Eden so there is no current or future need for plots.

Figure 13 – Need for Travelling Showpeople households in Eden 2021-2040

Status	2021-40
Meet Planning Definition	0
Undetermined	0
Do not meet Planning Definition	0

South Lakeland (excluding National Parks)

- 1.49 There were no Travelling Showpeople identified in South Lakeland so there is no current or future need for plots.

Figure 14 – Need for Travelling Showpeople households in South Lakeland 2021-2040

Status	2021-40
Meet Planning Definition	0
Undetermined	0
Do not meet Planning Definition	0

Lake District National Park

- 1.50 Whilst there is one small Travelling Showpeople yard in LDNP it is only used for storage and there is no accommodation on the yard. As such there is no current or future need for plots. An interview was completed with the owner of the yard who lives in bricks and mortar nearby. Whilst there is no accommodation need associated with the storage yard, they are looking for land to develop a new yard somewhere in Cumbria for their children to run.

Figure 15 – Need for Travelling Showpeople households in the Lake District National Park 2021-2040

Status	2021-40
Meet Planning Definition	0
Undetermined	0
Do not meet Planning Definition	0

Yorkshire Dales National Park (Cumbria)

^{1.51} There were no Travelling Showpeople identified in the YDNPA area of Cumbria so there is no current or future need for plots.

Figure 16 – Need for Travelling Showpeople households in the Yorkshire Dales National Park 2021-2040

Status	2021-40
Meet Planning Definition	0
Undetermined	0
Do not meet Planning Definition	0

Transit Recommendations

^{1.52} Firstly, consideration has been given to transit needs associated with the annual Appleby Horse Fair. Whilst the majority of local authorities in Cumbria made reference to increased need for transit provision around the time of the Appleby Horse Fair, it is accepted that that multi-agency arrangements are already in place to address transit issues associated with this event. As such, the GTAA has only looked at potential transit need not associated with Appleby.

^{1.53} Apart from the periods around the Appleby Horse Fair and the seasonal transit provision that is already in place, due to low historic low numbers of unauthorised encampments across Cumbria throughout the remainder of the year, and the existence of private transit pitches in some local authorities, it is not recommended that there is a need for a formal public transit site in Cumbria at this time.

^{1.54} The situation relating to levels of unauthorised encampments should be monitored. As well as information on the size and duration of the encampments, this monitoring should also seek to gather information from residents on the reasons for their stay in the local area; whether they have a permanent base or where they have travelled from; and whether they have any need or preference to settle permanently in the local area. This information could be collected as part of a Welfare Assessment (or similar).

^{1.55} It is recommended that an annual review of the evidence base relating to unauthorised encampments, including the monitoring referred to above, should be undertaken on a Cumbria-wide basis. This will establish whether there is a need for investment in any new transit provision or emergency stopping places, or whether a managed approach is preferable.

^{1.56} In the short-term the Councils should continue to use their current approaches when dealing with unauthorised encampments and management-based approaches such as negotiated stopping agreements could also be considered.

^{1.57} The term ‘negotiated stopping’ is used to describe agreed short-term provision for Gypsy and Traveller caravans. It does not describe permanent ‘built’ transit sites but negotiated agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets. Agreements are made between

the Council and the (temporary) residents regarding expectations on both sides. See www.negotiatedstopping.co.uk for further information.

- ^{1.58} As well as temporary/seasonal transit arrangements around the time of the Appleby Horse Fair, temporary stopping places can be made available at times of increased demand due to other fairs or cultural celebrations that are attended by Gypsies and Travellers. A charge may be levied as determined by the local authority although they only need to provide basic facilities including: a cold-water supply; portaloos; sewerage disposal point and refuse disposal facilities.

2. Introduction

The Study

- 2.1 The primary objective of this Gypsy and Traveller Accommodation Assessment (GTAA) is to provide a robust assessment of current and future need for Gypsy, Traveller and Travelling Showpeople accommodation in the following local planning authority areas: Allerdale, Barrow-in-Furness, Carlisle, Copeland, Eden, South Lakeland, Lake District National Park (Cumbria area), and Yorkshire Dales National Park (Cumbria area). The outcomes of this study supersede the outcomes of any previous Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessments completed in the study area.
- 2.2 The study provides an evidence base to enable the Councils to comply with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 1985, Planning Policy for Traveller Sites (PPTS) 2015, the Housing and Planning Act 2016, the revised National Planning Policy Framework (NPPF) 2021, and the revised Planning Practice Guidance (PPG) 2021.
- 2.3 The GTAA is a robust and credible evidence base which can be used to aid the preparation and implementation of Local Plan Policies and the provision of Traveller pitches and plots covering the period 2021 to 2040. As well as identifying current and future permanent accommodation needs, it also seeks to assess any need for the provision of new transit sites or emergency stopping places.
- 2.4 We would note at the outset that the study covers the needs of Gypsies (including English, Scottish, Welsh and Romany Gypsies), Irish Travellers, New (Age) Travellers, and Travelling Showpeople, but for ease of reference we have referred to the study as a Gypsy and Traveller Accommodation Assessment (GTAA).
- 2.5 The baseline date for the study is **September 2021** which was when the household interviews were completed.

Definitions

- 2.6 The current planning definition for a Gypsy, Traveller or Travelling Showperson is set out in PPTS (2015). The previous housing definition set out in the Housing Act (2004) was repealed by the Housing and Planning Act (2016).

The Planning Definition in PPTS (2015)

- 2.7 For the purposes of the planning system, the definition was changed in PPTS (2015). The planning definition is set out in Annex 1 and states that:

For the purposes of this planning policy “gypsies and travellers” means:

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

In determining whether persons are “gypsies and travellers” for the purposes of this planning policy, consideration should be given to the following issues amongst other relevant matters:

- a) Whether they previously led a nomadic habit of life.
- b) The reasons for ceasing their nomadic habit of life.
- c) Whether there is an intention of living a nomadic habit of life in the future, and if so, how soon and in what circumstances.

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

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

(Planning Policy for Traveller Sites, Department for Communities and Local Government (DCLG), August 2015)

- 2.8 The key change that was made to both definitions was the removal of the term *persons...who have ceased to travel permanently*, meaning that those who have ceased to travel permanently will no longer fall under the planning definition of a Traveller for the purposes of assessing accommodation need in a GTAA.

Definition of Travelling

- 2.9 One of the most important questions that GTAAs will need to address in terms of applying the planning definition is *what constitutes travelling?* This has been determined through case law that has tested the meaning of the term ‘nomadic’.
- 2.10 **R v South Hams District Council (1994)** – defined Gypsies as “*persons who wander or travel for the purpose of making or seeking their livelihood (not persons who travel from place to place without any connection between their movements and their means of livelihood.)*” This includes ‘born’ Gypsies and Travellers as well as ‘elective’ Travellers such as New Age Travellers.
- 2.11 In **Maidstone BC v Secretary of State for the Environment and Dunn (2006)**, it was held that a Romany Gypsy who bred horses and travelled to horse fairs at Appleby, Stow-in-the-Wold and the New Forest, where he bought and sold horses, and who remained away from his permanent site for up to two months of the year, at least partly in connection with this traditional Gypsy activity, was entitled to be accorded Gypsy status.
- 2.12 In **Greenwich LBC v Powell (1989)**, Lord Bridge of Harwich stated that a person could be a statutory Gypsy if he led a nomadic way of life *only seasonally*.
- 2.13 The definition was widened further by the decision in **R v Shropshire CC ex p Bungay (1990)**. The case concerned a Gypsy family that had not travelled for some 15 years in order to care for its elderly and infirm parents. An aggrieved resident living in the area of the family’s recently approved Gypsy site sought judicial review of the local authority’s decision to accept that the family had retained their Gypsy status even though they had not travelled for some considerable time. Dismissing the claim, the judge held that a person could remain a Gypsy even if he or she did not travel, provided that their nomadism was held in abeyance and not abandoned.
- 2.14 That point was revisited in the case of **Hearne v National Assembly for Wales (1999)**, where a traditional Gypsy was held not to be a Gypsy for the purposes of planning law as he had stated that he intended to abandon his nomadic habit of life, lived in a permanent dwelling, and was taking a course that led to permanent employment.

- 2.15 **Wrexham County Borough Council v National Assembly of Wales and Others (2003)** determined that households and individuals could continue to lead a nomadic way of life with a permanent base from which they set out from and return to.
- 2.16 The implication of these rulings in terms of applying the planning definition is that it will **only include those who travel (or have ceased to travel temporarily) for work purposes, or for seeking work, and in doing so stay away from their usual place of residence**. It can include those who have a permanent site or place of residence, but that it will not include those who travel for purposes other than work, or for seeking work – such as holidays and visiting friends or relatives. It will not cover those who commute to work daily from a permanent place of residence (see APP/E2205/C/15/3137477).
- 2.17 It will also be the case that a household where some family members travel for nomadic purposes on a regular basis, but where other family members stay at home to look after children in education, or other dependents with health problems etc. the household unit would be defined as travelling under the planning definition.
- 2.18 Households will also fall under the planning definition if they can provide information that they have ceased to travel temporarily as a result of their own or their families' or dependants' educational or health needs or old age. In order to have ceased to travel temporarily these households will need to provide information that they have travelled for work in the past. In addition, households will have to provide information that they plan to travel again for work in the future.
- 2.19 This approach was endorsed by a Planning Inspector in a Decision Notice for an appeal in East Hertfordshire (Appeal Ref: APP/J1915/W/16/3145267) that was issued in December 2016. A summary can be seen below:

Case law, including the R v South Hams District Council ex parte Gibb (1994) judgment referred to me at the hearing, despite its reference to 'purposive activities including work' also refers to a connection between the travelling and the means of livelihood, that is, an economic purpose. In this regard, there is no economic purpose... This situation is no different from that of many landlords and property investors or indeed anyone travelling to work in a fixed, pre-arranged location. In this regard there is not an essential connection between wandering and work... Whilst there does appear to be some connection between the travel and the work in this regard, it seems to me that these periods of travel for economic purposes are very short, amounting to an extremely small proportion of his time and income. Furthermore, the work is not carried out in a nomadic manner because it seems likely that it is done by appointment... I conclude, therefore, that XX does not meet the definition of a gypsy and traveller in terms of planning policy because there is insufficient evidence that he is currently a person of a nomadic habit of life.

- 2.20 This was further reinforced in a Decision Notice for an appeal in Norfolk that was issued in February 2018 (Ref: APP/V2635/W/17/3180533) that stated:

As discussed during the hearing, although the PPTS does not spell this [the planning definition] out, it has been established in case law (R v South Hams DC 1994) that the nomadism must have an economic purpose. In other words, gypsies and travellers wander or travel for the purposes of making or seeking their livelihood.

Legislation and Guidance for Gypsies and Travellers

^{2.21} Decision-making for policy concerning Gypsies, Travellers and Travelling Showpeople sits within a complex legislative and national policy framework and this study must be viewed in the context of this legislation and guidance. For example, the following key pieces of legislation and guidance are relevant when developing policies relating to Gypsies, Travellers and Travelling Showpeople:

- » The Housing Act, 1985
- » Planning Policy for Traveller Sites (PPTS), 2015
- » The Housing and Planning Act, 2016
- » The National Planning Policy Framework (NPPF), 2021
- » Planning Practice Guidance³ (PPG), 2021

^{2.22} In addition, Case Law, Ministerial Statements, the outcomes of Local Plan Examinations and Planning Appeals, and Judicial Reviews need to be taken into consideration. Relevant examples have been included in this report.

^{2.23} The primary guidance for undertaking the assessment of housing need for Gypsies, Travellers and Travelling Showpeople is set out in the PPTS (2015). It should be read in conjunction with the National Planning Policy Framework (NPPF). In addition, the Housing and Planning Act and NPPF make provision for the assessment of need for those Gypsy, Traveller and Travelling Showpeople households living on sites and yards who do not meet the PPTS planning definition – through the assessment of all households living in caravans.

Planning Policy for Traveller Sites (PPTS) 2015

^{2.24} PPTS (2015) sets out the direction of Government policy. As well as including the planning definition of a Traveller, PPTS is closely linked to the NPPF. Among other objectives, the aims of the policy in respect of Traveller sites are (PPTS Paragraph 4):

- » *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.*

³ With particular reference to the sections on *Housing Needs of Different Groups* (May 2021).

- » *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.*

^{2.25} In practice, the document states that (PPTS Paragraph 9):

- » *Local planning authorities should set pitch targets for Gypsies and Travellers and plot targets for Travelling Showpeople, which address the likely permanent and transit site accommodation needs of Travellers in their area, working collaboratively with neighbouring local planning authorities.*

^{2.26} PPTS goes on to state (Paragraph 10) that in producing their Local Plan local planning authorities should:

- » *Identify and annually update a supply of specific deliverable sites sufficient to provide five years' worth of sites against their locally set targets.*
- » *Identify a supply of specific, developable sites or broad locations for growth, for years 6-10 and, where possible, for years 11-15.*
- » *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 strategic planning issues that cross administrative boundaries).*
- » *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.*
- » *Protect local amenity and environment.*

^{2.27} Local Authorities now have a duty to ensure a 5-year land supply to meet the identified needs for Traveller sites. However, 'Planning Policy for Traveller Sites' also notes in Paragraph 11 that:

- » *Where there is no identified need, criteria-based policies should be included to provide a basis for decisions in case applications nevertheless come forward. Criteria-based policies should be fair and should facilitate the traditional and nomadic life of Travellers, while respecting the interests of the settled community.*

Revised National Planning Policy Framework (2021)

^{2.28} The most recent version of the revised National Planning Policy Framework was issued in July 2021. Paragraph 61 of the revised NPPF sets out that in determining the minimum number of homes needed, strategic plans should be based upon a local housing need assessment conducted using the standard method in national planning guidance.

^{2.29} Paragraph 62 then states that [emphasis added] '*Within this context, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, **travellers**, people who rent their homes and people wishing to commission or build their own homes*'. The footnote to this section states that '*Planning Policy for Traveller Sites sets out how travellers' housing needs should be assessed for those covered by the definition in Annex 1 of that document.*'

^{2.30} This essentially sets out that the needs of households that meet the planning definition should be assessed under the PPTS and that the needs of households that are not found to meet the planning definition should be assessed as part of the wider housing needs of an area i.e. through a Strategic Housing Market Assessment and through separate Local Plan Policies.

^{2.31} In an Appeal Decision that was published in March 2020 for an appeal in Central Bedfordshire (APP/P0240/C/18/3213822) the Inspector concluded in relation to Paragraph 61 of the revised NPPF that:

It seems to me that this wording makes clear that it is only those meeting that definition that should be included in an assessment of need for 'planning definition' travellers and that gypsies who have ceased travelling should be counted and provided for elsewhere and this is the approach proposed in the emerging LP. This does not, of course mean that these gypsies should be allocated 'bricks and mortar' type housing. They will also need a suitable supply of caravan sites to meet their needs.

Planning for the Future White Paper (2020)

^{2.32} In August 2020 the Government published a White Paper on proposals to reform the current planning system in England. The consultation period on the White Paper ended on 29th October 2020. Whilst the White Paper does not make any references to planning for Gypsies and Travellers, the Councils may need to consider the outcomes of the consultation and any subsequent changes to planning legislation in England that relate to Gypsies and Travellers.

3. Methodology

Background

- 3.1 Over the past 10 years, ORS has continually refined a methodology for undertaking robust and defensible Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessments. This has been updated in light of changes to PPTS in August 2015, the Housing and Planning Act (2016) the revised NPPF (2021), and the revised PPG (2021). It has also responded to changes set out by Planning Ministers, with particular reference to new household formation rates. This is an evolving methodology that has been adaptive to changes in planning policy as well as the outcomes of Local Plan Examinations and Planning Appeals.
- 3.2 PPTS (2015) contains a number of requirements for local authorities which must be addressed in any methodology. This includes the need to pay particular attention to early and effective community engagement with both settled and traveller communities (including discussing travellers' accommodation needs with travellers themselves); identification of permanent and transit site accommodation needs separately; working collaboratively with neighbouring local planning authorities; and establishing whether households fall within the planning definition for Gypsies, Travellers and Travelling Showpeople.
- 3.3 ORS would note that since the changes to the PPTS in August 2015 the ORS GTAA methodology has been repeatedly found to be sound and robust, including through Local Plan Examinations in Bedford, Cambridge, Central Bedfordshire, Cheltenham, Cotswold, Daventry, East Hertfordshire, Gloucester, Maldon, Milton Keynes, Newham, Runnymede, South Cambridgeshire, South Northamptonshire, Tewkesbury, and Waverley.
- 3.4 An Appeal Decision for a Hearing in Central Bedfordshire (APP/P0240/C/18/3213822) that was issued in March 2020 concluded:
- '...whilst there have been some queries in previous appeal decisions over the conclusions of other GTAAs produced by ORS, the methodology, which takes into account the revisions made in 2015 to the Government's Planning Policy for Traveller Sites (PPTS), has nevertheless been accepted by Inspectors in a considerable number of Local Plan Examinations.'*
- 3.5 The Inspector for the East Herts District Plan also found the evidence base in relation to Gypsies and Travellers to be sound in her Inspection Report that was issued in July 2018. She concluded:
- 'The need of the travelling community has been carefully and robustly assessed and locations to meet identified needs have been allocated for the plan period. Policy HOU9 sets out the need for 5 permanent pitches for Gypsies and Travellers... the approach to the provision of housing is comprehensive, positively prepared, appropriate to the needs of the area and consistent with national policy.'*
- 3.6 The stages below provide a summary of the methodology that was used to complete this study. More information on each stage is provided in the appropriate sections of this report.

Glossary of Terms/Acronyms

3.7 A Glossary of Terms/Acronyms can be found in **Appendix A**.

Desk-Based Review

3.8 ORS collated a range of secondary data that was used to support the study. This included:

- » Census data.
- » Site records.
- » Traveller Caravan Count data.
- » Records of unauthorised sites/encampments.
- » Information on planning applications/appeals.
- » Information on local enforcement actions.
- » Existing needs assessments and other relevant local studies.
- » Existing national and local policy.

Stakeholder Engagement

3.9 Engagement was undertaken with key Council Officers and with wider stakeholders through telephone interviews. A total of 20 interviews were completed with Council Officers from the commissioning local planning authorities. In addition, 3 interviews were completed with representatives from Cumbria Police. A Topic Guide was agreed with the Councils prior to the interviews commencing.

Working Collaboratively with Neighbouring Planning Authorities

3.10 To help support the Duty-to-Cooperate and provide background information for the study, telephone interviews were conducted with Planning Officers in neighbouring planning authorities. These interviews will help to ensure that wider issues that may impact on this project are fully understood. This included interviews with Officers from the Councils set out below. Again, a detailed Topic Guide was agreed with the Councils.

- » County Durham
- » Craven
- » Dumfries and Galloway
- » Lancaster
- » Richmondshire

Survey of Travelling Communities

3.11 As a result of travel and social distancing restrictions due to COVID-19 in March 2020 a 2-stage methodology was used to complete the site and yard fieldwork.

3.12 Through the desk-based research and the stakeholder interviews, ORS sought to identify all authorised and unauthorised sites/yards and encampments in the study area and attempted to

complete an interview with the residents on all occupied pitches and plots. In order to gather the robust information needed to assess households against the planning definition of a Traveller, up to 3 attempts were made to interview households where it was not initially possible to conduct an interview because they were not available at the time.

- 3.13 Our experience suggests that an attempt to interview households on all pitches is more robust. A sample-based approach often leads to an under-estimate of need – and is an approach which is regularly challenged by the Planning Inspectorate and at Planning Appeals.
- 3.14 ORS worked closely with the Councils to ensure that the interviews would collect all the necessary information to support the study. The site interview questions that were used (see **Appendix E**) have been updated to take account of recent changes to PPTS and to collect the information ORS feel is necessary to apply the planning definition. All interviews were completed by members of our dedicated team of experienced Researchers who work on our GTAA studies across England and Wales. Researchers attempted to conduct semi-structured interviews with residents to determine their current demographic characteristics, their current or future accommodation needs, whether there is any over-crowding or the presence of concealed households and travelling characteristics. Researchers also sought to identify contacts living in bricks and mortar to interview, as well as an overall assessment of each site to determine any opportunities for intensification or expansion to meet future needs.
- 3.15 Researchers also sought information from residents on the type of pitches they may require in the future – for example private or socially rented, together with any features they may wish to be provided on a new pitch or site.
- 3.16 Where it was not possible to undertake an interview, Researchers sought to capture as much information as possible about each pitch through a proxy interview from sources including neighbouring residents and site management (if present).

Stage 1 – Telephone Interviews

- 3.17 The first phase of the fieldwork involved Researchers from ORS attempting to complete interviews over the telephone with residents living on sites and yards. This is an approach that ORS have followed in all of our GTAAs that have been completed since the COVID-19 restrictions were introduced. Contact details were sought through local stakeholders including site owners; by contacting Planning agents known to operate in the local area; and by sending letters to residents asking them to contact ORS to complete an interview – including follow-up letters. The wording of the letter that ORS currently used has been agreed with members of the Travelling Community and asks households to call ORS Researchers to complete an interview over the telephone. During interviews ORS Researchers also ask households if they have family or friends living on sites in the area and ask them to pass on our contact details and to encourage them to call us.

Stage 2 – Social Distanced Engagement

- 3.18 When the initial phase of telephone interviews had been completed, ORS sought to complete social distanced engagement with households on sites where it had not been possible to complete interviews over the telephone. ORS completed a detailed COVID-19 Risk Assessment that allowed for limited fieldwork activities to resume in some parts of England. At the time of this study this was restricted to making observational visits to sites to confirm site names and occupancy levels, and to share contact details with households on sites and yards whilst observing social distancing

requirements – for example hand delivering contact letters or exchanging contact details to complete interviews at a later date.

Engagement with Bricks and Mortar Households

- 3.19 The 2011 Census recorded 9 households that identified as Gypsy or Irish Traveller who live in a house or flat in Allerdale; 12 in Barrow-in-Furness; 64 in Carlisle; 5 in Copeland; 6 in Eden; and 13 in South Lakeland.
- 3.20 ORS apply a rigorous approach to making contact with bricks and mortar households as this is a common issue raised at Local Plan Examinations and Planning Appeals. Contacts were sought through a range of sources including the interviews with people on existing sites and yards; intelligence from the stakeholder interviews; information from housing registers; and other local knowledge from stakeholders. Through this approach the GTAA endeavoured to do everything to give households living in bricks and mortar the opportunity to make their views known.
- 3.21 As a rule, ORS do not make any assumptions on the overall needs from household in bricks and mortar based on the outcomes of any interviews that are completed, as in our experience this leads to a significant over-estimate of the number of households wishing to move to a site or a yard. ORS work on the assumption that all those wishing to move will make their views known to us based on the wide range of publicity put in place.

Timing of the Fieldwork

- 3.22 ORS are fully aware of the transient nature of many travelling communities and subsequent seasonal variations in site and yard occupancy. ORS would normally aim to complete fieldwork during the non-travelling season, and also avoid days of known local or national events. However, due to COVID-19 restrictions the fieldwork was completed between November 2020 and September 2021 and Researchers were able to collect information on the majority of residents living on sites and yards, or to determine whether there was any current or future need on sites where it was not possible to complete full interviews.

Applying the Planning Definition

- 3.23 The primary change to PPTS (2015) in relation to the assessment of need was the change to the definition of a Gypsy, Traveller or Travelling Showperson for planning purposes. Through the site interviews ORS sought to collect information necessary to assess each household against the planning definition. The revised PPTS was issued in 2015 and a number of relevant appeal decisions have been issued by the Planning Inspectorate on how the planning definition should be applied (see Paragraphs 2.19 and 2.20 for examples) – these support the view that households need to be able to demonstrate that they travel for work purposes, or for seeking work, to meet the planning definition, and stay away from their usual place of residence when doing so, or have ceased to travel for work purposes temporarily due to education, ill health or old age.
- 3.24 The household survey included a structured section of questions to record information about the travelling characteristics of household members. This included questions on the following key issues:
- » Whether any household members have travelled in the past 12 months.
 - » Whether household members have ever travelled.

- » The reasons for travelling - carefully probing reasons for travelling to determine whether for work or leisure/cultural purposes - visits to fairs for example.
- » Where household members travelled to.
- » The times of the year that household members travelled.
- » Where household members stay when they are away travelling.
- » When household members stopped travelling.
- » The reasons why household members stopped travelling.
- » Whether household members intend to travel again in the future.
- » When and the reasons why household members plan to travel again in the future.

3.25 When the household survey was completed the outcomes from these questions on travelling were used to determine the status of each household against the planning definition in PPTS (2015). Through a combination of responses households need to provide sufficient information to demonstrate that household members travel for work purposes, or for seeking work, and in doing so stay away from their usual place of residence, or that they have ceased to travel temporarily due to education, ill health or old age, and plan to travel again for work purposes in the future. The same definition applies to Travelling Showpeople as to Gypsies and Travellers.

3.26 Households that need to be considered in the GTAA fall under one of 3 classifications. Only those households that meet, or may meet, the planning definition will form the components of need to be formally included in the GTAA:

- » Households that travel under the planning definition.
- » Households that have ceased to travel temporarily under the planning definition.
- » Households where an interview was not possible who *may* fall under the planning definition.

3.27 Whilst the needs of those households that do not meet the planning definition do not need to be included in the GTAA, they will be assessed to provide the Councils with components of need to consider as part of their work on wider housing needs assessments. This is consistent with the requirements of the revised NPPF (2021).

Undetermined Households

3.28 As well as calculating need for households that meet the planning definition, the needs of the households where an interview was not completed (either due to refusal to be interviewed or households that were not present during the fieldwork period) need to be considered as part of the GTAA where they are believed to be Gypsies and Travellers who may meet the planning definition. Whilst there is no guidance that sets out how the needs of these households should be addressed; an approach has been taken that seeks an estimate of potential need from these households. This will be an additional need figure over and above the need identified for households that do meet the planning definition.

- 3.29 The estimate seeks to identify potential current and future need from any pitches known to be temporary or unauthorised, and through new household formation. For the latter the ORS national rate of 1.50%⁴ has been used as the demographics of residents are unknown.
- 3.30 Should further information be made available to the Councils that will allow for the planning definition to be applied, these households could either form a confirmed component of need to be addressed through the GTAA or through wider assessments of housing need.
- 3.31 ORS believe it would not be appropriate when producing a robust assessment of need to make any firm assumptions about whether households where an interview was not completed meet the planning definition based on the outcomes of households where an interview was completed.
- 3.32 However, data that has been collected from over 5,000 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that overall approximately 30% of households who have been interviewed meet the planning definition (this rises to 70% for Travelling Showpeople based on over 400 interviews that have been completed) – and in some local authorities, no households meet the planning definition.
- 3.33 ORS are not implying that this is an official national statistic - rather a national statistic based on the outcomes of our fieldwork since the introduction of PPTS (2015). It is estimated that there are 14,000 Gypsy and Traveller pitches in England and ORS have spoken with households on 30% of them at a representative range of sites. Approximately 30% meet the planning definition. It is ORS' view therefore that this is the most comprehensive national statistic in relation to households that meet the planning definition in PPTS (2015) and should be seen as a robust statistical figure.
- 3.34 This would also suggest that it is likely that only a proportion of the potential need identified from undetermined households will need conditioned Gypsy and Traveller pitches, and that the needs of the majority will need to be addressed through separate Local Plan Policies.
- 3.35 The ORS methodology to address the need arising from undetermined households was supported by the Planning Inspector for a Local Plan Examination for Maldon Borough Council, Essex. In his Report that was published on 29th June 2017 he concluded:

150. The Council's stance is that any need arising from 'unknowns' should be a matter left to the planning application process. Modifications to Policy H6 have been put forward by the Council setting out criteria for such a purpose, which I consider further below. To my mind, that is an appropriate approach. While there remains a possibility that up to 10 further pitches may be needed, that cannot be said to represent identified need. It would be unreasonable to demand that the Plan provide for needs that have not been established to exist. That being said, MM242h is nonetheless necessary in this regard. It commits the Council to a review of the Plan if future reviews of the GTAA reveal the necessity for land allocations to provide for presently 'unknown' needs. For effectiveness, I have altered this modification from the version put forward by the Council by replacing the word "may" with "will" in relation to undertaking the review committed to. I have also replaced "the Plan" with "Policy H6" – the whole Plan need not be reviewed.

Households that do not meet the Planning Definition

- 3.36 Households who do not travel for work purposes now fall outside the planning definition of a Traveller. However Romany Gypsies and Irish and Scottish Travellers may be able to demonstrate a right to culturally appropriate accommodation under the Equality Act (2010). In addition,

⁴ See Chapter 5 for further details.

provisions set out in the Housing and Planning Act (2016) include a duty (under Section 8 of the 1985 Housing Act that covers the requirement for a periodical review of housing needs) for local authorities to consider the needs of people residing in or resorting to their district with respect to the provision of sites on which caravans can be stationed, or places on inland waterways where houseboats can be moored. Draft Guidance⁵ related to this section of the Housing and Planning Act has been published setting out how the Government would want local housing authorities to undertake this assessment and it is the same as the GTAA assessment process. The implication is therefore that the housing needs of any Gypsy and Traveller households who do not meet the planning definition of a Traveller will need to be considered as part of the wider housing needs of the area and will form a subset of the wider need arising from households residing in caravans. This is echoed in the revised NPPF (July 2021).

^{3.37} Paragraph 61 of the revised NPPF states that *‘Within this context, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their own homes’*. The footnote to this section states that *‘Planning Policy for Traveller Sites sets out how travellers’ housing needs should be assessed for those covered by the definition in Annex 1 of that document.’*

^{3.38} Paragraph 62 of the revised NPPF states that [emphasis added] *‘Within this context, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, **travellers**, people who rent their homes and people wishing to commission or build their own homes’*. The footnote to this section states that *‘Planning Policy for Traveller Sites sets out how travellers’ housing needs should be assessed for those covered by the definition in Annex 1 of that document.’*

Calculating Current and Future Need

^{3.39} To identify need, PPTS (2015) requires an assessment for current and future pitch requirements but does not provide a methodology for this. However, as with any housing assessment, the underlying calculation can be broken down into a relatively small number of factors. In this case, the key issue is to compare the supply of pitches available for occupation with the current and future needs of the population.

Supply of Pitches

^{3.40} The first stage of the assessment sought to determine the number of vacant and potentially available supply in the study area:

- » Current vacant pitches.
- » Pitches currently with planning consent due to be developed within 5 years.
- » Pitches vacated by people moving to housing.
- » Pitches vacated by people moving from the study area (out-migration).

⁵ “Draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats.” (March 2016)

3.41 It is important when seeking to identify supply from vacant pitches that they are in fact available for general occupation. For example, on a public or social rented site, or on a private site that is run on a commercial basis with anyone being able to rent a pitch if they are available. Typically, vacant pitches on small private family sites are not included as components of available supply but can be used to meet any current and future need from the family living on the site.

Current Need

3.42 The second stage was to identify components of current need. It is important to address issues of double counting:

- » Households on unauthorised developments for which planning permission is not expected.
- » Concealed, doubled-up or over-crowded households (including single adults).
- » Households in bricks and mortar with a need to move to sites.
- » Households in need on waiting lists for public sites.

Future Need

3.43 The final stage was to identify components of future need. This includes the following four components:

- » Teenage children in need of a pitch of their own in the next 5 years.
- » Households living on sites with temporary planning permissions.
- » New household formation.
- » In-migration/roadside.

3.44 Household formation rates are often the subject of challenge at appeals or examinations. ORS firmly believe that any household formation rates should use a robust local evidence base, rather than simply relying on national precedent. The approach taken is set out in more detail in Chapter 5 of this report.

3.45 ORS are also increasingly identifying households and adult household members who have been forced to leave sites due to over-crowding or exceeding planning conditions on the number of caravans permitted on sites. These households are typically living on the roadside or doubling-up on pitches in neighbouring local authorities. ORS include these households as components of hidden need and term them displaced in-migration.

3.46 All of these components of supply and need are presented in tabular format which identify the overall net need for current and future accommodation for Gypsies, Travellers and Travelling Showpeople. This has proven to be a robust model for identifying needs. The residential and transit pitch needs for Gypsies and Travellers and Travelling Showpeople are identified separately and the needs are to 2040.

Pitch Turnover

3.47 Some assessments of need make use of pitch turnover as an ongoing component of supply. ORS do not agree with this approach or about making any assumptions about annual turnover rates. This is an approach that usually ends up with a significant under-estimate of need as in the majority

of cases vacant pitches on sites are not available to meet any additional need. The use of pitch turnover has been the subject of several Inspectors Decisions, for example APP/J3720/A/13/2208767 found a GTAA to be unsound when using pitch turnover and concluded:

West Oxfordshire Council relies on a GTAA published in 2013. This identifies an immediate need for 6 additional pitches. However, the GTAA methodology treats pitch turnover as a component of supply. This is only the case if there is net outward migration, yet no such scenario is apparent in West Oxfordshire. Based on the evidence before me I consider the underlying criticism of the GTAA to be justified and that unmet need is likely to be higher than that in the findings in the GTAA.

3.48 In addition, a GTAA Best Practice Guide produced by a number of organisations including Friends, Families and Travellers, the London Gypsy and Traveller Unit, the York Travellers Trust, the Derbyshire Gypsy Liaison Group, Garden Court Chambers and Leeds GATE concluded that:

Assessments involving any form of pitch turnover in their supply relies upon making assumptions; a practice best avoided. Turnover is naturally very difficult to assess accurately and in practice does not contribute meaningfully to additional supply so should be very carefully assessed in line with local trends. Mainstream housing assessments are not based on the assumption that turnover within the existing stock can provide for general housing needs.

3.49 As such, other than current vacant pitches on sites that are known to be available, or pitches that are known to become available (as a result of households moving for example), pitch turnover has not been considered as a component of supply in this GTAA.

Transit Provision

3.50 GTAA studies require the identification of demand for transit provision. While the majority of Gypsies and Travellers have permanent bases either on Gypsy and Traveller sites or in bricks and mortar and no longer travel, other members of the community either travel permanently or for part of the year. Due to the mobile nature of the population a range of sites can be developed to accommodate Gypsies and Travellers as they move through different areas.

- » **Transit sites** - full facilities where Gypsies and Travellers might live temporarily (for up to three months) – for example, to work locally, for holidays or to visit family and friends.
- » **Emergency stopping places** - more limited facilities.
- » **Temporary sites and stopping places** - only temporary facilities to cater for an event.
- » **Negotiated stopping places** - agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time.

3.51 Transit sites serve a specific function of meeting the needs of Gypsy and Traveller households who are visiting an area or who are passing through on the way to somewhere else. A transit site typically has a restriction on the length of stay of usually around 12 weeks and has a range of facilities such as water supply, electricity, and amenity blocks.

- 3.52 An alternative to or in addition to a transit site is an emergency stopping place. This type of site also has restrictions on the length of time for which someone can stay on it but has much more limited facilities with typically only a source of water and chemical toilets provided.
- 3.53 Another alternative is ‘negotiated stopping’. The term ‘negotiated stopping’ is used to describe agreed short-term provision for Gypsy and Traveller caravans. It does not describe permanent ‘built’ transit sites but negotiated agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets. Agreements are made between the authority and the (temporary) residents regarding expectations on both sides.
- 3.54 Temporary stopping places can be made available at times of increased demand due to fairs or cultural celebrations that are attended by Gypsies and Travellers. A charge may be levied as determined by the local authority although they only need to provide basic facilities including: a cold-water supply; portaloos; sewerage disposal point and refuse disposal facilities.
- 3.55 The Criminal Justice and Public Order Act 1994 (Section 62a) is particularly important with regard to the issue of Gypsy and Traveller transit site provision. Section 62a of the Act allows the police to direct trespassers to remove themselves and their vehicles and property from any land where a suitable transit pitch on a relevant caravan site is available within the same local authority area (or within the county in two-tier local authority areas).
- 3.56 In order to investigate the potential need for transit provision when undertaking work to support the study, ORS sought to undertake analysis of any records of unauthorised sites and encampments, as well as information from the Department For Levelling Up, Housing and Communities (DLUHC)⁶ Traveller Caravan Count. The outcomes of discussions with Council Officers and with Officers from neighbouring planning authorities were also taken into consideration when determining this element of need in the study area.
- 3.57 In addition, consideration was given to transit needs associated with the annual Appleby Horse Fair. Given that multi-agency arrangements are already in place to address transit issues associated with this event, the GTAA has only looked at potential transit need not associated with Appleby.

⁶ Formerly the Ministry for Housing, Communities and Local Government (MHCLG).

4. Gypsy, Traveller and Travelling Showpeople Sites and Population

Introduction

- 4.1 One of the main considerations of this study is to provide evidence to support the provision of pitches and plots to meet the current and future accommodation needs of Gypsies, Travellers and Travelling Showpeople. A pitch is an area normally occupied by one household, which typically contains enough space for one or two caravans but can vary in size⁷. A site is a collection of pitches occupied by Gypsies and Travellers. For Travelling Showpeople, the most common descriptions used are a plot for the space occupied by one household and a yard for a collection of plots occupied by Travelling Showpeople. Throughout this study the main focus is upon how many extra pitches for Gypsies and Travellers and plots for Travelling Showpeople are required in the study area.
- 4.2 The public and private provision of mainstream housing is also largely mirrored when considering Gypsy and Traveller accommodation. One common form of a Gypsy and Traveller site is a publicly-provided residential site, which is provided by a Local Authority or by a Registered Provider (usually a Housing Association). Pitches on public sites can be obtained through signing up to a waiting list, and the costs of running the sites are met from the rent paid by the tenants (similar to social housing).
- 4.3 The alternative to public residential sites are private residential sites and yards for Gypsies, Travellers and Travelling Showpeople. These result from individuals or families buying areas of land and then obtaining planning permission to live on them. Households can also rent pitches on existing private sites. Therefore, these two forms of accommodation are the equivalent to private ownership and renting for those who live in bricks and mortar housing. Generally, the majority of Travelling Showpeople yards are privately owned and managed.
- 4.4 The Gypsy, Traveller and Travelling Showpeople population also has other forms of sites due to its mobile nature. Transit sites tend to contain many of the same facilities as a residential site, except that there is a maximum period of residence which can vary from a few days or weeks to a period of months. An alternative to a transit site is an emergency or negotiated stopping place. This type of site also has restrictions on the length of time someone can stay on it but has much more limited facilities. Both of these types of site are designed to accommodate, for a temporary period, Gypsies, Travellers and Travelling Showpeople whilst they travel. A number of local authorities also operate an accepted encampments policy where short-term stopovers are tolerated without enforcement action.
- 4.5 Further considerations for the Gypsy and Traveller population are unauthorised developments and encampments. Unauthorised developments occur on land which is owned by the Gypsies and Travellers or with the approval of the land-owner, but for which they do not have planning permission to use for residential purposes. Unauthorised encampments typically occur on publicly owned land but can also occur on privately owned land.

⁷ Whilst it has now been withdrawn, *Government Guidance on Designing Gypsy and Traveller Sites* recommended that, as a general guide, an average family pitch must be capable of accommodating an amenity building, a large trailer and touring caravan, parking space for two vehicles and a small garden area.

DLUHC Traveller Caravan Count

- ^{4.6} Another source of information available on the Gypsy, Traveller and Travelling Showpeople population is the bi-annual Traveller Caravan Count which is conducted by each Local Authority in England on a specific date in January and July of each year and reported to DLUHC. This is a statistical count of the number of caravans on both authorised and unauthorised sites across England. With effect from July 2013, the Gypsy and Traveller Caravan Count was renamed the Traveller Caravan Count due to the inclusion of information on Travelling Showpeople caravans.
- ^{4.7} As this count is of caravans and not households, it makes it more difficult to interpret for a study such as this because it does not count pitches or resident households. The count is merely a ‘snapshot in time’ conducted by the Local Authority on a specific day, and any unauthorised sites or encampments which occur on other dates will not be recorded. Likewise, any caravans that are away from sites on the day of the count will not be counted. As such, it is not considered appropriate to use the outcomes from the Traveller Caravan Count to support the calculation of current and future need as the information collected during the site visits is seen as more robust and fit-for-purpose. However, the Caravan Count data has been used to *support* the identification of the need to provide for transit provision and this is set out later in this report.

5. Current and Future Provision

Background

- 5.1 This section focuses on the background to the pitch and plot provision which is needed by each of the local planning authorities in the study area currently and to 2040. A summary of the outcomes of the assessment of current and future provision for each authority can be found in the next sections of this report. This includes both current unmet need and need which is likely to arise in the future. The time period for the assessment allows for robust forecasts of the requirements for future provision, based upon the evidence contained within this study and also secondary data sources. Whilst the difficulty in making accurate assessments beyond 5 years has been highlighted in previous studies, the approach taken in this study to estimate new household formation has been accepted by Planning Inspectors as the most appropriate methodology to use.
- 5.2 We would note that the assessment of current and future provision is based upon a combination of the household interviews, planning records and stakeholder interviews. In many cases, the interview data is not used in isolation, but instead is used to validate information from planning records or other sources.
- 5.3 The assessment concentrates on the total current and future provision which is required in each area, along with an overall assessment of need for any transit provision for the study area as a whole.

New Household Formation Rates

- 5.4 Nationally, a net household formation and growth rate of 3.00% net per annum has been commonly assumed and widely used in local Gypsy and Traveller assessments⁸, even though there is no statistical evidence of households growing so quickly. The result has been to inflate both national and local requirements for additional pitches unrealistically. In this context, ORS has prepared a *Technical Note on Household Formation and Growth Rates* in 2015 and updated it in June 2020. The main conclusions are set out here and the full paper is in **Appendix F**.
- 5.5 Those seeking to provide evidence of high annual net household growth rates for Gypsies and Travellers have sometimes sought to rely on increases in the number of caravans, as reflected in the Traveller Caravan Count. However, Caravan Count data is very unreliable and erratic – so the only proper way to project future population and household growth is through detailed demographic analysis.
- 5.6 The Technical Note concludes that in fact, the growth in the national Gypsy and Traveller population may be as low as 1.25% per annum – much less than the 3.00% per annum often assumed, but still greater than in the settled community. Even using extreme and unrealistic assumptions, it is hard to find evidence that net Gypsy and Traveller population and household growth rates are above 2.00% per annum nationally.
- 5.7 The often assumed 3.00% per annum net household growth rate is therefore unrealistic and would require clear statistical evidence before being used for planning purposes. In practice, the best available evidence supports a national net household growth rate of 1.50% per annum for Gypsies and Travellers. This view has been supported by Planning Inspectors in a number of Decision Notices.

⁸ Page 25, *Gypsy and Traveller Accommodation Needs Assessments – Guidance* (DCLG – 2007) Now withdrawn.

- 5.8 In a Decision Notice for an appeal in Doncaster that was issued in November 2016 (Ref: APP/F4410/W/15/3133490) where the agent acting on behalf of the appellant claimed that a rate closer to 3.00% should be used, the Inspector concluded:

In assessing need account also needs to be taken of likely household growth over the coming years. In determining an annual household growth rate, the Council relies on the work of Opinions Research Services (ORS), part of Swansea University. ORS's research considers migration, population profiles, births & fertility rates, death rates, household size data and household dissolution rates to determine average household growth rates for gypsies and travellers. The findings indicate that the average annual growth rate is in the order of 1.5% but that a 2.5% figure could be used if local data suggest a relatively youthful population. As the Council has found a strong correlation between Doncaster's gypsy and traveller population age profile and the national picture, a 1.5% annual household growth rate has been used in its 2016 GTANA. Given the rigour of ORS's research and the Council's application of its findings to the local area I accept that a 1.5% figure is justified in the case of Doncaster.

- 5.9 Another more recent Decision Notice was in relation to an appeal in Guildford that was issued in March 2018 (Ref: APP/W/16/3165526) where the agent acting on behalf of the appellant again claimed that a rate closer to 3.00% should be used. The Inspector concluded:

There is significant debate about household formation rates and the need to meet future growth in the district. The obvious point to make is that this issue is likely to be debated at the local-plan examination. In my opinion, projecting growth rates is not an exact science and the debate demonstrates some divergence of opinion between the experts. Different methodologies could be applied producing a wide range of data. However, on the available evidence it seems to me that the figures used in the GTAA are probably appropriate given that they are derived by using local demographic evidence. In my opinion, the use of a national growth rate and its adaptation to suit local or regional variation, or the use of local base data to refine the figure, is a reasonable approach.

- 5.10 In addition, the Technical Note has recently been accepted as a robust academic evidence base and was published by the Social Research Association in its journal Social Research Practice in December 2017.
- 5.11 ORS assessments take full account of the net local household growth rate per annum calculated on the basis of demographic evidence from the site interviews, and the 'baseline' includes all current authorised households, all households identified as in current need (including concealed households, teenagers in need of a pitch of their own in the next 5 years, movement from bricks and mortar and those on waiting lists not currently living on a pitch or plot), as well as households living on tolerated unauthorised pitches or plots who are not included as current need. The assessments of future need also take account of modelling projections based on birth and death rates, and in-/out-migration.
- 5.12 Overall, the household growth rate used for the assessment of future needs has been informed by local evidence for each local authority. This demographic evidence⁹ has been used to adjust the national growth rate of 1.50% up or down based on the proportion of those aged under 18 in each local authority (by planning status).
- 5.13 In certain circumstances where the numbers of households and children are low it is not appropriate to apply a percentage rate for new household formation. In these cases, a judgement has been made on likely new household formation based on the age and gender of the children. This is based on the

⁹ Age and gender of household members.

assumption that 50% of likely households to form will stay in the area. This is based on evidence from other GTAAs that ORS have completed across England and Wales.

- 5.14 In addition, the ORS national rate of 1.50% have been used to estimate growth for undetermined Gypsies and Travellers.
- 5.15 Overall new household formation has also been adjusted to take account of teenagers in need of a pitch in the next 5 years who have already been identified as components of need. This will eliminate any double counting in the assessment of need.

Breakdown by 5 Year Bands

- 5.16 In addition to tables which set out the overall need for Gypsies, Travellers and Travelling Showpeople, the overall need has also been broken down by 5-year bands as required by PPTS. The way that this is calculated is by including all current need (from unauthorised pitches, pitches with temporary planning permission, concealed and doubled-up households, 5 year need from teenage children, and net movement from bricks and mortar) in the first 5 years. Total net new household formation is split across the 5-year bands based on the compound rate of growth that was applied – as opposed to being spread evenly over time.

Applying the Planning Definition

- 5.17 The outcomes from the questions on travelling in the household survey have been used to determine the status of each household against the planning definition in PPTS (2015). This assessment was based on the responses to the questions given to Researchers. Only those households that met the planning definition, in that they were able to provide information during the household interview that household members travel for work purposes, or for seeking work, and stay away from their usual place of residence when doing so – or that they have ceased to travel temporarily due to education, ill health or old age, form the components of need that will form the baseline of need in the GTAA. Households where an interview was not completed who may meet the planning definition have also been included as a potential additional component of need from undetermined households. Whilst they do not need to be formally considered in the GTAA, need from households that did not meet the planning definition has also been assessed to provide the Councils with information on levels of need that will have to be considered as part of the wider housing needs of the area and through separate Local Plan Policies.
- 5.18 The information used to assess households against the planning definition included information on whether households have ever travelled; why they have stopped travelling; the reasons that they travel; and whether they plan to travel again in the future and for what reasons. The tables in the individual analysis of need for each local authority set out the planning status of households that were interviewed. This includes any hidden households that were identified during the household interviews including concealed and doubled-up households or single adults and accepted in-migration.

Public/Private Split

- 5.19 It will be assumed that all of the need for households living on any public sites will need to be met through the provision of public pitches and all of the need from households living on private sites will need to be met through the provision of private pitches. Many households living on private family sites stated that they have sufficient land on their sites to accommodate pitches or accommodation units.

Migration

- 5.20 The study has sought to address in-migration (households requiring accommodation who move into the study area from outside) and out-migration (households moving away from the study area). Site surveys typically identify only small numbers of in-migrant and out-migrant households and the data is not normally robust enough to extrapolate long-term trends. At the national level, there is nil net migration of Gypsies and Travellers across the UK, but the assessment has taken into account local migration effects on the basis of the best evidence available.
- 5.21 The study also sought to identify any need from households who have been forced to move from sites due to overcrowding and who are currently living on the roadside or on sites in other local authorities – and who have strong family links with households in Cumbria. These are referred to as roadside households or displaced in-migration.
- 5.22 In addition, as a result of COVID-19, the study sought to identify any households that had been displaced from their usual place of residence due to lockdown restrictions who were currently located in Cumbria.
- 5.23 Evidence drawn from stakeholder and household interviews has been considered alongside assessments of need that have been completed in other nearby local authorities. The household interviews did not identify any households living in other local authorities who need to move back to a site in Cumbria.
- 5.24 ORS have found no firm evidence from other local studies that have been completed recently of any additional households wishing to move to Cumbria. Therefore, net migration to the sum of zero has been assumed for the GTAA – which means that net pitch requirements are driven by locally identifiable need rather than speculative modelling assumptions.
- 5.25 It is important to note that any applications for new sites or pitches as a result of in-migration should be seen as windfall need and should be dealt with by Criteria-Based Local Plan Policies and will not contribute towards meeting need identified in the GTAA and the 5-year supply.

6. GTAA Outcomes

- 6.1 The following sections of the report break down the outcomes of the GTAA by the 6 individual local planning authorities, and the areas of the 2 National Park Authorities in Cumbria. The outcomes for each local planning authority include the following information:
- » Sites and Yards in the Study Area.
 - » Stakeholder Engagement.
 - » Survey of Travelling Communities.
 - » Bricks and Mortar/Waiting List Interviews.
 - » Current and Future Need.
 - » Conclusions.
- 6.2 In addition, there is a section on Transit Provision which covers all of Cumbria.
- 6.3 Due to the nature of the reporting there is unfortunately some repetition in relation to some of the introductory paragraphs for the sections on Stakeholder Engagement and Current and Future Provision.
- 6.4 In addition, the outcomes of the stakeholder engagement with neighbouring local authorities can be found in **Appendix D**.

Cumbria Summary

- 6.5 Proposals are being taken forward for Local Government Reorganisation in Cumbria, including proposals for two new Unitary Authorities to be created¹⁰:
- » **Cumberland Council:** Allerdale, Carlisle, and Copeland.
 - » **Westmorland and Furness Council:** Barrow-in-Furness, Eden, and South Lakeland.
- 6.6 In order to support the potential reorganisation and the establishment of two new Unitary Authorities covering Cumbria, this section of the GTAA will provide a summary of need by summing up the need from the 6 local planning authorities into the two new Unitary Authority areas. The table below provides a summary of this combined need.
- 6.7 There was no need for Gypsies, Travellers or Travelling Showpeople identified in the areas of the 2 National Parks that are in Cumbria. Whilst there is one small Travelling Showpeople yard in LDNP it is only used for storage and there is no accommodation on the yard. As such there is no current or future need for plots. An interview was completed with the owner of the yard who lives in bricks and mortar nearby. Whilst there is no accommodation need associated with the storage yard, they are looking for land to develop a new yard somewhere in Cumbria for their children to run.
- 6.8 This shows that the overall need for Gypsies and Traveller households that met the planning definition in the proposed Cumberland Council is for 59 pitches; that there is a need for up to 3 pitches for undetermined households; and that there is a need for 3 pitches for households that did not meet the planning definition. This gives an overall need for Gypsies and Travellers for 65 pitches to 2040.

¹⁰ It is understood that the administrative areas covered by the National Parks will remain unchanged.

- 6.9 For the proposed Westmorland and Furness Council the overall need for Gypsies and Traveller households that met the planning definition is for 6 pitches; that there is a need for no pitches for undetermined households; and that there is a need for 6 pitches for households that did not meet the planning definition. This gives an overall need for Gypsies and Travellers for 12 pitches to 2040.
- 6.10 For Travelling Showpeople there is an overall need for 19 plots in the proposed Cumberland Council – all for households that met the planning definition.
- 6.11 For the proposed Westmorland and Furness Council there is no need for plots for Travelling Showpeople.

Cumberland Council

Figure 17 – Gypsy and Traveller provision in proposed new Cumbria Unitary Authorities 2021-40 - Cumberland

Gypsy and Travellers	Allerdale	Carlisle	Copeland	Cumberland Council TOTAL
Meet Planning Definition	14	33	12	59
Undetermined	0	3	0	3
Do Not Meet Planning Definition	0	3	0	3
TOTAL	14	39	12	65

Figure 18 – Travelling Showpeople provision in proposed new Cumbria Unitary Authorities 2021-40 - Cumberland

Travelling Showpeople	Allerdale	Carlisle	Copeland	Cumberland Council TOTAL
Meet Planning Definition	13	6	0	19
Undetermined	0	0	0	0
Do Not Meet Planning Definition	0	0	0	0
TOTAL	13	6	0	19

Westmorland and Furness Council

Figure 19 – Gypsy and Traveller provision in proposed new Cumbria Unitary Authorities 2021-40 – Westmoreland and Furness

Gypsies and Travellers	Barrow	Eden	South Lakeland	Westmorland and Furness Council TOTAL
Meet Planning Definition	5	1	0	6
Undetermined	0	0	0	0
Do Not Meet Planning Definition	6	0	0	6
TOTAL	11	1	0	12

Figure 20 – Travelling showpeople provision in proposed new Cumbria Unitary Authorities 2021-40 – Westmoreland and Furness

Travelling Showpeople	Barrow	Eden	South Lakeland	Westmorland and Furness Council TOTAL
Meet Planning Definition	0	0	0	0
Undetermined	0	0	0	0
Do Not Meet Planning Definition	0	0	0	0
TOTAL	0	0	0	0

7. Allerdale Borough Council (excluding National Parks)

Sites and Yards in the Study Area

^{7.1} In Allerdale, at the baseline date for this study, there were no authorised Gypsy and Traveller sites; 4 Travelling Showmen’s yards (10 plots¹¹); and 5 long-term unauthorised encampments. There were no public transit sites. Further details can be found in **Appendix E**.

Site Provision

Figure 21 - Total amount of provision in Allerdale (September 2021)

Status	Sites/Yards	Pitches/Plots
Private sites with permanent planning permission	0	0
Private sites with temporary planning permission	0	0
Public sites (Council and Registered Providers)	0	0
Public transit provision	0	0
Private transit provision	0	0
Tolerated sites	0	0
Unauthorised sites	0	0
Long-term unauthorised encampments	5	15
Travelling Showpeople yards	4	10
TOTAL	9	25

Stakeholder Engagement

^{7.2} ORS undertook a stakeholder engagement programme to complement the information gathered through interviews with members of the Travelling Community. This consultation took the form of telephone interviews which were tailored to the role of the individual. The aim of these interviews is to provide an understanding of current provision and possible future need; short-term encampments; transit provision; and cross-border issues. Interviews were completed with 4 Officers from Allerdale.

^{7.3} Due to issues surrounding data protection, and in order to protect the anonymity of those who took part, this section presents a summary of the views expressed by interviewees and verbatim comments have not been used. The narrative represents a balanced summary of the views of the individuals concerned, rather than the official views of the Council.

Accommodation Needs

^{7.4} Since the last GTAA was completed for Allerdale, the Council have identified a potential new site within the Local Plan Part 2, which has been through public examination. The site identified will hopefully accommodate both permanent and transit need.

¹¹ Whilst there are more authorised plots, many on Slaters Yard and The Printfield have been merged together.

- 7.5 The Local Plan has also reviewed the capacity of the yards and safeguarded them through policy. A strategic Gypsy, Traveller and Travelling Showperson policy has been introduced to provide a framework for additional sites that may come forward beyond the site allocation.
- 7.6 Allerdale currently have a number of long-term encampments in the area that are/have been informally tolerated. In total there are 5 encampments on Allerdale Borough Council land and 1 on County Council land.
- 7.7 It was felt that a permanent site is needed in Workington in to provide proper the necessary facilities. At present the community living in the Workington has no access to basic facilities and can be moved on frequently from place to place.
- 7.8 The Council have carried out site visits to speak with those who wish to move into settled accommodation (i.e. bricks and mortar housing) and begin processing the housing applications for those individuals. However, the individuals have not engaged further in the process.

Short-term Encampments and Transit Provision

- 7.9 Short-term encampments that stop in the borough have no formal transit provision to stay at. Since the last GTAA, the Council have therefore been looking at options for Negotiated Stopping Places.
- 7.10 It is believed that Travellers stop in Allerdale for a variety of reasons, including visiting family, for work opportunities and just passing through on their way elsewhere.
- 7.11 Favoured locations for stopping were said to be locations close to facilities such as toilets and water, and near schools. It was also said that the locations are often set apart from residential areas to minimise community tensions and provide a sense of security for the Gypsies and Travellers.
- 7.12 Each new encampment in the area is assessed on its own merits and a decision reached accordingly. However, due to the increasing number of encampments, that are becoming longer-term, both transit and permanent site provision should be increased in Allerdale.

Cross Border Issues

- 7.13 No cross-boundary issues were identified during the preparation of the Local Plan. Allerdale have regular discussions on potential cross-boundary issues and Gypsy and Traveller site provision has not been raised.
- 7.14 It was felt that the lack of public sites across the County makes it difficult to refer members of Travelling community to other areas. There is no guarantee that those referred will find accommodation in other area as the Private site owners have the final say on who can stay.
- 7.15 Joint working between authorities is evidenced through the Cumbria Joint working protocol, which is currently being reviewed.

Future Priorities and Any Further Issues

- 7.16 The main future priority identified was to deliver on providing permanent and transit provision.
- 7.17 Other priorities included seeing increased commitment from Council members and support from communities towards the Travelling community. Finding adequate resources to continue meeting the needs of Gypsies and Travellers in line with Government legislation, and the Council's statutory obligations, was also highlighted.

Interviews with Gypsies and Travellers

7.18 One of the major components of this study was a detailed survey of the Gypsy, Traveller and Travelling Showpeople population living on sites and yards in the study area. This aimed to identify current households with housing needs and to assess likely future housing need from within existing households, to help judge the need for any future pitch provision.

7.19 Through the desk-based research and stakeholder interviews ORS sought to identify all authorised and unauthorised sites and yards in the study area. The site lists were agreed with the local authority and can be found in **Appendix E**. Interviews were completed between November 2020 and September 2021. Up to 3 attempts were made to interview each household where they were not present when interviewers visited. The tables below identify the sites that ORS staff visited during the course of the fieldwork, and also set out the number of interviews that were completed at each site, together with the reasons why interviews were not completed and reasons why any additional interviews were completed.

Sites and Yards

Figure 22 - Sites and yards visited in Allerdale

Status	Site/Yard Name	Pitches / Plots	Interviews completed	Comments
Public Sites	None	0	0	Not applicable
Private Sites	None	0	0	Not applicable
Temporary Sites	None	0	0	Not applicable
Tolerated Sites	None	0	0	Not applicable
Unauthorised Sites/Pitches	None	0	0	Not applicable
Unauthorised Encampment	Land adjacent to Jump Mania	1	1	Not applicable
Unauthorised Encampment	Moor Close ¹²	7	7	Not applicable
Unauthorised Encampment	Oldside	2	2	Not applicable
Unauthorised Encampment	Rise How Industrial Estate	3	5	Multiple households on some pitches
Unauthorised Encampment	The Stables (The Woodyard)	2	2	Not applicable
Travelling Showpeople	Fletchers Yard	1	2	2 households on 1 plot
Travelling Showpeople	Meadow Lodge	1	2	2 households on 1 plot
Travelling Showpeople	The Printfield ¹³	2	6	6 households on 2 plots
Travelling Showpeople	Slaters Yard	6	12	12 households on 6 plots
TSP – Bricks & Mortar	King Street	1	2	2 households living in property
TSP – Bricks & Mortar	Meadow Lodge	1	1	-
TOTAL		27	42	

¹² Households moved on to this site in November 2020. Following the completion of the interviews with households living on this site in May 2021 all of the households were moved on.

¹³ Printfield has planning permission for 3 plots but at the time of the fieldwork there were only 2 large plots set out. Slaters Yard has planning permission for 24 plots but at the time of the fieldwork there were only 6 large plots set out. Both yards were at full capacity.

Bricks and Mortar Interviews

- 7.20 The 2011 Census recorded 9 households that identified as Gypsies or Irish Travellers in Allerdale.
- 7.21 Following all of the work that was undertaken to identify households living in bricks and mortar, it was possible to complete interviews with 3 Travelling Showpeople households living in bricks and mortar in Allerdale – all met the planning definition.
- 7.22 In addition, no further household in bricks and mortar are known to have approached the Council during the GTAA study period seeking a site and none have declared themselves homeless. As such it is fair to conclude that no further allowances should be made for bricks and mortar households - other than that from those that were interviewed - because no others identified themselves as being in need.

Migration/Roadside

- 7.23 The household interviews identified a total of 7 transient family groups who were first recorded on an unauthorised encampment in Allerdale in December 2019 and who have been living on a number of other unauthorised encampments during the COVID-19 lockdown period. It is not known where these households are currently stopping, or whether they are in or have any links to Allerdale so they have not been included as components of need in the GTAA.

Pitch and Plot Needs

- 7.24 Information that was sought from households where an interview was completed allowed each household to be assessed against the planning definition of a Traveller. This included information on whether households have ever travelled; why they have stopped travelling; the reasons that they travel; and whether they plan to travel again in the future. The table below sets out the planning status of households in Corby.

Planning Status

Figure 23 – Planning status of households in Allerdale

Household type	Location	Met Planning Definition	Did Not Meet Planning Definition	Undetermined
Gypsies and Travellers	Public Sites	0	0	0
Gypsies and Travellers	Private Sites	0	0	0
Gypsies and Travellers	Temporary Sites	0	0	0
Gypsies and Travellers	Unauthorised Sites	0	0	0
Gypsies and Travellers	Unauthorised Encampments	11	2	0
Gypsies and Travellers	Sub-Total	11	2	0
Travelling Showpeople	Private Yards	25	2	0
Travelling Showpeople	Bricks and Mortar	3	0	0
Travelling Showpeople	Sub-Total	28	2	0
TOTAL	TOTAL	39	4	0

- 7.25 Figure 23 shows that for Gypsies and Travellers 11 households, and for Travelling Showpeople 28 households met the planning definition of a Traveller in that ORS were able to determine that household

members travel for work purposes and stay away from their usual place of residence when doing so or have ceased to travel temporarily.

- 7.26 A total of 2 Gypsy and Traveller households and 2 Travelling Showpeople households did not meet the planning definition as they were not able to demonstrate that household members travel away from their usual place of residence for the purpose of work, or that they have ceased to travel temporarily due to children in education, ill health, or old age. Some did travel for cultural reasons, to visit relatives or friends, and others had ceased to travel permanently – these households did not meet the planning definition.
- 7.27 It was possible to make contact with households on all pitches and during the fieldwork period so there are no households recorded as Undetermined for the purposes of the GTAA.

Pitch Needs – Gypsies and Travellers that met the Planning Definition

- 7.28 The 11 Gypsy and Traveller households in Allerdale that met the planning definition were all found on long-term unauthorised encampments.
- 7.29 Analysis of the household interviews indicated that there is a need from 6 pitches on unauthorised encampments; for 3 pitches from concealed or doubled-up households or adults living on these encampments; and for 5 pitches as a result of new household formation, derived from the demographics of the residents. Therefore, the overall level of need for those households who met the planning definition of a Gypsy or Traveller is for **14 pitches** over the GTAA period.
- 7.30 Given that all of the identified need arises from households living on unauthorised encampments the Council will need to carefully consider how to address this need, as the majority of households who were interviewed expressed a strong preference against moving to a new public site in Allerdale due to a variety of personal circumstances. A summary of the outcomes of the interviews from each of the encampments can be found below.
- » **Land adjacent to Jump Mania:** The households that were interviewed at this encampment are seeking assistance to purchase or rent land to develop their own private site. However, if this is not possible, they would consider moving to bricks and mortar in the short-term.
 - » **Oldside:** The households that were interviewed at this encampment are seeking assistance to purchase or rent land to develop their own private site. They do not want to move to bricks and mortar or a Council site.
 - » **Rise How Industrial Estate:** The majority of households that were interviewed at this encampment are seeking assistance to purchase or rent land to develop their own private site. They do not want to move to bricks and mortar or a Council site. Two households are seeking to move to bricks and mortar and would like assistance from the Council to join the waiting list.
- 7.31 As such, it is clear from the outcomes of the household interviews that the majority of households that were interviewed on unauthorised encampments in Allerdale are seeking assistance from the Council to develop small private family sites and that there is not a requirement for the Council to consider developing a public site.

Pitch Needs

Figure 24 – Need for Gypsy and Traveller households in Allerdale that met the Planning Definition 2021-40

Definition	Type	Number of Plots
Supply	Vacant public and private pitches	0
Supply	Pitches on new sites	0
Supply	Pitches vacated by households moving to bricks and mortar	0
Supply	Pitches vacated by households moving away from the study area	0
Supply	Total Supply of all pitch types	0
Current need	Households on unauthorised developments	0
Current need	Households on unauthorised encampments	6
Current need	Concealed households/Doubling-up/Over-crowding	3
Current need	Movement from bricks and mortar	0
Current need	Households on waiting lists for public sites	0
Current need	Total Current Need	9
Future Need	5 year needs from teenage children	3
Future Need	Households on sites with temporary planning permission	0
Future Need	In-migration	0
Future Need	New household formation	5
Future Need	(Formation from household demographics)	0
Future Need	Total Future Needs	5
Net pitch need	Current Need (9) + Future Need (5) – Total Supply (0)	14

Figure 25 – Need for Gypsy and Traveller households in Allerdale that met the Planning Definition by year periods

Year	Dates	Need
0 – 5	2021 – 25	9
6 – 10	2026 – 30	3
11 – 15	2030 – 35	1
16 - 20	2036 – 40	1
0 - 20	2021 - 40	14

Pitch Needs – Undetermined Gypsies and Travellers

^{7.32} It was possible to complete interviews with all identified Gypsies and Travellers living on encampments in Allerdale so there were no undetermined households.

Pitch Needs - Gypsies and Travellers that did not meet the Planning Definition

^{7.33} It is not now a requirement for a GTAA to include an assessment of need for households that did not meet the planning definition. However, this assessment is included for illustrative purposes, to help fulfil the requirements of the Housing Act (1985)¹⁴ and to provide the Council with information on levels of need that will have to be addressed through separate Local Plan Policies.

¹⁴ See Paragraph 3.34 for details.

- 7.34 On this basis, it is evident that whilst any needs from the 2 households who did not meet the planning definition will represent only a very small proportion of the overall housing need, the Council will still need to ensure that arrangements are in place to properly address these needs – especially as many identified as Irish and Romany Gypsies and may claim that the Council should meet their housing needs through culturally appropriate housing.
- 7.35 Analysis of the household interviews indicated that there is a no need from the 2 households that did not meet the planning definition.

Travelling Showpeople Needs

Plot Needs – Travelling Showpeople

- 7.36 There were 4 Travelling Showperson’s yards identified in Allerdale, and 3 Travelling Showpeople households living in bricks and mortar. Interviews were completed with 25 households living on the yards and in bricks and mortar and 23 met the planning definition and 2 did not.
- 7.37 Analysis of the household interviews for households that met the planning definition indicated that there is a need for 5 plots for concealed or doubled-up households or single adults; a need for 2 plots for teenagers who will need a plot of their own in the next 5 years; and a need for 6 plots from new household formation derived from the household demographics. Therefore, the overall level of need for those households who met the planning definition of a Travelling Showperson is for **13 plots** over the GTAA period.

Figure 26 – Need for Travelling Showpeople households in Allerdale that met the Planning Definition (2021-40)

Definition	Type	Number of Plots
Supply	Vacant public and private plots	0
Supply	Plots on new yards	0
Supply	Plots vacated by households moving to bricks and mortar	0
Supply	Plots vacated by households moving away from the study area	0
Supply	Total Supply of all plot types	0
Current need	Households on unauthorised developments	0
Current need	Households on unauthorised encampments	0
Current need	Concealed households/Doubling-up/Over-crowding	5
Current need	Movement from bricks and mortar	0
Current need	Total Current Need	5
Future Need	5 year needs from teenage children	2
Future Need	Households on yards with temporary planning permission	0
Future Need	In-migration	0
Future Need	New household formation (from household demographics)	6
Future Need	Total Future Needs	8
Net pitch need	Current Need (5) + Future Need (8) – Total Supply (0)	13

Figure 27 – Need for Travelling Showpeople households in Allerdale that met the Planning Definition by 5-year periods

Year	Dates	Need
0 – 5	2021 – 25	7
6 – 10	2026 – 30	1
11 – 15	2030 – 35	2

16 - 20	2036 – 40	3
0 - 20	2021 - 40	13

Pitch Needs – Undetermined Travelling Showpeople

7.38 It was possible to complete interviews with all identified Travelling Showpeople living on yards and in bricks and mortar in Allerdale so there were no undetermined households.

Pitch Needs – Travelling Showpeople that do not meet the Planning Definition

7.39 Analysis of the household interviews indicated that there is a no need from the 2 households that did not meet the planning definition.

Conclusions

7.40 This study provides a robust evidence base to enable the Council to assess the housing needs of the Travelling Community as well as complying with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 1985, Planning Policy for Traveller Sites (PPTS) 2015, the Housing and Planning Act 2016, the revised National Planning Policy Framework (NPPF) 2021, and Planning Practice Guidance (PPG) 2021. It also provides the evidence base which can be used to support Local Plan Policies.

Gypsies and Travellers

7.41 In summary there is a need for 14 pitches in Allerdale over the GTAA period to 2040 for Gypsy and Traveller households that met the planning definition; a need for no pitches for Gypsy and Traveller households that may meet the planning definition; and a need for no pitches for Gypsy and Traveller households who did not meet the planning definition.

7.42 In general terms need identified in a GTAA is seen as need for pitches. As set out in Chapter 4 of this report, the now withdrawn *Government Guidance on Designing Gypsy and Traveller Sites* recommended that, as a general guide, an average family pitch must be capable of accommodating an amenity building, a large trailer and touring caravan, parking space for two vehicles and a small garden area.

7.43 All of the need identified for Gypsies and Travellers in Allerdale was from households living on long-term unauthorised encampments and none expressed a preference to move to a new public site(s) due to various personal circumstances including the need to store and process scrap metal and the keeping of livestock. All of the households identified as being in need for a permanent site/pitch were seeking to purchase or rent land to develop a private site.

7.44 Following the considerations set out above, it is recommended that need for households that met the PPTS planning definition is addressed through engaging with the households living on long-term encampments to determine how best to meet their current and future needs. Depending on land ownership issues, the Council could also consider options for regularising some of the existing unauthorised developments.

7.45 The Council will also need to carefully consider how to address any needs from households seeking to move to Allerdale (in-migration), or from any households currently living in bricks and mortar who may

wish to move to a site. In terms of Local Plan Policies, the Council should consider the use of a criteria-based policy (as suggested in PPTS).

- ^{7.46} Although there was no need identified in the GTAA, in general terms, it is the Government's intention that any need for households who do not fall within the PPTS planning definition should be met as part of general housing need, and through separate Local Plan Policies.
- ^{7.47} The findings of this report should be considered as part of future housing mix and type within the context of the assessment of overall housing need in relation to Gypsies, Travellers and Travelling Showpeople. Whilst the findings in this report are aggregated totals for the whole of Allerdale due to data protection issues, the Council have more detailed data to support the preparation of any future Local Plan.

Travelling Showpeople

- ^{7.48} The GTAA identifies a need for 13 plots for households that met the planning definition. There were no undetermined households and no need from the 2 households that did not meet the planning definition.
- ^{7.49} The majority of identified need was from households living on Slaters Yard and The Printfield. Whilst the yards are currently operating at full capacity, the owners have identified additional land adjacent to the yards which they would like to develop to extend the yards and meet their current and future needs.
- ^{7.50} There are households living on a storage facility at Silloth Airfield who require assistance to identify land to develop a residential yard to meet their current needs.

8. Borough of Barrow-in-Furness

Sites and Yards in the Study Area

8.1 In Barrow-in-Furness, at the baseline date for this study, there were no public sites; 1 private site with permanent planning permission with 9 pitches; no sites with temporary planning permission; no sites that are tolerated for planning purposes; no unauthorised sites; and no Travelling Showpeople’s yards. Further details can be found in **Appendix E**.

Site Provision

Figure 28 - Total amount of provision in Barrow-in-Furness (September 2021)

Status	Sites/Yards	Pitches/Plots
Private sites with permanent planning permission	1	9
Private sites with temporary planning permission	0	0
Public sites (Council and Registered Providers)	0	0
Public transit provision	0	0
Private transit provision	0	0
Tolerated sites	0	0
Unauthorised sites	0	0
Travelling Showpeople yards	0	0
TOTAL	1	9

Stakeholder Engagement

8.2 ORS undertook a stakeholder engagement programme to complement the information gathered through interviews with members of the Travelling Community. This consultation took the form of telephone interviews which were tailored to the role of the individual. The aim of these interviews is to provide an understanding of current provision and possible future need; short-term encampments; transit provision; and cross-border issues. Interviews were completed with 6 Officers from Barrow.

8.3 Due to issues surrounding data protection, and in order to protect the anonymity of those who took part, this section presents a summary of the views expressed by interviewees and verbatim comments have not been used. The narrative represents a balanced summary of the views of the individuals concerned, rather than the official views of the Council.

Accommodation Needs

8.4 The only accommodation currently within the borough is at the site known as The Old Candleworks. This is a licenced caravan site, as opposed to a Gypsy and Traveller site, although Travellers do live there.

8.5 However, during the last Local Plan Examination (2018) the owner of the site put the location forward for future housing and would thus consider terminating the lease agreements for the current tenants. The Council are aware that if that if lease agreements were to be terminated then some of the current residents would likely either present as homeless or seek to develop a new site somewhere else in the borough.

- 8.6 Therefore, the Council are aware that they need to consider the possibility that they will need to provide alternative provision within the borough. The council own land situated next to the Old Candleworks site and have actively considered using that land if the lease agreements were to be terminated.
- 8.7 Another issue found with the current accommodation situation is that is never completely secure. There have been instances where previous residents have had to move off the site after falling out with the owner, for example.
- 8.8 Furthermore, the Council are often unable to direct any unauthorised encampments to the Old Candleworks as they are turned away, despite there often being room on the site to accommodate them.

Short-term Encampments and Transit Provision

- 8.9 Barrow have a small number of unauthorised encampments that visit the area each year. These usually only stay for a week, on average. Where possible, the Council look to make welfare visits to the encampments.
- 8.10 It was felt that a form of temporary transit provision/negotiated stopping would be useful within the borough. This would allow the Council to have somewhere they can direct encampments and make it easier for welfare visits to be made.

Cross Border Issues

- 8.11 No specific cross-border issues were identified.
- 8.12 Barrow work closely with other neighbouring authorities on various working groups. One example is the Cumbria Unauthorised Encampment Protocol. The Cumbria authorities and the Police have signed up to this.
- 8.13 It was felt that all concerned are complying with the Duty to Cooperate

Future Priorities and Any Further Issues

- 8.14 A future priority for the Council is to get a better understanding of the needs in the borough.
- 8.15 Another priority for the council is to build up good working relationships with members of the Travelling community. This would involve community cohesion with settled residents (i.e. general population) in the area.

Interviews with Gypsies and Travellers

- 8.16 One of the major components of this study was a detailed survey of the Gypsy, Traveller and Travelling Showpeople population living on sites and yards in the study area. This aimed to identify current households with housing needs and to assess likely future housing need from within existing households, to help judge the need for any future pitch provision.
- 8.17 Through the desk-based research and stakeholder interviews ORS sought to identify all authorised and unauthorised sites and yards in the study area. The site lists were agreed with the local authority and can be found in **Appendix E**. Interviews were completed between November 2020 and September 2021. Up

to 3 attempts were made to interview each household where they were not present when interviewers visited. The tables below identify the sites that ORS staff visited during the course of the fieldwork, and also set out the number of interviews that were completed at each site, together with the reasons why interviews were not completed and reasons why any additional interviews were completed.

Sites and Yards

Figure 29 - Sites and yards visited in Barrow-in-Furness (September 2021)

Type of site / yard	Name of Site/Yard	Number of Pitches / Plots	Number of Interviews	Reasons for not completing interviews
Public sites	None	0	0	n/a
Private Sites with Permanent Permission	Old Candleworks	9	9	n/a
Private Sites with Temporary Permission	None	0	0	n/a
Tolerated Sites-Long-term without Planning Permission	None	0	0	n/a
Unauthorised Sites	None	0	0	n/a
Unauthorised Encampments	None	0	0	n/a
Sub-total of sites		9	9	
Travelling Showpeople Yards	None	0	0	n/a
Sub-total of yards		0	0	
TOTAL		9	9	

Bricks and Mortar Interviews

- 8.18 The 2011 Census recorded 12 households that identified as Gypsies or Irish Travellers in Barrow-in-Furness living in a house, bungalow, or a flat.
- 8.19 Despite all of the work that was undertaken to identify households living in bricks and mortar, it was not possible to identify any households to interview.
- 8.20 No further household in bricks and mortar are known to have approached the Council during the GTAA study period seeking a site and none have declared themselves homeless. As such it is fair to conclude that no further allowances should be made for bricks and mortar households - other than that from those that were interviewed - because no others identified themselves as being in need.

Pitch and Plot Needs

- 8.21 Information that was sought from households where an interview was completed allowed each household to be assessed against the planning definition of a Traveller. This included information on whether households have ever travelled; why they have stopped travelling; the reasons that they travel; and whether they plan to travel again in the future. The table below sets out the planning status of households in Barrow-in-Furness.

Planning Status

Figure 30 – Planning status of households in Barrow-in-Furness

Status	Type of Site	Met Planning Definition	Did Not Meet Planning Definition	Undetermined
Gypsies and Travellers	Public Sites	-	-	-
Gypsies and Travellers	Private Sites	6	8	0
Gypsies and Travellers	Temporary Sites	-	-	-
Gypsies and Travellers	Unauthorised Sites	-	-	-
Gypsies and Travellers	Bricks and Mortar	-	-	-
Gypsies and Travellers	Public Sites	-	-	-
Gypsies & Travellers	Sub-Total	6	8	0
Travelling Showpeople	Private Yards	-	-	-
Travelling Showpeople	Sub-Total	0	0	0
TOTAL		6	8	0

- 8.22 Figure 30 shows that for Gypsies and Travellers 6 households met the planning definition of a Traveller in that they were able to provide information that household members travel for work purposes and stay away from their usual place of residence when doing so or have ceased to travel temporarily.
- 8.23 A total of 8 Gypsy and Traveller households did not meet the planning definition as they were not able to provide information that household members travel away from their usual place of residence for the purpose of work, or that they have ceased to travel temporarily due to children in education, ill health, or old age. Some did travel for cultural reasons, to visit relatives or friends, and others had ceased to travel permanently – these households did not meet the planning definition.
- 8.24 Interviews were completed with all households living on the site so there are no undetermined households.

Pitch Needs – Gypsies and Travellers that met the Planning Definition

- 8.25 The 6 Gypsy and Traveller households that met the planning definition were all found on the private site in Barrow-in-Furness.
- 8.26 Analysis of the household interviews indicated that there is a need for 3 pitches from teenagers who will be in need of a pitch in the next 5 years; and for 2 pitches as a result of new household formation, derived from the demographics of the residents. Therefore, the overall level of need for those households who met the planning definition of a Gypsy or Traveller is for **5 pitches** over the GTAA period.
- 8.27 In addition, it was noted during the household interviews that the residents on the private site are living there on a week-to-week basis with the permission of the site owner who is currently living in Ireland and therefore have no security of tenancy. Should the site owner seek to sell the land need could increase by a further 5 pitches. It is understood that the current residents are in the process of identifying suitable land to develop a new site in Barrow-in-Furness should their tenancies be terminated. The Council are aware of this.

Pitch Needs

Figure 31 – Need for Gypsy and Traveller households in Barrow-in-Furness that met the Planning Definition 2021-40

Definition	Type	Number of Pitches
Supply	Vacant public and private pitches	0
Supply	Pitches on new sites	0
Supply	Pitches vacated by households moving to bricks and mortar	0
Supply	Pitches vacated by households moving away from the study area	0
Supply	Total Supply of all pitch types	0
Current need	Households on unauthorised developments	0
Current need	Households on unauthorised encampments	0
Current need	Concealed households/Doubling-up/Over-crowding	0
Current need	Movement from bricks and mortar	0
Current need	Households on waiting lists for public sites	0
Current need	Total Current Need	0
Future Need	5 year needs from teenage children	3
Future Need	Households on sites with temporary planning permission	0
Future Need	In-migration	0
Future Need	New household formation (from household demographics)	2
Future Need	Total Future Needs	5
Net pitch need	Current Need (0) + Future Need (5) – Total Supply (0)	5

Figure 32 – Need for Gypsy and Traveller households in Barrow-in-Furness that met the Planning Definition by year periods

Year	Dates	Need
0 – 5	2021 – 25	3
6 – 10	2026 – 30	1
11 – 15	2030 – 35	1
16 - 20	2036 – 40	0
0 - 20	2021 - 40	5

Pitch Needs – Undetermined Gypsies and Travellers

^{8.28} It was possible to complete interviews with all identified Gypsies and Travellers living on sites in Barrow-in-Furness so there were no undetermined households.

Pitch Needs - Gypsies and Travellers that did not meet the Planning Definition

^{8.29} It is not now a requirement for a GTAA to include an assessment of need for households that did not meet the planning definition. However, this assessment is included for illustrative purposes, to help fulfil the requirements of the Housing Act (1985)¹⁵ and to provide the Council with information on levels of need that will have to be addressed through separate Local Plan Policies.

^{8.30} On this basis, it is evident that whilst any needs from the 8 households who did not meet the planning definition will represent only a very small proportion of the overall housing need, the Council will still need to ensure that arrangements are in place to properly address these needs – especially as many

¹⁵ See Paragraph 3.34 for details.

identified as Irish and Romany Gypsies and may claim that the Council should meet their housing needs through culturally appropriate housing.

8.31 Overall, there is need for **6 pitches** for households that did not meet the planning definition. This is made up of 1 concealed or doubled-up adult; 3 teenagers who will be in need of a pitch of their own in the next 5 years; and 2 from new household formation derived from the household demographics.

8.32 A summary of this need for households that did not meet the planning definition can be found in **Appendix C**.

Travelling Showpeople Needs

Plot Needs – Travelling Showpeople

8.33 There are no Travelling Showpeople yards in Barrow-in-Furness so there is no current or future need for plots.

Plot Needs

Figure 33 – Need for Travelling Showpeople households in Barrow-in-Furness that met the Planning Definition 2021-40

Definition	Type	Number of Plots
Supply	Vacant public and private plots	0
Supply	Plots on new yards	0
Supply	Plots vacated by households moving to bricks and mortar	0
Supply	Plots vacated by households moving away from the study area	0
Supply	Total Supply of all plot types	0
Current need	Households on unauthorised developments	0
Current need	Households on unauthorised encampments	0
Current need	Concealed households/Doubling-up/Over-crowding	0
Current need	Movement from bricks and mortar	0
Current need	Households on waiting lists for public sites	0
Current need	Total Current Need	0
Future Need	5 year needs from teenage children	0
Future Need	Households on yards with temporary planning permission	0
Future Need	In-migration	0
Future Need	New household formation	0
Future Need	Total Future Needs	0
Net pitch need	Current Need (0) + Future Need (0) – Total Supply (0)	0

Figure 34 – Need for Travelling Showpeople households in Barrow-in-Furness that met the Planning Definition by year periods

Year	Dates	Need
0 – 5	2021 – 25	0
6 – 10	2026 – 30	0
11 – 15	2030 – 35	0
16 - 20	2036 – 40	0
0 - 20	2021 - 40	0

Conclusions

8.34 This study provides a robust evidence base to enable the Council to assess the housing needs of the Travelling Community as well as complying with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 1985, Planning Policy for Traveller Sites (PPTS) 2015, the Housing and Planning Act 2016, the revised National Planning Policy Framework (NPPF) 2021, and Planning Practice Guidance (PPG) 2021. It also provides the evidence base which can be used to support Local Plan Policies.

Gypsies and Travellers

8.35 In summary there is a need for 5 pitches in Barrow-in-Furness over the GTAA period to 2040 for Gypsy and Traveller households that met the planning definition; a need for no pitches for Gypsy and Traveller households that may meet the planning definition; and a need for 6 pitches for Gypsy and Traveller households who did not meet the planning definition.

8.36 In general terms need identified in a GTAA is seen as need for pitches. As set out in Chapter 4 of this report, the now withdrawn *Government Guidance on Designing Gypsy and Traveller Sites* recommended that, as a general guide, an average family pitch must be capable of accommodating an amenity building, a large trailer and touring caravan, parking space for two vehicles and a small garden area.

8.37 It was noted during the household interviews that the residents on the private site are living there on a week-to-week basis with the permission of the site owner who is currently living in Ireland and therefore have no security of tenancy. Should the site owner seek to sell the land need could increase by a further 5 pitches. It is understood that the current residents are in the process of identifying suitable land to develop a new site in Barrow-in-Furness should their tenancies be terminated. The Council are aware of this.

8.38 The Council will also need to carefully consider how to address any needs from households seeking to move to Barrow-in-Furness (in-migration), or from any households currently living in bricks and mortar who may wish to move to a site. In terms of Local Plan Policies, the Council should consider the use of a criteria-based policy (as suggested in PPTS).

8.39 It is the Government's intention that any need for households who do not fall within the PPTS planning definition should be met as part of general housing need, and through separate Local Plan Policies.

8.40 The findings of this report should be considered as part of future housing mix and type within the context of the assessment of overall housing need in relation to Gypsies, Travellers and Travelling Showpeople. Whilst the findings in this report are aggregated totals for the whole of Barrow-in-Furness Borough due to data protection issues, the Council have more detailed data to support the preparation of any future Local Plan.

Travelling Showpeople

8.41 There were no Travelling Showpeople identified in Barrow-in-Furness so there is no current or future need for plots.

9. Carlisle City Council

Sites and Yards in the Study Area

^{9.1} In Carlisle, at the baseline date for this study, there were no public sites; 20 private sites with permanent planning permission for 102 pitches; no private sites with temporary planning permission; no sites that are tolerated for planning purposes; 3 unauthorised sites with 11 pitches¹⁶; and 2 Travelling Showpeople yards with 16 plots. There is also a former public transit site that can accommodate 30 caravans that is now privately owned but is currently not in use. Further details can be found in **Appendix E**.

Site Provision

Figure 35 – Total amount of provision in Carlisle (September 2021)

Status	Sites/Yards	Pitches/Plots
Private sites with permanent planning permission	20	102
Private sites with temporary planning permission	0	0
Public sites (Council and Registered Providers)	0	0
Public transit provision	0	0
Private transit provision (currently not in use)	1	30
Tolerated sites	0	0
Unauthorised sites	3	11
Travelling Showpeople yards	2	16
TOTAL	26	159

Stakeholder Engagement

^{9.2} ORS undertook a stakeholder engagement programme to complement the information gathered through interviews with members of the Travelling Community. This consultation took the form of telephone interviews which were tailored to the role of the individual. The aim of these interviews is to provide an understanding of current provision and possible future need; short-term encampments; transit provision; and cross-border issues.

^{9.3} An interview was undertaken with 3 Council Officers in Carlisle. Due to issues surrounding data protection, and in order to protect the anonymity of those who took part, this section presents a summary of the views expressed by interviewees and verbatim comments have not been used. The narrative represents a balanced summary of the views of the individual concerned, rather than the official policy of the Council.

Accommodation Needs

^{9.4} Since the last GTAA (2013), there have been 15 pitches permitted - 8 have been granted planning permission by Carlisle City Council and 7 have been allowed on appeal. A site for 9 residential pitches and up to 15 transit pitches has also been allocated but the current planning status of this site is unknown.

¹⁶ There is an injunction in place for these sites. 1 site is occupied and the households hoping to live on the other sites are currently living on the roadside.

- 9.5 In recent years the Council have experienced demand for smaller family sites rather than for larger sites for accommodating multiple families. However, given the low numbers of encampments and homeless / housing enquiries received the Council is of the view that the above local need is being met.
- 9.6 There were said to be reoccurring problems with greenfield land being purchased by families and then being developed without planning consent. From a caravan site licensing perspective and from a health perspective, the land and locations were suggested to be often unsuitable for residential caravans.
- 9.7 The Council actively support members of the Travelling community who wish to access housing.

Short-term Encampments and Transit Provision

- 9.8 On average, Carlisle have around 5 – 10 encampments stop in the area over a year. However, the volume of unauthorised encampments in the area increases around the time of the Appleby Horse Fair. Encampments are usually on holiday for the summer, on route to a family occasion (i.e. wedding, funeral) or just travelling. Occasionally they are in the area for work.
- 9.9 Encampments in the area tend to stop on open plan recreational spaces that are off the main road and have facilities (i.e. shops, toilets, and water) nearby. These have often been next to large housing developments as the land is not protected sufficiently to stop vehicle access. Some sites are now being protected through using earth bunds and/or improved barriers with locked gates.
- 9.10 The Council provide welfare checks with homeless services on behalf of the welfare authority. The appropriate advice is offered to the households and legal action is taken if required using the Environmental Health related powers. The property services and legal team deal with any issues on Carlisle City Council owned land.
- 9.11 It was not felt that any formal transit provision is required in the area given the volume of encampments that are experienced. There are private sites with permission for transit but they are either closed or have not built to accommodate the agreed permission. It was felt this demonstrates that transit availability is not commercially viable, further evidencing the lack of need for Council run transit provision.

Cross Border Issues

- 9.12 Gypsies and Travellers move through the County and across borders for the Appleby Horse Fair, using temporary stopping places whilst moving through. No specific concerns were raised on this issue and no other cross border issues were identified.
- 9.13 It was felt that Carlisle and the neighbouring authorities are complying with the Duty to Cooperate. Carlisle meets with neighbouring authorities to identify any cross boundary strategic issues under the Duty to Cooperate.
- 9.14 The Council have an active Development Plan Officers Group which includes representatives from all Cumbrian Authorities and Local Planning authorities on the borders of Cumbria which provides the opportunity to discuss any existing or arising cross boundary strategic issues collectively. There is also a countywide multidisciplinary response to Appleby Horse Fair.

Future Priorities and Any Further Issues

^{9.15} A future priority identified was to get a clearer understanding of how any identified need could most effectively be met and identifying the most effective approach to meeting future needs.

Interviews with Gypsies and Travellers

^{9.16} One of the major components of this study was a detailed survey of the Gypsy, Traveller and Travelling Showpeople population living on sites and yards in the study area. This aimed to identify current households with housing needs and to assess likely future housing need from within existing households, to help judge the need for any future pitch provision.

^{9.17} Through the desk-based research and stakeholder interviews ORS sought to identify all authorised and unauthorised sites and yards in the study area. The site lists were agreed with the local authority and can be found in **Appendix E**. Interviews were completed between November 2020 and September 2021. Up to 3 attempts were made to interview each household where they were not present when interviewers visited. The tables below identify the sites that ORS staff visited during the course of the fieldwork, and also set out the number of interviews that were completed at each site, together with the reasons why interviews were not completed and reasons why any additional interviews were completed.

Sites and Yards

Figure 36 – Sites and yards visited in Carlisle (September 2021)

Site type	Site / Yard name	Pitches /Plots	Interviews	Reasons for not completing interviews/additional interviews
Public sites	None	0	0	Not applicable
Private sites	Ashbrook Yard	1	3	3 households on 1 large pitch
Private sites	Atchin Tan	10	0	No interviews completed – however, owners confirmed any need can be met on the site
Private sites	Crynlbeck Stables	2	0	2 x no contact
Private sites	Ghyll Bank Yard	1	0	1 x refusal
Private sites	Green Acres	1	0	1 x no contact. Site not accessible
Private sites	Hadrians Camp	40	0	No interviews completed – however, owners confirmed any need can be met on the site and on the adjacent transit site
Private sites	Land adjacent Washbeck Paddock	1	1	
Private sites	Land opposite Washbeck Paddock	1	1	
Private sites	Low Harker Dene	15	7	8 x vacant
Private sites	Oak Meadows	1	0	1 x no contact
Private sites	Old Mother's Meadow	1	1	

Private sites	Parkfield Stables	3	5	5 households on 3 pitches
Private sites	Scotby Acres	2	0	2 x no contact
Private sites	The Chalet	1	0	1 x no contact
Private sites	The Court Yard (pitch 1 to 10)	10	3	7 x no contact. Owners confirmed any need can be met on the site
Private sites	The Court Yard (pitches 11 to 15)	5	1	4 x pitches being refurbished
Private sites	Thistle Stables	1	1	
Private sites	Vienna Rose Stables	1	1	
Private sites	Washbeck Paddock	1	1	
Private sites	Woodlands View	4	4	
Temporary sites	None			
Tolerated sites	None			
Unauthorised sites	Next to Oak Meadows (Plot 1)	5	5	Households currently roadside
Unauthorised sites	Next to Oak Meadows (Plot 2)	1	3	Households currently roadside and plan to have a single large family pitch
Unauthorised sites	Next to Oak Meadows (Plot 3)	5	5	
Public transit sites	None			
Private transit sites	Hadrians Camp	30	0	Site not in use
TSP Yards	Willowholme (Millers)	1	4	4 households on a large family plot
TSP Yards	Willowholme (Paris)	15	10	2 x vacant, 3 x storage
TOTAL	All sites	159	56	

Pitch and Plot Needs

^{9.18} Information that was sought from households where an interview was completed allowed each household to be assessed against the planning definition of a Traveller. This included information on whether households have ever travelled; why they have stopped travelling; the reasons that they travel; and whether they plan to travel again in the future. The table below sets out the planning status of households in Carlisle.

Planning Status

Figure 37 – Planning status of households in Carlisle

Status	Type of site	Meet Planning Definition	Undetermined	Does Not Meet Planning Definition
Gypsies and Travellers	Public Sites	-	-	-
Gypsies and Travellers	Private Sites	29	8	7
Gypsies and Travellers	Temporary Sites	-	-	-
Gypsies and Travellers	Unauthorised Sites	4	0	0
Gypsies and Travellers	In-migration/Roadside	6	0	3
Gypsies and Travellers	Sub-Total	39	8	10
Travelling Showpeople	Private Yards	15	0	2

<i>Travelling Showpeople</i>	<i>Sub-Total</i>	15	0	2
TOTAL	All sites and yards	54	8	12

- 9.19 Figure 37 shows that for Gypsies and Travellers 39 households, and for Travelling Showpeople 15 households met the planning definition of a Traveller - in that they were able to provide information that they travel for work purposes and stay away from their usual place of residence or have ceased to travel temporarily.
- 9.20 A total of 10 Gypsy and Traveller households and 2 Travelling Showpeople did not meet the planning definition as they were not able to provide information that they travel away from their usual place of residence for the purpose of work, or that they have ceased to travel temporarily due to children in education, ill health, or old age. Some did travel for cultural reasons, to visit relatives or friends, and others had ceased to travel permanently.
- 9.21 The number of households on each site where an interview was not possible are recorded as undetermined. The reasons for this include households that refused to be interviewed, and households that were not present during the fieldwork period – despite up to 3 visits.

Bricks and Mortar Interviews

- 9.22 The 2011 Census recorded 64 households that identified as Gypsies or Irish Travellers in Carlisle.
- 9.23 Despite all the work that was undertaken to identify households living in bricks and mortar, it was not possible to identify any households to interview.
- 9.24 In addition, no further household in bricks and mortar are known to have approached the Council during the GTAA study period seeking a site and none have declared themselves homeless. As such it is fair to conclude that no further allowances should be made for bricks and mortar households because none have identified themselves as being in need.

Pitch Needs – Gypsies and Travellers that met the Planning Definition

- 9.25 The 39 households who met the planning definition of Travelling were found on private sites, unauthorised sites, and living on the roadside.
- 9.26 Analysis of the household interviews indicated that there is a current need from 4 unauthorised pitches; for 5 pitches for concealed or doubled-up households or adults; and for 5 pitches from in-migration/roadside. There is also a future need for 3 pitches for teenagers in need of a pitch of their own in the next 5 years; and for 16 pitches as a result of new household formation derived from the household demographics.
- 9.27 Therefore, the overall level of need for those households who met the planning definition of a Gypsy or Traveller is for **33 pitches** over the GTAA period. A site for 9 residential pitches and up to 15 transit pitches has also been allocated but has not been included as a formal component of supply as it does not yet have planning permission. The Council should continue to monitor the status of this site and its ability to meet any local identified need.

9.28 Note that this does not take into account any need or supply arising from the former public site Lower Parker Dene, and the private rental sites at Atchin Tan, Hadrians Camp, and The Courtyard. Whilst it was only possible to complete a small number of interviews on the sites, the site owners/site managers were able to confirm that they are able to meet any current and future need on their sites, and potentially on the former public transit site. This is consistent with the requirements in the PPTS.

Pitch Needs

Figure 38 – Need for Gypsy and Traveller households in Carlisle that met the Planning Definition 2021 2040

Definition	Type	Number of Pitches
Supply	Vacant public and private pitches	0
Supply	Pitches on new sites	0
Supply	Pitches vacated by households moving to bricks and mortar	0
Supply	Pitches vacated by households moving away from the study area	0
Supply	Total Supply of all pitch types	0
Current need	Households on unauthorised developments	4
Current need	Households on unauthorised encampments	0
Current need	Concealed households/Doubling-up/Over-crowding	5
Current need	Movement from bricks and mortar	0
Current need	Households on waiting lists for public sites	0
Current need	Total Current Need	9
Future Need	5 year needs from teenage children	3
Future Need	Households on sites with temporary planning permission	0
Future Need	In-migration	5
Future Need	New household formation (from household demographics)	16
Future Need	Total Future Needs	24
Net pitch need	Current Need (9) + Future Need (24) – Total Supply (0)	33

Figure 39 – Need for Gypsy and Traveller households in Carlisle that met the Planning Definition by year periods

Year	Dates	Need
0 – 5	2021 – 25	17
6 – 10	2026 – 30	3
11 – 15	2030 – 35	6
16 - 20	2036 – 40	7
0 - 20	2021 - 40	33

Pitch Needs – Undetermined Gypsies and Travellers

9.29 Whilst it was not possible to determine the planning status of a total of 8 households as they either refused to be interviewed or were not on site at the time of the fieldwork, the needs of these households still need to be recognised by the GTAA as they are believed to be Gypsies and Travellers and may meet the planning definition.

9.30 ORS are of the opinion that it would not be appropriate when producing a robust assessment of need to make any firm assumptions about whether or not households where an interview was not completed meet the planning definition based on the outcomes of households in that local authority where an interview was completed.

- 9.31 However, data that has been collected from over 5,000 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that nationally approximately 30% of households that have been interviewed meet the planning definition. This would suggest that it is likely that only a proportion of the potential need identified from these households will need conditioned Gypsy and Traveller pitches, and that the needs of the majority will need to be considered as part of the wider housing needs of the area and through separate Local Plan Policies.
- 9.32 Need for **up to 3 pitches** has been identified from new household formation (this uses a base of the 8 households and a net growth rate of 1.50%¹⁷). If the ORS national average of 30% were applied this could result in a need for 1 pitch. If the local proportion of households that met the planning definition (80%) is applied this could result in a need for 2 pitches. Tables setting out the components of need for undetermined households can be found in **Appendix B**.

Pitch Needs - Gypsies and Travellers that did not meet the Planning Definition

- 9.33 It is not now a requirement for a GTAA to include an assessment of need for households that did not meet the planning definition. However, this assessment is included for illustrative purposes to provide the Council with information on levels of need that will have to be considered as part of the wider housing needs of the area and through separate Local Plan Policies, and to help meet requirements set out in the Housing and Planning Act (2016) and the revised NPPF (2021).
- 9.34 Overall, there is need for **3 pitches** for households that did not meet the planning definition. This is made up a current need of 3 from in-migration/roadside. A summary of this need for households that did not meet the planning definition can be found in **Appendix C**.

Travelling Showpeople Needs

Plot Needs – Travelling Showpeople

- 9.35 There were 2 Travelling Showmen's yards identified in Carlisle and it was possible to complete interviews with all households living on the yards, along with 3 related households living outside of Carlisle who would like to return to their family yards. A total of 15 households met the planning definition and 2 did not.
- 9.36 Analysis of the household interviews indicated that there is a current need of 3 from in-migration/roadside; and a future need of 1 for a teenager in need of a plot of their own in the next 5 years; and for 4 plots as a result of new household formation derived from the household demographics. There is also supply from 2 plots that are currently vacant.
- 9.37 Therefore, the overall level of need for those households who met the planning definition of a Travelling Showperson is for **6 plots** over the GTAA period.

¹⁷ The ORS Technical Note on Population and Household Growth has identified a national growth rate of 1.50% for Gypsies and Travellers which has been applied in the absence of further demographic information about these households.

Figure 40 – Need for Travelling Showpeople households in Carlisle that met the Planning Definition 2021-40

Definition	Type	Number of Plots
Supply	Vacant public and private plots	2
Supply	Plots on new yards	0
Supply	Plots vacated by households moving to bricks and mortar	0
Supply	Plots vacated by households moving away from the study area	0
Supply	Total Supply of all plot types	2
Current need	Households on unauthorised developments	0
Current need	Households on unauthorised encampments	0
Current need	Concealed households/Doubling-up/Over-crowding	0
Current need	Movement from bricks and mortar	0
Current need	Households on waiting lists for public sites	0
Current need	Total Current Need	0
Future Need	5 year needs from teenage children	1
Future Need	Households on yards with temporary planning permission	0
Future Need	In-migration	3
Future Need	New household formation	4
Future Need	Total Future Needs	8
Net pitch need	Current Need (0) + Future Need (8) – Total Supply (2)	6

Figure 41 – Need for Travelling Showpeople households in Carlisle that met the Planning Definition by year periods

Year	Dates	Need
0 – 5	2021 – 25	2
6 – 10	2026 – 30	1
11 – 15	2030 – 35	2
16 - 20	2036 – 40	1
0 - 20	2021 - 40	6

^{9.38} There was no current or future need identified from the 2 households that did not meet the planning definition.

Conclusions

^{9.39} This study provides a robust evidence base to enable the Council to assess the housing needs of the Travelling Community as well as complying with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 1985, Planning Policy for Traveller Sites (PPTS) 2015, the Housing and Planning Act 2016, the revised National Planning Policy Framework (NPPF) 2021, and Planning Practice Guidance (PPG) 2021. It also provides the evidence base which can be used to support Local Plan Policies.

Gypsies and Travellers

^{9.40} In summary there is a need for 33 pitches in Carlisle over the GTAA period to 2040 for Gypsy and Traveller households that met the planning definition; a need for 3 pitches for Gypsy and Traveller households that may meet the planning definition; and a need for 3 pitches for Gypsy and Traveller households who did not meet the planning definition.

- 9.41 Note that this does not take into account any need or supply arising from the former public site at Lower Harker Dene, and the private rental sites at Atchin Tan, Hadrians Camp, and The Courtyard. Whilst it was only possible to complete a small number of interviews on the sites, the site owners/site managers were able to confirm that they are able to meet any current and future need on their sites, and potentially on the former public transit site. This is consistent with the requirements in the PPTS.
- 9.42 In general terms need identified in a GTAA is seen as need for pitches. As set out in Chapter 4 of this report, the now withdrawn *Government Guidance on Designing Gypsy and Traveller Sites* recommended that, as a general guide, an average family pitch must be capable of accommodating an amenity building, a large trailer and touring caravan, parking space for two vehicles and a small garden area.
- 9.43 Given that the majority of the need has been identified on private and unauthorised sites, many occupied by extended family groups, it is recommended that alternative approaches should be considered when seeking to address the levels of need identified in this GTAA, especially when seeking to meet the need through the intensification or expansion of existing sites.
- 9.44 The first approach to consider is in relation to single concealed or doubled-up adults and teenagers who will be in need of a pitch of their own in the next 5 years. In the short to medium term it is likely that the accommodation need of these individuals could be met through additional touring caravans on existing sites which are, generally, each equivalent to the provision of a pitch, as opposed to more formally set out pitches.
- 9.45 The second approach to consider is for sites occupied by larger extended family groups. Again, sites like this may be able to meet the overall accommodation needs through a combination of shared static caravans, tourers and dayrooms on existing sites which are, generally, each equivalent to the provision of a pitch – as opposed to more formally set out sites with separate pitches. It is common for conditions in Decision Notices for Travellers sites to simply place limits on the numbers and types of caravans as opposed to placing limits on the number of pitches.
- 9.46 Another approach that should be considered is whether any vacant pitches on the larger private sites that are understood to operate on a more commercial basis could meet any need identified in the GTAA from other private sites.
- 9.47 Future need from new household formation could also be met through natural turnover of pitches over time.
- 9.48 It is recommended that need for households that met the PPTS planning definition is addressed through new pitch allocations and the intensification or expansion of existing sites – considering some of the alternative approaches set out above. Consideration could also be given to granting planning permission for unauthorised sites.
- 9.49 The Council will need to carefully consider how to address any needs from undetermined households, from households seeking to move to Carlisle (in-migration/roadside), or from households currently living in bricks and mortar. In terms of Local Plan Policies, the Council should consider the use of a criteria-based policy (as suggested in PPTS).
- 9.50 In general terms, it is the Government's intention that the need for those households who do not fall within the PPTS planning definition should be met as part of general housing need and through separate Local Plan Housing Policies – this is consistent with the revised NPPF.

- ^{9.51} Finally, it is recommended that the Council consider completing a more formal Pitch Deliverability Assessment (PDA). The purpose of a PDA would be to seek to identify the proportion of identified current and future need that could, in principle, be met on existing sites through intensification, reconfiguration or changes to existing planning conditions.
- ^{9.52} It is recognised that the Council already has in place an adopted Local Plan that sets out overall housing need. As this plan is reviewed the findings of this report should be considered as part of future housing mix and type within the context of the assessment of overall housing need in relation to Gypsies and Travellers. Whilst the findings in this report are aggregated totals for Carlisle due to data protection issues, the Council have more detailed data to enable accurate Local Plan allocations to be made.

Travelling Showpeople

- ^{9.53} The GTAA identified a need for 6 plots for Travelling Showpeople who met the planning definition for the period to 2040; and for no plots for the 2 households that did not meet the planning definition. Interviews with the yard owners suggested that they would like to discuss purchasing some of the yards from the Council to secure the future of the plots as the lease is due to end shortly.
- ^{9.54} It was also pointed out that there is a piece of land on the other side of the road which includes a disused football pitch which would be ideal for equipment storage. If it was possible for the Showmen to lease part of the field, space could be freed up for living accommodation on the 2 yards which would allow them to meet their current and future need and also to accommodate family members who have had to move away due to over-crowding.

10. Copeland Borough Council (excluding National Parks)

Sites and Yards in the Study Area

^{10.1} In Copeland, at the baseline date for this study, there were no Gypsy and Travellers sites and no Travelling Showmen's yards. Further details can be found in **Appendix E**.

Site Provision

Figure 42 - Total amount of provision in Copeland (September 2021)

Status	Sites/Yards	Pitches/Plots
Private sites with permanent planning permission	0	0
Private sites with temporary planning permission	0	0
Public sites (Council and Registered Providers)	0	0
Public transit provision	0	0
Private transit provision	0	0
Tolerated sites	0	0
Unauthorised sites	0	0
Travelling Showpeople yards	0	0
TOTAL	0	0

Stakeholder Engagement

^{10.2} ORS undertook a stakeholder engagement programme to complement the information gathered through interviews with members of the Travelling Community. This consultation took the form of telephone interviews which were tailored to the role of the individual. The aim of these interviews is to provide an understanding of current provision and possible future need; short-term encampments; transit provision; and cross-border issues.

^{10.3} An interview was undertaken with 2 Council Officers in Copeland. Due to issues surrounding data protection, and in order to protect the anonymity of those who took part, this section presents a summary of the views expressed by interviewees and verbatim comments have not been used. The narrative represents a balanced summary of the views of the individual concerned, rather than the official policy of the Council.

Accommodation for Gypsies and Travellers

^{10.4} Copeland have produced the Local Plan 2021-2038 Publication Draft that makes a commitment to meeting the needs of the Gypsy, Traveller and Travelling Showperson community and states that Copeland will identify a suitable site should a need be identified.

^{10.5} The Council are aware of potential need arising from a family currently living in bricks and mortar housing in the area.

Short-term Roadside Encampments and Transit Provision

^{10.6} For the small number of encampments that would ever stay in the borough it was not believed that any form of transit provision is necessary.

Cross-Boundary Issues

^{10.7} No specific cross border issues were identified

^{10.8} Copeland Council have a good relationship with neighbouring authorities and will engage with them through the Duty to Cooperate when producing the emerging plan. Cross boundary issues such as how best to meet traveller needs will be discussed at this stage.

Interviews with Gypsies and Travellers

^{10.9} One of the major components of this study was a detailed survey of the Gypsy, Traveller and Travelling Showpeople population living on sites and yards in the study area. This aimed to identify current households with housing needs and to assess likely future housing need from within existing households, to help judge the need for any future pitch provision.

^{10.10} Through the desk-based research and stakeholder interviews ORS sought to identify all authorised and unauthorised sites and yards in the study area. The site lists were agreed with the local authority and can be found in **Appendix E**. Interviews were completed between November 2020 and September 2021. Up to 3 attempts were made to interview each household where they were not present when interviewers visited. The tables below identify the sites that ORS staff visited during the course of the fieldwork, and also set out the number of interviews that were completed at each site, together with the reasons why interviews were not completed and reasons why any additional interviews were completed.

Sites and Yards

Figure 43 - Sites and yards visited in Copeland

Type of Site	Status	Pitches/Plots	Interviews	Comments
Public Sites	None	-	-	-
Private Sites	None	-	-	-
Temporary Sites	None	-	-	-
Tolerated Sites	None	-	-	-
Unauthorised Sites	None	-	-	-
Bricks and Mortar	Unknown	1	1	-
Roadside / In-migration	Unknown	5	5	-
TSP Yards	None	-	-	-
TOTAL		6	6	

Pitch and Plot Needs

^{10.11} Information that was sought from households where an interview was completed allowed each household to be assessed against the planning definition of a Traveller. This included information on whether households have ever travelled; why they have stopped travelling; the reasons that they

travel; and whether they plan to travel again in the future. The table below sets out the planning status of households that are in Copeland.

Planning Status

Figure 44 – Planning status of households in Copeland

Status	Type of site	Meet Planning Definition	Undetermined	Does Not Meet Planning Definition
Gypsies and Travellers	Public Sites	-	-	-
Gypsies and Travellers	Private Sites	-	-	-
Gypsies and Travellers	Bricks and Mortar	1	0	0
Gypsies and Travellers	In-migration/Roadside	5	0	0
<i>Gypsies and Travellers</i>	<i>Sub-Total</i>	6	0	0
Travelling Showpeople	Private Yards	0	0	0
<i>Travelling Showpeople</i>	<i>Sub-Total</i>	0	0	0
TOTAL	All sites and yards	6	0	0

^{10.12} Figure 44 shows that for Gypsies and Travellers six households met the planning definition of a Traveller - in that they were able to provide information that they travel for work purposes and stay away from their usual place of residence or have ceased to travel temporarily.

^{10.13} There were no households that did not meet the planning definition, and there were no undetermined households.

Bricks and Mortar/Waiting List Interviews

^{10.14} The 2011 Census recorded 5 households in Copeland living in a house or flat that identified as Gypsy or Irish Traveller.

^{10.15} Following all of the work that was undertaken to identify households living in bricks and mortar, it was possible to identify one household to interview.

^{10.16} In addition, no further household in bricks and mortar are known to have approached the Council during the GTAA study period seeking a site and none have declared themselves homeless. As such it is fair to conclude that no further allowances should be made for bricks and mortar households - other than that from those that were interviewed - because no others identified themselves as being in need.

Migration/Roadside

^{10.17} The household interviews identified a total of 5 households who were related to the household interviewed living in bricks and mortar who are currently travelling away for work or travelling around Cumbria seeking places to stop as they have no permanent accommodation. They are all in need of permanent accommodation in the Copeland area.

Pitch Needs – Gypsies and Travellers that met the Planning Definition

^{10.18} The households who met the planning definition of Travelling were living in bricks and mortar and on the roadside. Analysis of the household interviews indicated that they would like to purchase or lease some land in Copeland to develop a small private site. There was no other current or future need identified.

^{10.19} The GTAA identifies a need for **12 pitches** for households that met the planning definition. This is made up of 1 household seeking to move from bricks and mortar and develop a private family site; 5 from roadside/in-migration; 1 concealed or doubled-up adult; 3 teenagers who will be in need of a pitch of their own in the next 5 years; and 2 from new household formation derived from the demographics of the households that were interviewed.

Pitch Needs

Figure 45 – Need for Gypsy and Traveller households in Copeland that met the Planning Definition 2021-2040

Definition	Type	Number of Pitches
Supply	Vacant public and private pitches	0
Supply	Pitches on new sites	0
Supply	Pitches vacated by households moving to bricks and mortar	0
Supply	Pitches vacated by households moving away from the study area	0
Supply	Total Supply of all pitch types	0
Current need	Households on unauthorised developments	0
Current need	Households on unauthorised encampments	0
Current need	Concealed households/Doubling-up/Over-crowding	1
Current need	Movement from bricks and mortar	1
Current need	Households on waiting lists for public sites	0
Current need	Total Current Need	2
Future Need	5 year needs from teenage children	3
Future Need	Households on sites with temporary planning permission	0
Future Need	In-migration / Roadside	5
Future Need	New household formation	2
Future Need	Total Future Needs	10
Net pitch need	Current Need (2) + Future Need (10) – Total Supply (0)	12

Figure 46 – Need for Gypsy and Traveller households in Copeland that met the Planning Definition by year periods

Year	Dates	Need
0 – 5	2021 – 25	10
6 – 10	2026 – 30	1
11 – 15	2030 – 35	1
16 - 20	2036 – 40	0
0 - 20	2021 - 40	12

Travelling Showpeople Needs

Plot Needs – Travelling Showpeople

^{10.20} There were no Travelling Showpeople identified in Copeland so there is no current or future need for plots.

Figure 47 – Need for Travelling Showpeople households in Copeland that met the Planning Definition 2021 – 2040

Definition	Type	Number of Plots
Supply	Vacant public and private plots	0
Supply	Plots on new yards	0
Supply	Plots vacated by households moving to bricks and mortar	0
Supply	Plots vacated by households moving away from the study area	0
Supply	Total Supply of all plot types	0
Current need	Households on unauthorised developments	0
Current need	Households on unauthorised encampments	0
Current need	Concealed households/Doubling-up/Over-crowding	0
Current need	Movement from bricks and mortar	0
Current need	Households on waiting lists for public sites	0
Current need	Total Current Need	0
Future Need	5 year needs from teenage children	0
Future Need	Households on yards with temporary planning permission	0
Future Need	In-migration	0
Future Need	New household formation	0
Future Need	Total Future Needs	0
Net pitch need	Current Need (0) + Future Need (0) – Total Supply (0)	0

Figure 48 – Need for Travelling Showpeople households in Copeland that met the Planning Definition by year periods

Year	Dates	Need
0 – 5	2021 – 25	0
6 – 10	2026 – 30	0
11 – 15	2030 – 35	0
16 - 20	2036 – 40	0
0 - 20	2021 - 40	0

Conclusions

^{10.21} This study provides a robust evidence base to enable the Council to assess the housing needs of the Travelling Community as well as complying with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 1985, Planning Policy for Traveller Sites (PPTS) 2015, the Housing and Planning Act 2016, the revised National Planning Policy Framework (NPPF) 2021, and Planning Practice Guidance (PPG) 2021. It also provides the evidence base which can be used to support Local Plan Policies.

Gypsies and Travellers

^{10.22} In summary there is a need for 12 pitches in Copeland over the GTAA period to 2040 for Gypsy and Traveller households that met the planning definition; a need for no pitches for undetermined Gypsy and Traveller households that may meet the planning definition; and a need for no pitches for Gypsy and Traveller households who did not meet the planning definition.

^{10.23} The household that was interviewed is currently living in bricks and mortar and is seeking to purchase or lease land to develop a private family site.

^{10.24} The Council will need to carefully consider how to address any needs from households seeking to move to Copeland (in-migration), or from any additional households currently living in bricks and mortar who have not presented themselves through this Study but who may wish to move to a site. In terms of Local Plan Policies, the Council should consider the use of a criteria-based policy (as suggested in PPTS).

Travelling Showpeople

^{10.25} There were no Travelling Showpeople identified in Copeland so there is no current or future need for plots.

11. Eden District Council (excluding National Parks)

Sites and Yards in the Study Area

^{11.1} In Eden, at the baseline date for this study, there were no public sites; 1 private site with planning permission for up to 75 caravans; 1 site with temporary permission (1 pitch); no sites that are tolerated for planning purposes; no unauthorised sites; and no Travelling Showpeople yards. Further details can be found in **Appendix E**.

Site Provision

Figure 49 - Total amount of provision in Eden (September 2021)

Status	Sites/Yards	Pitches/Plots
Private sites with permanent planning permission	1	75 (caravans)
Private sites with temporary planning permission	1	1
Public sites (Council and Registered Providers)	0	0
Public transit provision	0	0
Private transit provision	0	0
Tolerated sites	0	0
Unauthorised sites	0	0
Travelling Showpeople yards	0	0
TOTAL	2	76

Stakeholder Engagement

^{11.2} ORS undertook a stakeholder engagement programme to complement the information gathered through interviews with members of the Travelling Community. This consultation took the form of telephone interviews which were tailored to the role of the individual. The aim of these interviews is to provide an understanding of current provision and possible future need; short-term encampments; transit provision; and cross-border issues.

^{11.3} An interview was undertaken with one Officer from Eden. Due to issues surrounding data protection, and in order to protect the anonymity of those who took part, this section presents a summary of the views expressed by interviewees and verbatim comments have not been used. The narrative represents a balanced summary of the views of the individual concerned, rather than the official policy of the Council.

Accommodation for Gypsies and Travellers

^{11.4} Since the last GTAA, a policy has been adopted in the Eden Local Plan to assess applications for Gypsy and Traveller sites. Land has been allocated in the Eden Local Plan to extend an existing Gypsy and Traveller site at Lakeland View. There is also a target to provide 2 Travelling Showpeople plots set out in the Eden Local Plan.

Short-term Roadside Encampments and Transit Provision

- 11.5 The only knowledge of encampments in the area would be a small amount that might stop around the time of Appleby Fair.
- 11.6 The Eden Local Plan (based on the previous GTAA) has a target to provide 12 transit pitches in the district between 2014 and 2032.

Cross-Boundary Issues

- 11.7 No specific cross border issues were identified.
- 11.8 Eden have had meetings with all neighbouring authorities to discuss cross-boundary issues as part of the preparation for the review of the Local Plan. Also, regular meetings are held with Planning Officers from the Cumbrian authorities to discuss planning matters (Development Plans Officer Group – DPOG).

Interviews with Gypsies and Travellers

- 11.9 One of the major components of this study was a detailed survey of the Gypsy, Traveller and Travelling Showpeople population living on sites and yards in the study area. This aimed to identify current households with housing needs and to assess likely future housing need from within existing households, to help judge the need for any future pitch provision.
- 11.10 Through the desk-based research and stakeholder interviews ORS sought to identify all authorised and unauthorised sites and yards in the study area. The site lists were agreed with the local authority and can be found in **Appendix E**. Interviews were completed between November 2020 and September 2021. Up to 3 attempts were made to interview each household where they were not present when interviewers visited. The table below identifies the sites that ORS staff visited during the course of the fieldwork, and also set out the number of interviews that were completed at each site, together with the reasons why interviews were not completed and reasons why any additional interviews were completed.

Sites and Yards

Figure 50 - Sites and yards visited in Eden

Site Type	Site/Yard Name	Pitches/Plots	Interviews	Comments
Public Sites	None	-	-	-
Private Sites	Lakeland View	75 (caravans)	12	Remaining pitches not occupied
Temporary Sites	Nutwood	1	1	-
Tolerated Sites	None	-	-	-
Unauthorised Sites	None	-	-	-
TSP Yards	None	-	-	-
TOTAL		76	13	

Pitch and Plot Needs

- 11.11 Information that was sought from households where an interview was completed allowed each household to be assessed against the planning definition of a Traveller. This included information on

whether households have ever travelled; why they have stopped travelling; the reasons that they travel; and whether they plan to travel again in the future. The table below sets out the planning status of households that are in Eden.

Planning Status

Figure 51 – Planning status of households in Eden

Status	Type of site	Meet Planning Definition	Undetermined	Does Not Meet Planning Definition
Gypsies and Travellers	Public Sites	0	0	0
Gypsies and Travellers	Private Sites	4	8	0
Gypsies and Travellers	Temporary Sites	1	0	0
Gypsies and Travellers	Sub-Total	5	8	0
Travelling Showpeople	None	0	0	0
Travelling Showpeople	Sub-Total	0	0	0
TOTAL	All sites and yards	5	8	0

11.12 Figure 51 shows that for Gypsies and Travellers 5 households met the planning definition of a Traveller - in that they were able to provide information that they travel for work purposes and stay away from their usual place of residence or have ceased to travel temporarily.

11.13 A total of 8 Gypsy and Traveller households did not meet the planning definition as they were not able to provide information that they travel away from their usual place of residence for the purpose of work, or that they have ceased to travel temporarily due to children in education, ill health, or old age. Some did travel for cultural reasons, to visit relatives or friends, and others had ceased to travel permanently – these households did not meet the planning definition.

11.14 There were no undetermined households.

Bricks and Mortar/Waiting List Interviews

11.15 The 2011 Census recorded 6 households in Eden living in a house or flat that identified as Gypsy or Irish Traveller.

11.16 Despite all of the work that was undertaken to identify households living in bricks and mortar, it was not possible to identify any households to interview.

11.17 In addition, no further household in bricks and mortar are known to have approached the Council during the GTAA study period seeking a site and none have declared themselves homeless. As such it is fair to conclude that no further allowances should be made for bricks and mortar households - other than that from those that were interviewed - because no others identified themselves as being in need.

Pitch Needs – Gypsies and Travellers that met the Planning Definition

- 11.18 The 5 households who met the planning definition of Travelling were found on the private site and the temporary site. Analysis of the household interviews indicated that there is a future need from the 1 temporary pitch. There was no other current or future need identified.
- 11.19 Therefore, the overall level of need for those households who met the planning definition of a Gypsy or Traveller is for **1 pitch** over the GTAA period. It should be noted that this site had a temporary planning consent until October 2032.

Pitch Needs

Figure 52 – Need for Gypsy and Traveller households in Eden that met the Planning Definition 2021-2040

Definition	Type	Number of Pitches
Supply	vacant public and private pitches	0
Supply	pitches on new sites	0
Supply	Pitches vacated by households moving to bricks and mortar	0
Supply	Pitches vacated by households moving away from the study area	0
Supply	Total Supply of all pitch types	0
Current need	Households on unauthorised developments	0
Current need	Households on unauthorised encampments	0
Current need	Concealed households/Doubling-up/Over-crowding	0
Current need	Movement from bricks and mortar	0
Current need	Households on waiting lists for public sites	0
Current need	Total Current Need	0
Future Need	5 year needs from teenage children	0
Future Need	Households on sites with temporary planning permission	1
Future Need	In-migration	0
Future Need	New household formation	0
Future Need	Total Future Needs	1
Net pitch need	Current Need (0) + Future Need (1) – Total Supply (0)	1

Figure 53 – Need for Gypsy and Traveller households in Eden that met the Planning Definition by year periods

Year	Dates	Need
0 – 5	2021 – 25	0
6 – 10	2026 – 30	0
11 – 15	2030 – 35	1
16 - 20	2036 – 40	0
0 - 20	2021 - 40	1

Pitch Needs - Gypsies and Travellers that did not meet the Planning Definition

- 11.20 It is not now a requirement for a GTAA to include an assessment of need for households that did not meet the planning definition. However, this assessment is included for illustrative purposes to provide the Council with information on levels of need that will have to be considered as part of the wider

housing needs of the area and through separate Local Plan Policies, and to help meet requirements set out in the Housing and Planning Act (2016) and the revised NPPF (2021).

- 11.21 Overall, the household interviews identified that there is **no current or future need** associated with the households that did not meet the planning definition.
- 11.22 A summary of this need for households that did not meet the planning definition can be found in **Appendix C**.

Travelling Showpeople Needs

Plot Needs – Travelling Showpeople

- 11.23 There were no Travelling Showpeople identified in Eden so there is no current or future need for plots.

Figure 54 – Need for Travelling Showpeople households in Eden that met the Planning Definition 2021-2040

Definition	Type	Number of Plots
Supply	vacant public and private plots	0
Supply	Plots on new yards	0
Supply	Plots vacated by households moving to bricks and mortar	0
Supply	Plots vacated by households moving away from the study area	0
Supply	Total Supply of all plot types	0
Current need	Households on unauthorised developments	0
Current need	Households on unauthorised encampments	0
Current need	Concealed households/Doubling-up/Over-crowding	0
Current need	Movement from bricks and mortar	0
Current need	Households on waiting lists for public sites	0
Current need	Total Current Need	0
Future Need	5 year needs from teenage children	0
Future Need	Households on yards with temporary planning permission	0
Future Need	In-migration	0
Future Need	New household formation	0
Future Need	Total Future Needs	0
Net pitch need	Current Need (0) + Future Need (0) – Total Supply (0)	0

Figure 55 – Need for Travelling Showpeople households in Eden that met the Planning Definition by year periods

Year	Dates	Need
0 – 5	2021 – 25	0
6 – 10	2026 – 30	0
11 – 15	2030 – 35	0
16 - 20	2036 – 40	0
0 - 20	2021 - 40	0

Conclusions

- 11.24 This study provides a robust evidence base to enable the Council to assess the housing needs of the Travelling Community as well as complying with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 1985, Planning Policy for Traveller Sites (PPTS) 2015, the

Housing and Planning Act 2016, the revised National Planning Policy Framework (NPPF) 2021, and Planning Practice Guidance (PPG) 2021. It also provides the evidence base which can be used to support Local Plan Policies.

Gypsies and Travellers

^{11.25} In summary there is a need for 1 pitch in Eden over the GTAA period to 2040 for Gypsy and Traveller households that met the planning definition; a need for up to no pitches for undetermined Gypsy and Traveller households that may meet the planning definition; and a need for no pitches for Gypsy and Traveller households who did not meet the planning definition.

^{11.26} The Council will need to carefully consider how to address any needs from households seeking to move to Eden (in-migration), or from any households currently living in bricks and mortar who may wish to move to a site. In terms of Local Plan Policies, the Council should consider the use of a criteria-based policy (as suggested in PPTS).

Travelling Showpeople

^{11.27} There were no Travelling Showpeople identified in Eden so there is no current or future need for plots.

12. South Lakeland District Council (excluding National Parks)

Sites and Yards in the Study Area

^{12.1} In South Lakeland, at the baseline date for this study, there were no public sites; 1 private site with planning permission for 1 pitch; no sites that are tolerated for planning purposes; no unauthorised sites; and no Travelling Showpeople yards. There is also a small seasonal transit site that is used during the Appleby Horse Fair. Further details can be found in **Appendix E**.

Site Provision

Figure 56 - Total amount of provision in South Lakeland (September 2021)

Status	Sites/Yards	Pitches/Plots
Private sites with permanent planning permission	1	1
Private sites with temporary planning permission	0	0
Public sites (Council and Registered Providers)	0	0
Public transit provision	0	0
Private transit provision (seasonal only)	1	¹⁸
Tolerated sites	0	0
Unauthorised sites	0	0
Travelling Showpeople yards	0	0
TOTAL	2	1

Stakeholder Engagement

^{12.2} ORS undertook a stakeholder engagement programme to complement the information gathered through interviews with members of the Travelling Community. This consultation took the form of telephone interviews which were tailored to the role of the individual. The aim of these interviews is to provide an understanding of current provision and possible future need; short-term encampments; transit provision; and cross-border issues. Interviews were completed with 2 Officers from South Lakeland.

^{12.3} Due to issues surrounding data protection, and in order to protect the anonymity of those who took part, this section presents a summary of the views expressed by interviewees and verbatim comments have not been used. The narrative represents a balanced summary of the views of the individuals concerned, rather than the official views of the Council.

Accommodation Needs

^{12.4} The last GTAA (2013) for South Lakeland District (outside the National Parks) does not identify a need for any permanent pitches. However, the 2013 GTAA did establish a need for up to 8 transit pitches across South Lakeland.

¹⁸ As this is a seasonal site to provide accommodation for households visiting the Appleby Horse Fair there is no stipulation on the number of pitches that are permitted.

- ^{12.5} In February 2018 the Council prepared a topic paper to support the examination of its Development Management Policies DPD, specifically its proposed policy to guide proposals for new traveller sites (Policy DM26). This covered the South Lakeland local planning authority area, but not the two national parks. The paper explained the actions that the Council has undertaken to ensure it is effectively planning for travellers' housing needs in recent years, and the steps it intends to take in the future.
- ^{12.6} The Council, in planning for travellers, considers the Appleby Fair to be a separate issue for which the Council has well established and successful procedures. It is not considered that, in the consideration and planning for the accommodation needs of travellers in South Lakeland, the needs associated with Appleby Fair need to be taken into account.
- ^{12.7} Nevertheless, South Lakeland provides seasonal/temporary stopover places for the Appleby Fair. As of 2017, these were located at Middleton Common, Rawthey Bridge and Scrogg Bank in Sedbergh (all outside the South Lakeland planning authority area and in the Yorkshire Dales National Park) and Devil's Bridge in Kirkby Lonsdale.

Short-term Encampments and Transit Provision

- ^{12.8} Historically there have been low levels of recorded encampments within South Lakeland District. Monitoring data from the Council indicates that there were a total of 17 recorded encampments between June 2012 and August 2020 – all between April and August each year. The most common locations for encampments were at Birkrigg Common (8 encampments) and at Bardsea Beach (3 encampments). The majority involved small numbers of caravans and a duration of 4 or less days. Where it was possible to obtain information from Travellers the majority were stopping over temporarily.
- ^{12.9} Encampments that do occur in the area do so mostly during the time of the Appleby Fair. Based on the previous GTAA (2013), there would appear to be a need for some form of transit provision in the area. Given that monitoring data records that encampments only stay for short periods, it is felt that negotiated stopping places would be the most effective form of provision.
- ^{12.10} South Lakeland District Council's Locality team visit unauthorised encampments on land owned or managed by the Council to understand the nature of the encampment and any health/social needs, and to advise travellers of the relevant procedures for their vacation of the site in question. The team maintains a record of encampments reported, and this provides the Council with an understanding of the need for transit or stopover provision in the district.

Cross Border Issues

- ^{12.11} It was felt that South Lakeland are not affected by any outstanding need from neighbouring authorities.
- ^{12.12} South Lakeland is signed up to the Cumbria Joint Working Protocol and are continually involved in the Multi-Agency Strategic Coordination Group (MASG).
- ^{12.13} It was believed that South Lakeland and the neighbouring authorities are all complying with the Duty to Cooperate.

Future Priorities and Any Further Issues

^{12.14} A future priority for south Lakeland is a Local Plan Review and update of planning policy in light of updated evidenced needs.

Interviews with Gypsies and Travellers

^{12.15} One of the major components of this study was a detailed survey of the Gypsy, Traveller and Travelling Showpeople population living on sites and yards in the study area. This aimed to identify current households with housing needs and to assess likely future housing need from within existing households, to help judge the need for any future pitch provision.

^{12.16} Through the desk-based research and stakeholder interviews ORS sought to identify all authorised and unauthorised sites and yards in the study area. The site lists were agreed with the local authority and can be found in **Appendix E**. Interviews were completed between November 2020 and September 2021. Up to 3 attempts were made to interview each household where they were not present when interviewers visited. The tables below identify the sites that ORS staff visited during the course of the fieldwork, and also set out the number of interviews that were completed at each site, together with the reasons why interviews were not completed and reasons why any additional interviews were completed.

Sites and Yards

Figure 57 - Sites and yards visited in South Lakeland

Status	Site/Yard Name	Pitches/Plots	Interviews	Comments
Public Sites	None	-	-	-
Private Sites	Eskrigg	1	1	-
Temporary Sites	None	-	-	-
Tolerated Sites	None	-	-	-
Unauthorised Sites	None	-	-	-
TSP Yards	None	-	-	-
TOTAL		1	1	

Pitch and Plot Needs

^{12.17} Information that was sought from households where an interview was completed allowed each household to be assessed against the planning definition of a Traveller. This included information on whether households have ever travelled; why they have stopped travelling; the reasons that they travel; and whether they plan to travel again in the future. The table below sets out the planning status of households that are in South Lakeland.

Planning Status

Figure 58 – Planning status of households in South Lakeland

Status	Type of site	Meet Planning Definition	Undetermined	Does Not Meet Planning Definition
Gypsies and Travellers	Public Sites			

Gypsies and Travellers	Private Sites	1	0	0
Gypsies and Travellers	Sub-Total	1	0	0
Travelling Showpeople	Private Yards	-	-	-
Travelling Showpeople	Sub-Total	-	-	-
TOTAL	All sites and yards	1	0	0

- 12.18 Figure 58 shows that for Gypsies and Travellers one household met the planning definition of a Traveller - in that they were able to provide information that they travel for work purposes and stay away from their usual place of residence or have ceased to travel temporarily.
- 12.19 There were no households that did not meet the planning definition, and there were no undetermined households.

Bricks and Mortar

- 12.20 The 2011 Census recorded 13 households in South Lakeland living in a house or flat that identified as Gypsy or Irish Traveller.
- 12.21 Despite all of the work that was undertaken to identify households living in bricks and mortar, it was not possible to identify any households to interview.
- 12.22 In addition, no further households in bricks and mortar are known to have approached the Council during the GTAA study period seeking a site and none have declared themselves homeless. As such it is fair to conclude that no further allowances should be made for bricks and mortar households because no others identified themselves as being in need.

Pitch Needs – Gypsies and Travellers that met the Planning Definition

- 12.23 The household that met the planning definition of Travelling was found on the private site. Analysis of the household interviews indicated that there is no other current or future need. However, the site owner did indicate that he would like to build a bungalow on the site to replace the mobile home.
- 12.24 Therefore, the overall level of need for those households who met the planning definition of a Gypsy or Traveller is for **no pitches** over the GTAA period.

Pitch Needs

Figure 59 – Need for Gypsy and Traveller households in South Lakeland that met the Planning Definition 2021-2040

Definition	Type	Number of Pitches
Supply	Vacant public and private pitches	0
Supply	Pitches on new sites	0
Supply	Pitches vacated by households moving to bricks and mortar	0
Supply	Pitches vacated by households moving away from the study area	0
Supply	Total Supply of all pitch types	0
Current need	Households on unauthorised developments	0
Current need	Households on unauthorised encampments	0
Current need	Concealed households/Doubling-up/Over-crowding	0
Current need	Movement from bricks and mortar	0
Current need	Households on waiting lists for public sites	0
Current need	Total Current Need	0
Future Need	5 year needs from teenage children	0
Future Need	Households on sites with temporary planning permission	0
Future Need	In-migration	0
Future Need	New household formation	0
Future Need	Total Future Needs	0
Net pitch need	Current Need (0) + Future Need (0) – Total Supply (0)	0

Figure 60 – Need for Gypsy and Traveller households in South Lakeland that met the Planning Definition by year periods

Year	Dates	Need
0 – 5	2021 – 25	0
6 – 10	2026 – 30	0
11 – 15	2030 – 35	0
16 - 20	2036 – 40	0
0 - 20	2021 - 40	0

Travelling Showpeople Needs

Plot Needs – Travelling Showpeople

^{12.25} There were no Travelling Showpeople identified in South Lakeland so there is no current or future need for plots.

Figure 61 – Need for Travelling Showpeople households in South Lakeland that met the Planning Definition 2021-2040

Definition	Type	Number of Plots
Supply	vacant public and private plots	0
Supply	Plots on new yards	0
Supply	Plots vacated by households moving to bricks and mortar	0
Supply	Plots vacated by households moving away from the study area	0
Supply	Total Supply of all plot types	0
Current need	Households on unauthorised developments	0
Current need	Households on unauthorised encampments	0
Current need	Concealed households/Doubling-up/Over-crowding	0
Current need	Movement from bricks and mortar	0
Current need	Households on waiting lists for public sites	0
Current need	Total Current Need	0
Future Need	5 year needs from teenage children	0
Future Need	Households on yards with temporary planning permission	0
Future Need	In-migration	0
Future Need	New household formation	0
Future Need	Total Future Needs	0
Net pitch need	Current Need (0) + Future Need (0) – Total Supply (0)	0

Figure 62 – Need for Travelling Showpeople households in South Lakeland that met the Planning Definition by year periods

Year	Dates	Need
0 – 5	2021 – 25	0
6 – 10	2026 – 30	0
11 – 15	2030 – 35	0
16 - 20	2036 – 40	0
0 - 20	2021 - 40	0

Conclusions

^{12.26} This study provides a robust evidence base to enable the Council to assess the housing needs of the Travelling Community as well as complying with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 1985, Planning Policy for Traveller Sites (PPTS) 2015, the Housing and Planning Act 2016, the revised National Planning Policy Framework (NPPF) 2021, and Planning Practice Guidance (PPG) 2021. It also provides the evidence base which can be used to support Local Plan Policies.

Gypsies and Travellers

^{12.27} In summary there is a need for no pitches in South Lakeland over the GTAA period to 2040 for Gypsy and Traveller households that met the planning definition; a need for no pitches for undetermined Gypsy and Traveller households that may meet the planning definition; and a need for no pitches for Gypsy and Traveller households who did not meet the planning definition.

^{12.28} The Council will need to carefully consider how to address any needs from households seeking to move to South Lakeland (in-migration), or from any households currently living in bricks and mortar who may

wish to move to a site. In terms of Local Plan Policies, the Council should consider the use of a criteria-based policy (as suggested in PPTS).

Travelling Showpeople

^{12.29} There were no Travelling Showpeople identified in South Lakeland so there is no current or future need for plots.

13. Lake District National Park Authority

Sites and Yards in the Study Area

^{13.1} The Lake District National Park is in Cumbria. At the baseline date for this study, there were no public sites; no private sites with planning permission; no sites that are tolerated for planning purposes; no unauthorised sites; and 1 Travelling Showpeople yard that is predominantly used for storage and has no permanent accommodation. The owners of the yard live in bricks and mortar nearby. Further details can be found in **Appendix E**.

Site Provision

Figure 63 - Total amount of provision in Lake District National Park (September 2021)

Status	Sites/Yards	Pitches/Plots
Private sites with permanent planning permission	0	0
Private sites with temporary planning permission	0	0
Public sites (Council and Registered Providers)	0	0
Public transit provision	0	0
Private transit provision	0	0
Tolerated sites	0	0
Unauthorised sites	0	0
Travelling Showpeople yards (storage only)	1	0
TOTAL	1	0

Stakeholder Engagement

^{13.2} ORS undertook a stakeholder engagement programme to complement the information gathered through interviews with members of the Travelling Community. This consultation took the form of telephone interviews which were tailored to the role of the individual. The aim of these interviews is to provide an understanding of current provision and possible future need; short-term encampments; transit provision; and cross-border issues.

^{13.3} An interview was undertaken with one Officer from the LDNPA. Due to issues surrounding data protection, and in order to protect the anonymity of those who took part, this section presents a summary of the views expressed by interviewees and verbatim comments have not been used. The narrative represents a balanced summary of the views of the individual concerned, rather than the official policy of the Council.

Accommodation for Gypsies and Travellers

^{13.4} The officer confirmed that they were not aware of any Gypsies or Travellers living in the LDNP and that there is no identified housing needs for Gypsy and Travellers.

Short-term Roadside Encampments and Transit Provision

^{13.5} The officer was not aware of any recorded encampments in recent years and stated that there is no evidence to support the need for transit provision. However, monitoring data provided by South Lakeland has identified a total of 4 recorded encampments between 2015 and 2019.

Cross-Boundary Issues

^{13.6} Any cross-boundary issues are brought to the attention of LDNPA through the stakeholder groups, largely through Housing Officers, which neighbouring District/Borough Councils deal with.

Interviews with Gypsies and Travellers

^{13.7} One of the major components of this study was a detailed survey of the Gypsy, Traveller and Travelling Showpeople population living on sites and yards in the study area. This aimed to identify current households with housing needs and to assess likely future housing need from within existing households, to help judge the need for any future pitch provision.

^{13.8} There were no Gypsies or Travellers identified in LDNP.

Sites and Yards

Figure 64 - Sites and yards visited in Lake District National Park

Status	Site/Yard Name	Pitches/Plots	Interviews	Comments
Public Sites	None	-	-	-
Private Sites	None	-	-	-
Temporary Sites	None	-	-	-
Tolerated Sites	None	-	-	-
Unauthorised Sites	None	-	-	-
TSP Yards	Gilpin Bridge	1	0	Storage yard only
TOTAL		1	0	

Pitch Needs – Gypsies and Travellers that met the Planning Definition

^{13.9} There were no Gypsies or Travellers identified in the Lake District National Park so there is no current or future need for pitches.

Pitch Needs

Figure 65 – Need for Gypsy and Traveller households in LDNP that met the Planning Definition 2021-2040

Definition	Type	Number of Pitches
Supply	Vacant public and private pitches	0
Supply	Pitches on new sites	0
Supply	Pitches vacated by households moving to bricks and mortar	0
Supply	Pitches vacated by households moving away from the study area	0
Supply	Total Supply of all pitch types	0
Current need	Households on unauthorised developments	0
Current need	Households on unauthorised encampments	0
Current need	Concealed households/Doubling-up/Over-crowding	0
Current need	Movement from bricks and mortar	0
Current need	Households on waiting lists for public sites	0
Current need	Total Current Need	0
Future Need	5 year needs from teenage children	0
Future Need	Households on sites with temporary planning permission	0
Future Need	In-migration	0
Future Need	New household formation	0
Future Need	(Formation from household demographics)	0
Future Need	Total Future Needs	0
Net pitch need	Current Need (0) + Future Need (0) – Total Supply (0)	0

Figure 66 – Need for Gypsy and Traveller households in LDNP that met the Planning Definition by year periods

Year	Dates	Need
0 – 5	2021 – 25	0
6 – 10	2026 – 30	0
11 – 15	2030 – 35	0
16 - 20	2036 – 40	0
0 - 20	2021 - 40	0

Travelling Showpeople Needs

Plot Needs – Travelling Showpeople

^{13.10} Whilst there is one small Travelling Showpeople yard in LDNP it is only used for storage and there is no accommodation on the yard. As such there is no current or future need for plots. An interview was completed with the owner of the yard who lives in bricks and mortar nearby. Whilst there is no accommodation need associated with the storage yard, they are looking for land to develop a new yard somewhere in Cumbria for their children to run.

Figure 67 – Need for Travelling Showpeople households in LDNP that met the Planning Definition 2021-2040

Definition	Type	Number of Plots
Supply	vacant public and private plots	0
Supply	Plots on new yards	0
Supply	Plots vacated by households moving to bricks and mortar	0
Supply	Plots vacated by households moving away from the study area	0
Supply	Total Supply of all plot types	0
Current need	Households on unauthorised developments	0
Current need	Households on unauthorised encampments	0
Current need	Concealed households/Doubling-up/Over-crowding	0
Current need	Movement from bricks and mortar	0
Current need	Households on waiting lists for public sites	0
Current need	Total Current Need	0
Future Need	5 year needs from teenage children	0
Future Need	Households on yards with temporary planning permission	0
Future Need	In-migration	0
Future Need	New household formation	0
Future Need	Total Future Needs	0
Net pitch need	Current Need (0) + Future Need (0) – Total Supply (0)	0

Figure 68 – Need for Travelling Showpeople households in LDNP that met the Planning Definition by year periods

Year	Dates	Need
0 – 5	2021 – 25	0
6 – 10	2026 – 30	0
11 – 15	2030 – 35	0
16 - 20	2036 – 40	0
0 - 20	2021 - 40	0

Conclusions

^{13.11}This study provides a robust evidence base to enable the Authority to assess the housing needs of the Travelling Community as well as complying with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 1985, Planning Policy for Traveller Sites (PPTS) 2015, the Housing and Planning Act 2016, the revised National Planning Policy Framework (NPPF) 2021, and Planning Practice Guidance (PPG) 2021. It also provides the evidence base which can be used to support Local Plan Policies.

Gypsies and Travellers

^{13.12}There were no Gypsies and Travellers identified in the LDNP so there is no current or future need for pitches.

^{13.13}The LDNPA will need to carefully consider how to address any needs from households seeking to move to LDNP (in-migration), or from any households currently living in bricks and mortar who may wish to move to a site. In terms of Local Plan Policies, the LDNPA should consider the use of a criteria-based policy (as suggested in PPTS).

Travelling Showpeople

^{13.14} Whilst there is one small Travelling Showpeople yard in LDNP it is only used for storage and there is no accommodation on the yard. As such there is no current or future need for plots. An interview was completed with the owner of the yard who lives in bricks and mortar nearby, and whilst there is no accommodation need associated with the storage yard, they are looking for land to develop a new yard somewhere in Cumbria for their children to run.

14. Yorkshire Dales National Park (Cumbria)

Sites and Yards in the Study Area

14.1 In the Yorkshire Dales National Park area of Cumbria, at the baseline date for this study, there were no public sites; no private sites with planning permission; no sites that are tolerated for planning purposes; no unauthorised sites; and no Travelling Showpeople yards. There are 3 seasonal transit sites that are used during the Appleby Horse Fair. Further details can be found in **Appendix E**.

Site Provision

Figure 69 - Total amount of provision in Yorkshire Dales National Park - Cumbria (September 2021)

Status	Sites/Yards	Pitches/Plots
Private sites with permanent planning permission	0	0
Private sites with temporary planning permission	0	0
Public sites (Council and Registered Providers)	0	0
Public transit provision	0	0
Private transit provision (seasonal)	3	-
Tolerated sites	0	0
Unauthorised sites	0	0
Travelling Showpeople yards	0	0
TOTAL	3	0

Stakeholder Engagement

14.2 ORS undertook a stakeholder engagement programme to complement the information gathered through interviews with members of the Travelling Community. This consultation took the form of telephone interviews which were tailored to the role of the individual. The aim of these interviews is to provide an understanding of current provision and possible future need; short-term encampments; transit provision; and cross-border issues.

14.3 An interview was undertaken with one Officer from the YDNPA. Due to issues surrounding data protection, and in order to protect the anonymity of those who took part, this section presents a summary of the views expressed by interviewees and verbatim comments have not been used. The narrative represents a balanced summary of the views of the individual concerned, rather than the official policy of the Council.

Accommodation Needs

14.4 Since the last GTAA, the YDNPA have adopted and reviewed planning policy (YDLP 2015-2030 policy C7 Gypsies and Travellers caravan sites) and EDLP 2014 - 2032 Policy HS7 (Gypsy and Traveller Sites).

14.5 There are no sites with planning permission or requests for development within the YDNP. There are areas of land that are used on a temporary basis around the time of Appleby Fair. Most are areas of

highway verge, village green or common land. Some farmers also allow their fields to be used on a temporary basis.

- 14.6 Unless there is evidence of demand from the current GTAA, YDNPA intend to review and roll forward the current policy in the YDLP and ELP.

Short-term Encampments and Transit Provision

- 14.7 Every year travellers stay on the village green at Bainbridge which can cause tensions with residents and the Parish Council. It was believed that there is a tradition now amongst the traveller community of stopping on the village green on the way to and back from the Appleby Fair.
- 14.8 Attempts have been made in the past to try to tackle some of the specific issues by proactively making fields available. However, the Traveller community has not always wanted to depart from their preferred sites, which is evident for example on Bainbridge Village Green.

Cross Border Issues

- 14.9 Aside from the movement of Travellers during the time of the Appleby Fair, no cross other cross border issues were identified.
- 14.10 It was felt that all concerned are complying with the Duty to Cooperate.

Interviews with Gypsies and Travellers

- 14.11 One of the major components of this study was a detailed survey of the Gypsy, Traveller and Travelling Showpeople population living on sites and yards in the study area. This aimed to identify current households with housing needs and to assess likely future housing need from within existing households, to help judge the need for any future pitch provision.
- 14.12 There were no Gypsies or Travellers identified in YDNPA.

Sites and Yards

Figure 70 - Sites and yards visited in Yorkshire Dales National Park – Cumbria

Status	Site/Yard Name	Pitches/Plots	Interviews	Comments
Public Sites	None	-	-	-
Private Sites	None	-	-	-
Temporary Sites	None	-	-	-
Tolerated Sites	None	-	-	-
Unauthorised Sites	None	-	-	-
TSP Yards	None	-	-	-
TOTAL		0	0	

Pitch Needs – Gypsies and Travellers that met the Planning Definition

14.13 There were no Gypsies or Travellers identified in the Cumbria area of the Yorkshire Dales National Park so there is no current or future need for pitches.

Figure 71 – Need for Gypsy and Traveller households in YDNPA (Cumbria) that met the Planning Definition 2021-2040

Definition	Type	Number of Pitches
Supply	vacant public and private pitches	0
Supply	pitches on new sites	0
Supply	Pitches vacated by households moving to bricks and mortar	0
Supply	Pitches vacated by households moving away from the study area	0
Supply	Total Supply of all pitch types	0
Current need	Households on unauthorised developments	0
Current need	Households on unauthorised encampments	0
Current need	Concealed households/Doubling-up/Over-crowding	0
Current need	Movement from bricks and mortar	0
Current need	Households on waiting lists for public sites	0
Current need	Total Current Need	0
Future Need	5 year needs from teenage children	0
Future Need	Households on sites with temporary planning permission	0
Future Need	In-migration	0
Future Need	New household formation	0
Future Need	(Formation from household demographics)	0
Future Need	Total Future Needs	0
Net pitch need	Current Need (0) + Future Need (0) – Total Supply (0)	0

Figure 72 – Need for Gypsy and Traveller households in YDNPA that met the Planning Definition by year periods

Year	Dates	Need
0 – 5	2021 – 25	0
6 – 10	2026 – 30	0
11 – 15	2030 – 35	0
16 - 20	2036 – 40	0
0 - 20	2021 - 40	0

Travelling Showpeople Needs

Plot Needs – Travelling Showpeople

14.14 There were no Travelling Showpeople identified in the Cumbria area of the Yorkshire Dales National Park so there is no current or future need for plots.

Figure 73 – Need for Travelling Showpeople households in YDNPA that met the Planning Definition 2021-2040

Definition	Type	Number of Plots
Supply	vacant public and private plots	0
Supply	Plots on new yards	0
Supply	Plots vacated by households moving to bricks and mortar	0
Supply	Plots vacated by households moving away from the study area	0
Supply	Total Supply of all plot types	0
Current need	Households on unauthorised developments	0
Current need	Households on unauthorised encampments	0
Current need	Concealed households/Doubling-up/Over-crowding	0
Current need	Movement from bricks and mortar	0
Current need	Households on waiting lists for public sites	0
Current need	Total Current Need	0
Future Need	5 year needs from teenage children	0
Future Need	Households on yards with temporary planning permission	0
Future Need	In-migration	0
Future Need	New household formation	0
Future Need	Total Future Needs	0
Net pitch need	Current Need (0) + Future Need (0) – Total Supply (0)	0

Figure 74 – Need for Travelling Showpeople households in YDNPA that met the Planning Definition by year periods

Year	Dates	Need
0 – 5	2021 – 25	0
6 – 10	2026 – 30	0
11 – 15	2030 – 35	0
16 - 20	2036 – 40	0
0 - 20	2021 - 40	0

Conclusions

^{14.15} This study provides a robust evidence base to enable the Council to assess the housing needs of the Travelling Community as well as complying with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 1985, Planning Policy for Traveller Sites (PPTS) 2015, the Housing and Planning Act 2016, the revised National Planning Policy Framework (NPPF) 2021, and Planning Practice Guidance (PPG) 2021. It also provides the evidence base which can be used to support Local Plan Policies.

Gypsies and Travellers

^{14.16} There were no Gypsies and Travellers identified in the YDNPA area of Cumbria so there is no current or future need for pitches.

^{14.17} The YDNPA will need to carefully consider how to address any needs from households seeking to move to YDNPA (in-migration), or from any households currently living in bricks and mortar who may wish to move to a site. In terms of Local Plan Policies, the LDNPA should consider the use of a criteria-based policy (as suggested in PPTS).

Travelling Showpeople

^{14.18} There were no Travelling Showpeople identified in the YDNPA area of Cumbria so there is no current or future need for plots.

15. Transit Requirements – All Local Authorities

Introduction

- ^{15.1} GTAA studies require the identification of demand for transit provision as many Gypsies, Travellers and Travelling Showpeople either travel permanently or for part of the year. Due to the mobile nature of this population a range of sites can be provided to accommodate Travellers as they move through different areas.
- » **Transit sites** - full facilities where Travellers can live temporarily (usually for up to a maximum of three months) – for example, to work locally, for holidays or to visit family and friends.
 - » **Emergency stopping places** - more limited facilities.
 - » **Temporary sites and stopping places** - only temporary facilities to cater for an event.
 - » **Negotiated stopping places** - agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time. Also referred to as managed approaches to dealing with encampments.
 - » **Fair and event sites** - Travelling Showpeople often stay on the sites of fairs and events that they are visiting.
- ^{15.2} Transit sites serve a specific function of meeting the needs of Gypsy and Traveller households who are visiting an area or who are passing through on the way to somewhere else. A transit site typically has a restriction on the length of stay of usually around 12 weeks and has a range of facilities such as water supply, electricity, and amenity blocks.
- ^{15.3} An alternative to or in addition to a transit site is an emergency stopping place. This type of site also has restrictions on the length of time for which someone can stay on it but has much more limited facilities with typically only a source of water and chemical toilet disposal provided.
- ^{15.4} Another alternative is ‘negotiated stopping’. The term ‘negotiated stopping’ is used to describe agreed short-term provision for Gypsy and Traveller caravans. It does not describe permanent ‘built’ transit sites but negotiated agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets. Agreements are made between the authority and the (temporary) residents regarding expectations on both sides.
- ^{15.5} Temporary stopping places can be made available at times of increased demand i.e. fairs or cultural celebrations that are attended by Gypsies and Travellers. A charge may be levied as determined by the local authority although they only need to provide basic facilities including: a cold-water supply; portaloos; sewerage disposal point and refuse disposal facilities.
- ^{15.6} The Criminal Justice and Public Order Act 1994 (Section 62a) is particularly important with regard to the issue of Gypsy and Traveller transit site provision. Section 62a of the Act allows the police to direct trespassers to remove themselves and their vehicles and property from any land where a suitable transit pitch on a relevant caravan site is available within the same local authority area (or within the county in two-tier local authority areas).

Identifying Transit Requirements

- ^{15.7} It is acknowledged that it is difficult to robustly determine the need for transit provision through individual GTAA studies as transit requirements are more of a regional, if not a national issue, that need to be addressed in a more strategic manner. In addition, changes to the PPTS in 2015 are seen by many organisations that represent the Travelling Community as a catalyst that will potentially increase the number of households seeking to travel and be in need of transit provision.
- ^{15.8} When determining the potential need for transit provision the assessment looked at a range of information including data from the DLUHC Traveller Caravan Count; the outcomes of the stakeholder interviews; and records on numbers of unauthorised encampments.

Stakeholder Interviews

- ^{15.9} Information from the stakeholder interviews suggest that there whilst there are a number of recorded encampments across Cumbria, most are short-term and transient, and for reasons of work or visiting family and friends. The only exception is in Allerdale where there are some longer-term encampments, but the Council is working actively to address these.
- ^{15.10} In general, there was no desire to develop a permanent transit site, and other options such as a managed approach, temporary stopping places, and negotiated stopping were referred to.
- ^{15.11} The majority of Councils in Cumbria already have in place arrangements to complete Welfare Assessments with households on unauthorised encampments.
- ^{15.12} It was also acknowledged that the majority of transit need comes as a result of people visiting the Appleby Horse Fair in June.

Allerdale

Short-term encampments that stop in the borough have no formal transit provision to stay at. Since the last GTAA, the Council have therefore been looking at options for Negotiated Stopping Places.

It is believed that Travellers stop in Allerdale for a variety of reasons, including visiting family, for work opportunities and just passing through on their way elsewhere.

Favoured locations for stopping were said to be locations close to facilities such as toilets and water, and near schools. It was also said that the locations are often set apart from residential areas to minimise community tensions and provide a sense of security for the Gypsies and Travellers.

Each new encampment in the area is assessed on its own merits and a decision reached accordingly. However, due to the increasing number of encampments, that are becoming longer-term, permanent site provision should be increased in Allerdale.

Barrow-in-Furness

Barrow have a small number of unauthorised encampments that visit the area each year. These usually only stay for a week, on average. Where possible, the Council look to make welfare visits to the encampments.

It was felt that a form of temporary transit provision/negotiated stopping would be useful within the borough. This would allow the Council to have somewhere they can direct encampments and make it easier for welfare visits to be made.

Carlisle

On average, Carlisle have around 5 – 10 encampments stop in the area over a year. However, the volume of unauthorised encampments in the area increases around the time of the Appleby Horse Fair. Encampments are usually on holiday for the summer, on route to a family occasion (i.e. wedding, funeral) or just travelling. Occasionally they are in the area for work.

Encampments in the area tend to stop on open plan recreational spaces that are off the main road and have facilities (i.e. shops, toilets, and water) nearby. These have often been next to large housing developments as the land is not protected sufficiently to stop vehicle access. Some sites are now being protected through using earth bunds and/or improved barriers with locked gates.

The Council provide welfare checks with homeless services on behalf of the welfare authority. The appropriate advice is offered to the households and legal action is taken if required using the Environmental Health related powers. The property services and legal team deal with any issues on Carlisle City Council owned land.

It was not felt that any formal transit provision is required in the area given the volume of encampments that are experienced. There are private sites with permission for transit but they are either closed or have not built to accommodate the agreed permission. It was felt this demonstrates that transit availability is not commercially viable, further evidencing the lack of need for Council run transit provision.

Copeland

For the small number of encampments that would ever stay in the borough it was not believed that any form of transit provision is necessary.

Eden

The only knowledge of encampments in the area would be a small amount that might stop in the around the time of Appleby Fair.

The Eden Local Plan (based on the previous GTAA) has a target to provide 12 transit pitches in the district between 2014 and 2032.

South Lakeland

Historically there has been a very low level of traveller caravan activity within South Lakeland District.

Encampments that do occur in the area do so mostly during the time of the Appleby Fair. Based on the previous GTAA (2013), there would appear to be a need for some form of transit provision in the area. Given that encampments only stay for short periods, it is felt that negotiated stopping places would be the most effective form of provision.

South Lakeland District Council's Locality team visit unauthorised encampments on land owned or managed by the Council to understand the nature of the encampment and any health/social needs, and to advise travellers of the relevant procedures for their vacation of the site in question. The team

maintains a record of encampments reported, and this provides the Council with an understanding of the need for transit or stopover provision in the district.

Lake District National Park (Cumbria)

The officer was not aware of any recorded encampments in recent years and stated that there is no evidence to support the need for transit provision.

Yorkshire Dales National Park (Cumbria)

Every year travellers stay on the village green at Bainbridge which can cause tensions with residents and the Parish Council. It was believed that there is a tradition now amongst the traveller community of stopping on the village green on the way to and back from the Appleby Fair.

Attempts have been made in the past to try to tackle some of the specific issues by proactively making fields available. However, the Traveller community has not always wanted to depart from their preferred sites, which is evident for example on Bainbridge Village Green.

DLUHC Traveller Caravan Count

- ^{15.13} Whilst it is considered to be a representative national dataset on numbers of authorised and unauthorised caravans across England, it is also acknowledged that the Traveller Caravan Count has a number of failings as it is a count of caravans and not households. It also does not record the reasons for or occupiers of unauthorised caravans. This makes it very difficult to interpret in relation to assessing current and future need because it does not count pitches or resident households. The count is also only a twice yearly ‘snapshot in time’ conducted by local authorities on specific days in January and July, and any caravans on unauthorised sites or encampments which occur on other dates are not recorded. Likewise, any caravans that are away from sites on the day of the count are not included. As such it is not considered appropriate to solely use the outcomes from the Traveller Caravan Count in the assessment of current and future transit provision. It does however provide valuable historic and trend data on instances of unauthorised caravans in local authority areas.
- ^{15.14} Data from the past 9 Traveller Caravan Counts (from January 2016 to January 2020) shows that, with the exception of Allerdale, there were very low numbers of unauthorised caravans recorded in local authorities in Cumbria over this time period.

Transit Recommendations

- ^{15.15} Firstly, consideration has been given to transit needs associated with the annual Appleby Horse Fair. Whilst the majority of local authorities in Cumbria made reference to increased need for transit provision around the time of the Appleby Horse Fair, it is accepted that that multi-agency arrangements are already in place to address transit issues associated with this event. As such, the GTAA has only looked at potential transit need not associated with Appleby.
- ^{15.16} Apart from the periods around the Appleby Horse Fair and the seasonal transit provision that is already in place, due to low historic low numbers of unauthorised encampments across Cumbria throughout the remainder of the year, and the existence of private transit pitches in some local authorities, it is not recommended that there is a need for a formal public transit site in Cumbria at this time.

- ^{15.17} The situation relating to levels of unauthorised encampments should be monitored. As well as information on the size and duration of the encampments, this monitoring should also seek to gather information from residents on the reasons for their stay in the local area; whether they have a permanent base or where they have travelled from; and whether they have any need or preference to settle permanently in the local area. This information could be collected as part of a Welfare Assessment (or similar).
- ^{15.18} It is recommended that an annual review of the evidence base relating to unauthorised encampments, including the monitoring referred to above, should be undertaken on a Cumbria-wide basis. This will establish whether there is a need for investment in any new transit provision or emergency stopping places, or whether a managed approach is preferable.
- ^{15.19} In the short-term the Councils should continue to use their current approaches when dealing with unauthorised encampments and management-based approaches such as negotiated stopping agreements could also be considered.
- ^{15.20} The term ‘negotiated stopping’ is used to describe agreed short-term provision for Gypsy and Traveller caravans. It does not describe permanent ‘built’ transit sites but negotiated agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets. Agreements are made between the Council and the (temporary) residents regarding expectations on both sides. See www.negotiatedstopping.co.uk for further information.
- ^{15.21} As well as temporary/seasonal transit arrangements around the time of the Appleby Horse Fair, temporary stopping places can be made available at times of increased demand due to other fairs or cultural celebrations that are attended by Gypsies and Travellers. A charge may be levied as determined by the local authority although they only need to provide basic facilities including: a cold-water supply; portaloos; sewerage disposal point and refuse disposal facilities.

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17. Appendix A: Glossary of Terms

Term	Definition
Amenity block/shed	A building where basic plumbing amenities (bath/shower, WC, sink) are provided.
Bricks and mortar	Mainstream housing.
CAPI	Computer Assisted Personal Interviewing.
Caravan	Mobile living vehicle used by Gypsies and Travellers. Also referred to as trailers.
Chalet	A single storey residential unit which can be dismantled. Sometimes referred to as mobile homes.
Concealed household	Households, living within other households, who are unable to set up separate family units.
DLUHC	Department for Levelling Up, Housing and Communities
Doubling-Up	Where there are more than the permitted number of caravans on a pitch or plot.
Emergency Stopping Place	A temporary site with limited facilities to be occupied by Gypsies and Travellers while they travel.
Green Belt	A land use designation used to check the unrestricted sprawl of large built-up areas; prevent neighbouring towns from merging into one another; assist in safeguarding the countryside from encroachment; preserve the setting and special character of historic towns; and assist in urban regeneration, by encouraging the recycling of derelict and other urban land.
GTAA	Gypsy and Traveller Accommodation Assessment.
HEDNA	Housing and Economic Development Needs Assessment.
Household formation	The process where individuals form separate households. This is normally through adult children setting up their own household.
In-migration	Movement into or come to live in a region or community.
LHNA	Local Housing Need Assessments
Local Plans	Local Authority spatial planning documents that can include specific policies and/or site allocations for Gypsies, Travellers and Travelling Showpeople.
MHCLG	Ministry of Housing, Communities and Local Government (formerly DCLG).
NPPF	National Planning Policy Framework.
ORS	Opinion Research Services.
Out-migration	Movement from one region or community in order to settle in another.
Personal planning permission	A private site where the planning permission specifies who can occupy the site and doesn't allow transfer of ownership.
Pitch/plot	Area of land on a site/development generally home to one household. Can be varying sizes and have varying caravan numbers. Pitches refer to Gypsy and Traveller sites and Plots to Travelling Showpeople yards.
PPG	Planning Practice Guidance.
PPTS	Planning Policy for Traveller Sites.
Private site	An authorised site owned privately. Can be owner-occupied, rented or a mixture of owner-occupied and rented pitches.
SHMA	Strategic Housing Market Assessment.

Site	An area of land on which Gypsies, Travellers and Travelling Showpeople are accommodated in caravans/chalets/vehicles. Can contain one or multiple pitches/plots.
Social/Public/Council Site	An authorised site owned by either the local authority or a Registered Housing Provider.
Temporary planning permission	A private site with planning permission for a fixed period of time.
Tolerated site/yard	Long-term tolerated sites or yards where enforcement action is not expedient, and a certificate of lawful use would be granted if sought.
Transit provision	Site intended for short stays and containing a range of facilities. There is normally a limit on the length of time residents can stay.
Unauthorised Development	Caravans on land owned by Gypsies and Travellers and without planning permission.
Unauthorised Encampment	Caravans on land not owned by Gypsies and Travellers and without planning permission.
Waiting list	Record held by the local authority or site managers of applications to live on a site.
Yard	A name often used by Travelling Showpeople to refer to a site.

18. Appendix B: Need from Undetermined Households

Allerdale

Figure 75 – Need for undetermined Gypsy and Traveller households in Allerdale 2021-2040

Definition	Type	Number of Pitches
Supply	vacant public and private pitches	0
Supply	pitches on new sites	0
Supply	Pitches vacated by households moving to bricks and mortar	0
Supply	Pitches vacated by households moving away from the study area	0
Supply	Total Supply of all pitch types	0
Current need	Households on unauthorised developments	0
Current need	Households on unauthorised encampments	0
Current need	Concealed households/Doubling-up/Over-crowding	0
Current need	Movement from bricks and mortar	0
Current need	Households on waiting lists for public sites	0
Current need	Total Current Need	0
Future Need	5 year needs from teenage children	0
Future Need	Households on sites with temporary planning permission	0
Future Need	In-migration	0
Future Need	New household formation (from household demographics)	0
Future Need	Total Future Needs	0
Net pitch need	Current Need (0) + Future Need (0) – Total Supply (0)	0

Figure 76 – Need for undetermined Gypsy and Traveller households in Allerdale by year periods

Year	Dates	Need
0 – 5	2021 – 25	0
6 – 10	2026 – 30	0
11 – 15	2030 – 35	0
16 - 20	2036 – 40	0
0 - 20	2021 - 40	0

Figure 77 – Need for undetermined Travelling Showpeople households in Allerdale 2021-2040

Definition	Type	Number of Plots
Supply	vacant public and private plots	0
Supply	Plots on new yards	0
Supply	Plots vacated by households moving to bricks and mortar	0
Supply	Plots vacated by households moving away from the study area	0
Supply	Total Supply of all plot types	0
Current need	Households on unauthorised developments	0
Current need	Households on unauthorised encampments	0
Current need	Concealed households/Doubling-up/Over-crowding	0
Current need	Movement from bricks and mortar	0
Current need	Households on waiting lists for public sites	0
Current need	Total Current Need	0
Future Need	5 year needs from teenage children	0
Future Need	Households on yards with temporary planning permission	0
Future Need	In-migration	0
Future Need	New household formation	0
Future Need	Total Future Needs	0
Net pitch need	Current Need (0) + Future Need (0) – Total Supply (0)	0

Figure 78 – Need for undetermined Travelling Showpeople households in Allerdale by year periods

Year	Dates	Need
0 – 5	2021 – 25	0
6 – 10	2026 – 30	0
11 – 15	2030 – 35	0
16 - 20	2036 – 40	0
0 - 20	2021 - 40	0

Barrow-in-Furness

Figure 79 – Need for undetermined Gypsy and Traveller households in Barrow-in-Furness 2021-2040

Definition	Type	Number of Pitches
Supply	vacant public and private pitches	0
Supply	pitches on new sites	0
Supply	Pitches vacated by households moving to bricks and mortar	0
Supply	Pitches vacated by households moving away from the study area	0
Supply	Total Supply of all pitch types	0
Current need	Households on unauthorised developments	0
Current need	Households on unauthorised encampments	0
Current need	Concealed households/Doubling-up/Over-crowding	0
Current need	Movement from bricks and mortar	0
Current need	Households on waiting lists for public sites	0
Current need	Total Current Need	0
Future Need	5 year needs from teenage children	0
Future Need	Households on sites with temporary planning permission	0
Future Need	In-migration	0
Future Need	New household formation (from household demographics)	0
Future Need	Total Future Needs	0
Net pitch need	Current Need (0) + Future Need (0) – Total Supply (0)	0

Figure 80 – Need for undetermined Gypsy and Traveller households in Barrow-in-Furness by year periods

Year	Dates	Need
0 – 5	2021 – 25	0
6 – 10	2026 – 30	0
11 – 15	2030 – 35	0
16 - 20	2036 – 40	0
0 - 20	2021 - 40	0

Figure 81 – Need for undetermined Travelling Showpeople households in Barrow-in-Furness 2021-2040

Definition	Type	Number of Plots
Supply	vacant public and private plots	0
Supply	Plots on new yards	0
Supply	Plots vacated by households moving to bricks and mortar	0
Supply	Plots vacated by households moving away from the study area	0
Supply	Total Supply of all plot types	0
Current need	Households on unauthorised developments	0
Current need	Households on unauthorised encampments	0
Current need	Concealed households/Doubling-up/Over-crowding	0
Current need	Movement from bricks and mortar	0
Current need	Households on waiting lists for public sites	0
Current need	Total Current Need	0
Future Need	5 year needs from teenage children	0
Future Need	Households on yards with temporary planning permission	0
Future Need	In-migration	0
Future Need	New household formation	0
Future Need	Total Future Needs	0
Net pitch need	Current Need (0) + Future Need (0) – Total Supply (0)	0

Figure 82 – Need for undetermined Travelling Showpeople households in Barrow-in-Furness by year periods

Year	Dates	Need
0 – 5	2021 – 25	0
6 – 10	2026 – 30	0
11 – 15	2030 – 35	0
16 - 20	2036 – 40	0
0 - 20	2021 - 40	0

Carlisle

Figure 83 – Need for undetermined Gypsy and Traveller households in Carlisle 2021-2040

Definition	Type	Number of Pitches
Supply	vacant public and private pitches	0
Supply	pitches on new sites	0
Supply	Pitches vacated by households moving to bricks and mortar	0
Supply	Pitches vacated by households moving away from the study area	0
Supply	Total Supply of all pitch types	0
Current need	Households on unauthorised developments	0
Current need	Households on unauthorised encampments	0
Current need	Concealed households/Doubling-up/Over-crowding	0
Current need	Movement from bricks and mortar	0
Current need	Households on waiting lists for public sites	0
Current need	Total Current Need	0
Future Need	5 year needs from teenage children	0
Future Need	Households on sites with temporary planning permission	0
Future Need	In-migration	0
Future Need	New household formation (from household demographics) ¹⁹	3
Future Need	Total Future Needs	3
Net pitch need	Current Need (0) + Future Need (3) – Total Supply (0)	3

Figure 84 – Need for undetermined Gypsy and Traveller households in Carlisle by year periods

Year	Dates	Need
0 – 5	2021 – 25	1
6 – 10	2026 – 30	0
11 – 15	2030 – 35	1
16 - 20	2036 – 40	1
0 - 20	2021 - 40	3

¹⁹ (Household base 8 and formation rate 1.50%)

Figure 85 – Need for undetermined Travelling Showpeople households in Carlisle 2021-2040

Definition	Type	Number of Plots
Supply	vacant public and private plots	0
Supply	Plots on new yards	0
Supply	Plots vacated by households moving to bricks and mortar	0
Supply	Plots vacated by households moving away from the study area	0
Supply	Total Supply of all plot types	0
Current need	Households on unauthorised developments	0
Current need	Households on unauthorised encampments	0
Current need	Concealed households/Doubling-up/Over-crowding	0
Current need	Movement from bricks and mortar	0
Current need	Households on waiting lists for public sites	0
Current need	Total Current Need	0
Future Need	5 year needs from teenage children	0
Future Need	Households on yards with temporary planning permission	0
Future Need	In-migration	0
Future Need	New household formation	0
Future Need	Total Future Needs	0
Net pitch need	Current Need (0) + Future Need (0) – Total Supply (0)	0

Figure 86 – Need for undetermined Travelling Showpeople households in Carlisle by year periods

Year	Dates	Need
0 – 5	2021 – 25	0
6 – 10	2026 – 30	0
11 – 15	2030 – 35	0
16 - 20	2036 – 40	0
0 - 20	2021 - 40	0

Copeland

Figure 87 – Need for undetermined Gypsy and Traveller households in Copeland 2021-2040

Definition	Type	Number of Pitches
Supply	vacant public and private pitches	0
Supply	pitches on new sites	0
Supply	Pitches vacated by households moving to bricks and mortar	0
Supply	Pitches vacated by households moving away from the study area	0
Supply	Total Supply of all pitch types	0
Current need	Households on unauthorised developments	0
Current need	Households on unauthorised encampments	0
Current need	Concealed households/Doubling-up/Over-crowding	0
Current need	Movement from bricks and mortar	0
Current need	Households on waiting lists for public sites	0
Current need	Total Current Need	0
Future Need	5 year needs from teenage children	0
Future Need	Households on sites with temporary planning permission	0
Future Need	In-migration	0
Future Need	New household formation (from household demographics)	0
Future Need	Total Future Needs	0
Net pitch need	Current Need (0) + Future Need (0) – Total Supply (0)	0

Figure 88 – Need for undetermined Gypsy and Traveller households in Copeland by year periods

Year	Dates	Need
0 – 5	2021 – 25	0
6 – 10	2026 – 30	0
11 – 15	2030 – 35	0
16 - 20	2036 – 40	0
0 - 20	2021 - 40	0

Figure 89 – Need for undetermined Travelling Showpeople households in Copeland 2021-2040

Definition	Type	Number of Plots
Supply	vacant public and private plots	0
Supply	Plots on new yards	0
Supply	Plots vacated by households moving to bricks and mortar	0
Supply	Plots vacated by households moving away from the study area	0
Supply	Total Supply of all plot types	0
Current need	Households on unauthorised developments	0
Current need	Households on unauthorised encampments	0
Current need	Concealed households/Doubling-up/Over-crowding	0
Current need	Movement from bricks and mortar	0
Current need	Households on waiting lists for public sites	0
Current need	Total Current Need	0
Future Need	5 year needs from teenage children	0
Future Need	Households on yards with temporary planning permission	0
Future Need	In-migration	0
Future Need	New household formation	0
Future Need	Total Future Needs	0
Net pitch need	Current Need (0) + Future Need (0) – Total Supply (0)	0

Figure 90 – Need for undetermined Travelling Showpeople households in Copeland by year periods

Year	Dates	Need
0 – 5	2021 – 25	0
6 – 10	2026 – 30	0
11 – 15	2030 – 35	0
16 - 20	2036 – 40	0
0 - 20	2021 - 40	0

Eden

Figure 91 – Need for undetermined Gypsy and Traveller households in Eden 2021-2040

Definition	Type	Number of Pitches
Supply	vacant public and private pitches	0
Supply	pitches on new sites	0
Supply	Pitches vacated by households moving to bricks and mortar	0
Supply	Pitches vacated by households moving away from the study area	0
Supply	Total Supply of all pitch types	0
Current need	Households on unauthorised developments	0
Current need	Households on unauthorised encampments	0
Current need	Concealed households/Doubling-up/Over-crowding	0
Current need	Movement from bricks and mortar	0
Current need	Households on waiting lists for public sites	0
Current need	Total Current Need	0
Future Need	5 year needs from teenage children	0
Future Need	Households on sites with temporary planning permission	0
Future Need	In-migration	0
Future Need	New household formation (from household demographics)	0
Future Need	Total Future Needs	0
Net pitch need	Current Need (0) + Future Need (0) – Total Supply (0)	0

Figure 92 – Need for undetermined Gypsy and Traveller households in Eden by year periods

Year	Dates	Need
0 – 5	2021 – 25	0
6 – 10	2026 – 30	0
11 – 15	2030 – 35	0
16 - 20	2036 – 40	0
0 - 20	2021 - 40	0

Figure 93 – Need for undetermined Travelling Showpeople households in Eden 2021-2040

Definition	Type	Number of Plots
Supply	vacant public and private plots	0
Supply	Plots on new yards	0
Supply	Plots vacated by households moving to bricks and mortar	0
Supply	Plots vacated by households moving away from the study area	0
Supply	Total Supply of all plot types	0
Current need	Households on unauthorised developments	0
Current need	Households on unauthorised encampments	0
Current need	Concealed households/Doubling-up/Over-crowding	0
Current need	Movement from bricks and mortar	0
Current need	Households on waiting lists for public sites	0
Current need	Total Current Need	0
Future Need	5 year needs from teenage children	0
Future Need	Households on yards with temporary planning permission	0
Future Need	In-migration	0
Future Need	New household formation	0
Future Need	Total Future Needs	0
Net pitch need	Current Need (0) + Future Need (0) – Total Supply (0)	0

Figure 94 – Need for undetermined Travelling Showpeople households in Eden by year periods

Year	Dates	Need
0 – 5	2021 – 25	0
6 – 10	2026 – 30	0
11 – 15	2030 – 35	0
16 - 20	2036 – 40	0
0 - 20	2021 - 40	0

South Lakeland (excluding National Parks)

Figure 95 – Need for undetermined Gypsy and Traveller households in South Lakeland 2021-2040

Definition	Type	Number of Pitches
Supply	vacant public and private pitches	0
Supply	pitches on new sites	0
Supply	Pitches vacated by households moving to bricks and mortar	0
Supply	Pitches vacated by households moving away from the study area	0
Supply	Total Supply of all pitch types	0
Current need	Households on unauthorised developments	0
Current need	Households on unauthorised encampments	0
Current need	Concealed households/Doubling-up/Over-crowding	0
Current need	Movement from bricks and mortar	0
Current need	Households on waiting lists for public sites	0
Current need	Total Current Need	0
Future Need	5 year needs from teenage children	0
Future Need	Households on sites with temporary planning permission	0
Future Need	In-migration	0
Future Need	New household formation (from household demographics)	0
Future Need	Total Future Needs	0
Net pitch need	Current Need (0) + Future Need (0) – Total Supply (0)	0

Figure 96 – Need for undetermined Gypsy and Traveller households in South Lakeland by year periods

Year	Dates	Need
0 – 5	2021 – 25	0
6 – 10	2026 – 30	0
11 – 15	2030 – 35	0
16 - 20	2036 – 40	0
0 - 20	2021 - 40	0

Figure 97 – Need for undetermined Travelling Showpeople households in South Lakeland 2021-2040

Definition	Type	Number of Plots
Supply	vacant public and private plots	0
Supply	Plots on new yards	0
Supply	Plots vacated by households moving to bricks and mortar	0
Supply	Plots vacated by households moving away from the study area	0
Supply	Total Supply of all plot types	0
Current need	Households on unauthorised developments	0
Current need	Households on unauthorised encampments	0
Current need	Concealed households/Doubling-up/Over-crowding	0
Current need	Movement from bricks and mortar	0
Current need	Households on waiting lists for public sites	0
Current need	Total Current Need	0
Future Need	5 year needs from teenage children	0
Future Need	Households on yards with temporary planning permission	0
Future Need	In-migration	0
Future Need	New household formation	0
Future Need	Total Future Needs	0
Net pitch need	Current Need (0) + Future Need (0) – Total Supply (0)	0

Figure 98 – Need for undetermined Travelling Showpeople households in South Lakeland by year periods

Year	Dates	Need
0 – 5	2021 – 25	0
6 – 10	2026 – 30	0
11 – 15	2030 – 35	0
16 - 20	2036 – 40	0
0 - 20	2021 - 40	0

Lake District National Park

Figure 99 – Need for undetermined Gypsy and Traveller households in LDNP 2021-2040

Definition	Type	Number of Pitches
Supply	vacant public and private pitches	0
Supply	pitches on new sites	0
Supply	Pitches vacated by households moving to bricks and mortar	0
Supply	Pitches vacated by households moving away from the study area	0
Supply	Total Supply of all pitch types	0
Current need	Households on unauthorised developments	0
Current need	Households on unauthorised encampments	0
Current need	Concealed households/Doubling-up/Over-crowding	0
Current need	Movement from bricks and mortar	0
Current need	Households on waiting lists for public sites	0
Current need	Total Current Need	0
Future Need	5 year needs from teenage children	0
Future Need	Households on sites with temporary planning permission	0
Future Need	In-migration	0
Future Need	New household formation (from household demographics)	0
Future Need	Total Future Needs	0
Net pitch need	Current Need (0) + Future Need (0) – Total Supply (0)	0

Figure 100 – Need for undetermined Gypsy and Traveller households in LDNP by year periods

Year	Dates	Need
0 – 5	2021 – 25	0
6 – 10	2026 – 30	0
11 – 15	2030 – 35	0
16 - 20	2036 – 40	0
0 - 20	2021 - 40	0

Figure 101 – Need for undetermined Travelling Showpeople households in LDNP 2021-2040

Definition	Type	Number of Plots
Supply	vacant public and private plots	0
Supply	Plots on new yards	0
Supply	Plots vacated by households moving to bricks and mortar	0
Supply	Plots vacated by households moving away from the study area	0
Supply	Total Supply of all plot types	0
Current need	Households on unauthorised developments	0
Current need	Households on unauthorised encampments	0
Current need	Concealed households/Doubling-up/Over-crowding	0
Current need	Movement from bricks and mortar	0
Current need	Households on waiting lists for public sites	0
Current need	Total Current Need	0
Future Need	5 year needs from teenage children	0
Future Need	Households on yards with temporary planning permission	0
Future Need	In-migration	0
Future Need	New household formation	0
Future Need	Total Future Needs	0
Net pitch need	Current Need (0) + Future Need (0) – Total Supply (0)	0

Figure 102 – Need for undetermined Travelling Showpeople households in LDNP by year periods

Year	Dates	Need
0 – 5	2021 – 25	0
6 – 10	2026 – 30	0
11 – 15	2030 – 35	0
16 - 20	2036 – 40	0
0 - 20	2021 - 40	0

Yorkshire Dales National Park (Cumbria)

Figure 103 – Need for undetermined Gypsy and Traveller households in YDNPA (Cumbria) 2021-2040

Definition	Type	Number of Pitches
Supply	vacant public and private pitches	0
Supply	pitches on new sites	0
Supply	Pitches vacated by households moving to bricks and mortar	0
Supply	Pitches vacated by households moving away from the study area	0
Supply	Total Supply of all pitch types	0
Current need	Households on unauthorised developments	0
Current need	Households on unauthorised encampments	0
Current need	Concealed households/Doubling-up/Over-crowding	0
Current need	Movement from bricks and mortar	0
Current need	Households on waiting lists for public sites	0
Current need	Total Current Need	0
Future Need	5 year needs from teenage children	0
Future Need	Households on sites with temporary planning permission	0
Future Need	In-migration	0
Future Need	New household formation (from household demographics)	0
Future Need	Total Future Needs	0
Net pitch need	Current Need (0) + Future Need (0) – Total Supply (0)	0

Figure 104 – Need for undetermined Gypsy and Traveller households in YDNPA (Cumbria) by year periods

Year	Dates	Need
0 – 5	2021 – 25	0
6 – 10	2026 – 30	0
11 – 15	2030 – 35	0
16 - 20	2036 – 40	0
0 - 20	2021 - 40	0

Figure 105 – Need for undetermined Travelling Showpeople households in YDNPA (Cumbria) 2021-2040

Definition	Type	Number of Plots
Supply	vacant public and private plots	0
Supply	Plots on new yards	0
Supply	Plots vacated by households moving to bricks and mortar	0
Supply	Plots vacated by households moving away from the study area	0
Supply	Total Supply of all plot types	0
Current need	Households on unauthorised developments	0
Current need	Households on unauthorised encampments	0
Current need	Concealed households/Doubling-up/Over-crowding	0
Current need	Movement from bricks and mortar	0
Current need	Households on waiting lists for public sites	0
Current need	Total Current Need	0
Future Need	5 year needs from teenage children	0
Future Need	Households on yards with temporary planning permission	0
Future Need	In-migration	0
Future Need	New household formation	0
Future Need	Total Future Needs	0
Net pitch need	Current Need (0) + Future Need (0) – Total Supply (0)	0

Figure 106 – Need for undetermined Travelling Showpeople households in YDNPA (Cumbria) by year periods

Year	Dates	Need
0 – 5	2021 – 25	0
6 – 10	2026 – 30	0
11 – 15	2030 – 35	0
16 - 20	2036 – 40	0
0 - 20	2021 - 40	0

19. Appendix C: Need from households not meeting Planning Definition

Allerdale

Figure 107 – Need for Gypsy and Traveller households in Allerdale that did not meet the Planning Definition 2021-2040

Definition	Type	Number of Pitches
Supply	vacant public and private pitches	0
Supply	pitches on new sites	0
Supply	Pitches vacated by households moving to bricks and mortar	0
Supply	Pitches vacated by households moving away from the study area	0
Supply	Total Supply of all pitch types	0
Current need	Households on unauthorised developments	0
Current need	Households on unauthorised encampments	0
Current need	Concealed households/Doubling-up/Over-crowding	0
Current need	Movement from bricks and mortar	0
Current need	Households on waiting lists for public sites	0
Current need	Total Current Need	0
Future Need	5 year needs from teenage children	0
Future Need	Households on sites with temporary planning permission	0
Future Need	In-migration	0
Future Need	New household formation	0
Future Need	(Formation from household demographics)	0
Future Need	Total Future Needs	0
Net pitch need	Current Need (0) + Future Need (0) – Total Supply (0)	0

Figure 108 – Need for Gypsy and Traveller households in Allerdale that did not meet the planning definition by year periods

Year	Dates	Need
0 – 5	2021 – 25	0
6 – 10	2026 – 30	0
11 – 15	2030 – 35	0
16 - 20	2036 – 40	0
0 - 20	2021 - 40	0

Figure 109 – Need for Travelling Showpeople households in Allerdale that did not meet the Planning Definition 2021-2040

Definition	Type	Number of Plots
Supply	vacant public and private plots	0
Supply	Plots on new yards	0
Supply	Plots vacated by households moving to bricks and mortar	0
Supply	Plots vacated by households moving away from the study area	0
Supply	Total Supply of all plot types	0
Current need	Households on unauthorised developments	0
Current need	Households on unauthorised encampments	0
Current need	Concealed households/Doubling-up/Over-crowding	0
Current need	Movement from bricks and mortar	0
Current need	Households on waiting lists for public sites	0
Current need	Total Current Need	0
Future Need	5 year needs from teenage children	0
Future Need	Households on yards with temporary planning permission	0
Future Need	In-migration	0
Future Need	New household formation	0
Future Need	Total Future Needs	0
Net pitch need	Current Need (0) + Future Need (0) – Total Supply (0)	0

Figure 110 – Need for Travelling Showpeople households in Allerdale that did not meet the Planning Definition by year periods

Year	Dates	Need
0 – 5	2021 – 25	0
6 – 10	2026 – 30	0
11 – 15	2030 – 35	0
16 - 20	2036 – 40	0
0 - 20	2021 - 40	0

Barrow-in-Furness

Figure 111 – Need for Gypsy and Traveller households in Barrow-in-Furness that did not meet the Planning Definition 2021-2040

Definition	Type	Number of Pitches
Supply	vacant public and private pitches	0
Supply	pitches on new sites	0
Supply	Pitches vacated by households moving to bricks and mortar	0
Supply	Pitches vacated by households moving away from the study area	0
Supply	Total Supply of all pitch types	0
Current need	Households on unauthorised developments	0
Current need	Households on unauthorised encampments	0
Current need	Concealed households/Doubling-up/Over-crowding	1
Current need	Movement from bricks and mortar	0
Current need	Households on waiting lists for public sites	0
Current need	Total Current Need	1
Future Need	5 year needs from teenage children	3
Future Need	Households on sites with temporary planning permission	0
Future Need	In-migration	0
Future Need	New household formation (from household demographics)	2
Future Need	Total Future Needs	5
Net pitch need	Current Need (1) + Future Need (5) – Total Supply (0)	6

Figure 112 – Need for Gypsy and Traveller households in Barrow-in-Furness that did not meet the planning definition by year periods

Year	Dates	Need
0 – 5	2021 – 25	4
6 – 10	2026 – 30	1
11 – 15	2030 – 35	1
16 - 20	2036 – 40	0
0 - 20	2021 - 40	6

Figure 113 – Need for Travelling Showpeople households in Barrow-in-Furness that did not meet the Planning Definition 2021-2040

Definition	Type	Number of Plots
Supply	vacant public and private plots	0
Supply	Plots on new yards	0
Supply	Plots vacated by households moving to bricks and mortar	0
Supply	Plots vacated by households moving away from the study area	0
Supply	Total Supply of all plot types	0
Current need	Households on unauthorised developments	0
Current need	Households on unauthorised encampments	0
Current need	Concealed households/Doubling-up/Over-crowding	0
Current need	Movement from bricks and mortar	0
Current need	Households on waiting lists for public sites	0
Current need	Total Current Need	0
Future Need	5 year needs from teenage children	0
Future Need	Households on yards with temporary planning permission	0
Future Need	In-migration	0
Future Need	New household formation	0
Future Need	Total Future Needs	0
Net pitch need	Current Need (0) + Future Need (0) – Total Supply (0)	0

Figure 114 – Need for Travelling Showpeople households in Barrow-in-Furness that did not meet the Planning Definition by year periods

Year	Dates	Need
0 – 5	2021 – 25	0
6 – 10	2026 – 30	0
11 – 15	2030 – 35	0
16 - 20	2036 – 40	0
0 - 20	2021 - 40	0

Carlisle

Figure 115 – Need for Gypsy and Traveller households in Carlisle that did not meet the Planning Definition 2021-2040

Definition	Type	Number of Pitches
Supply	vacant public and private pitches	0
Supply	pitches on new sites	0
Supply	Pitches vacated by households moving to bricks and mortar	0
Supply	Pitches vacated by households moving away from the study area	0
Supply	Total Supply of all pitch types	0
Current need	Households on unauthorised developments	0
Current need	Households on unauthorised encampments	0
Current need	Concealed households/Doubling-up/Over-crowding	0
Current need	Movement from bricks and mortar	0
Current need	Households on waiting lists for public sites	0
Current need	Total Current Need	0
Future Need	5 year needs from teenage children	0
Future Need	Households on sites with temporary planning permission	0
Future Need	In-migration / roadside	3
Future Need	New household formation	0
Future Need	(Formation from household demographics)	0
Future Need	Total Future Needs	0
Net pitch need	Current Need (0) + Future Need (3) – Total Supply (0)	3

Figure 116 – Need for Gypsy and Traveller households in Carlisle that did not meet the planning definition by year periods

Year	Dates	Need
0 – 5	2021 – 25	3
6 – 10	2026 – 30	0
11 – 15	2030 – 35	0
16 - 20	2036 – 40	0
0 - 20	2021 - 40	3

Figure 117 – Need for Travelling Showpeople households in Carlisle that did not meet the Planning Definition 2021-2040

Definition	Type	Number of Plots
Supply	vacant public and private plots	0
Supply	Plots on new yards	0
Supply	Plots vacated by households moving to bricks and mortar	0
Supply	Plots vacated by households moving away from the study area	0
Supply	Total Supply of all plot types	0
Current need	Households on unauthorised developments	0
Current need	Households on unauthorised encampments	0
Current need	Concealed households/Doubling-up/Over-crowding	0
Current need	Movement from bricks and mortar	0
Current need	Households on waiting lists for public sites	0
Current need	Total Current Need	0
Future Need	5 year needs from teenage children	0
Future Need	Households on yards with temporary planning permission	0
Future Need	In-migration	0
Future Need	New household formation	0
Future Need	Total Future Needs	0
Net pitch need	Current Need (0) + Future Need (0) – Total Supply (0)	0

Figure 118 – Need for Travelling Showpeople households in Carlisle that did not meet the Planning Definition by year periods

Year	Dates	Need
0 – 5	2021 – 25	0
6 – 10	2026 – 30	0
11 – 15	2030 – 35	0
16 - 20	2036 – 40	0
0 - 20	2021 - 40	0

Copeland

Figure 119 – Need for Gypsy and Traveller households in Copeland that did not meet the Planning Definition 2021-2040

Definition	Type	Number of Pitches
Supply	vacant public and private pitches	0
Supply	pitches on new sites	0
Supply	Pitches vacated by households moving to bricks and mortar	0
Supply	Pitches vacated by households moving away from the study area	0
Supply	Total Supply of all pitch types	0
Current need	Households on unauthorised developments	0
Current need	Households on unauthorised encampments	0
Current need	Concealed households/Doubling-up/Over-crowding	0
Current need	Movement from bricks and mortar	0
Current need	Households on waiting lists for public sites	0
Current need	Total Current Need	0
Future Need	5 year needs from teenage children	0
Future Need	Households on sites with temporary planning permission	0
Future Need	In-migration	0
Future Need	New household formation	0
Future Need	(Formation from household demographics)	0
Future Need	Total Future Needs	0
Net pitch need	Current Need (0) + Future Need (0) – Total Supply (0)	0

Figure 120 – Need for Gypsy and Traveller households in Copeland that did not meet the planning definition by year periods

Year	Dates	Need
0 – 5	2021 – 25	0
6 – 10	2026 – 30	0
11 – 15	2030 – 35	0
16 - 20	2036 – 40	0
0 - 20	2021 - 40	0

Figure 121 – Need for Travelling Showpeople households in Copeland that did not meet the Planning Definition 2021-2040

Definition	Type	Number of Plots
Supply	vacant public and private plots	0
Supply	Plots on new yards	0
Supply	Plots vacated by households moving to bricks and mortar	0
Supply	Plots vacated by households moving away from the study area	0
Supply	Total Supply of all plot types	0
Current need	Households on unauthorised developments	0
Current need	Households on unauthorised encampments	0
Current need	Concealed households/Doubling-up/Over-crowding	0
Current need	Movement from bricks and mortar	0
Current need	Households on waiting lists for public sites	0
Current need	Total Current Need	0
Future Need	5 year needs from teenage children	0
Future Need	Households on yards with temporary planning permission	0
Future Need	In-migration	0
Future Need	New household formation	0
Future Need	Total Future Needs	0
Net pitch need	Current Need (0) + Future Need (0) – Total Supply (0)	0

Figure 122 – Need for Travelling Showpeople households in Copeland that did not meet the Planning Definition by year periods

Year	Dates	Need
0 – 5	2021 – 25	0
6 – 10	2026 – 30	0
11 – 15	2030 – 35	0
16 - 20	2036 – 40	0
0 - 20	2021 - 40	0

Eden

Figure 123 – Need for Gypsy and Traveller households in Eden that did not meet the Planning Definition 2021-2040

Definition	Type	Number of Pitches
Supply	vacant public and private pitches	0
Supply	pitches on new sites	0
Supply	Pitches vacated by households moving to bricks and mortar	0
Supply	Pitches vacated by households moving away from the study area	0
Supply	Total Supply of all pitch types	0
Current need	Households on unauthorised developments	0
Current need	Households on unauthorised encampments	0
Current need	Concealed households/Doubling-up/Over-crowding	0
Current need	Movement from bricks and mortar	0
Current need	Households on waiting lists for public sites	0
Current need	Total Current Need	0
Future Need	5 year needs from teenage children	0
Future Need	Households on sites with temporary planning permission	0
Future Need	In-migration	0
Future Need	New household formation	0
Future Need	(Formation from household demographics)	0
Future Need	Total Future Needs	0
Net pitch need	Current Need (0) + Future Need (0) – Total Supply (0)	0

Figure 124 – Need for Gypsy and Traveller households in Eden that did not meet the planning definition by year periods

Year	Dates	Need
0 – 5	2021 – 25	0
6 – 10	2026 – 30	0
11 – 15	2030 – 35	0
16 - 20	2036 – 40	0
0 - 20	2021 - 40	0

Figure 125 – Need for Travelling Showpeople households in Eden that did not meet the Planning Definition 2021-2040

Definition	Type	Number of Plots
Supply	vacant public and private plots	0
Supply	Plots on new yards	0
Supply	Plots vacated by households moving to bricks and mortar	0
Supply	Plots vacated by households moving away from the study area	0
Supply	Total Supply of all plot types	0
Current need	Households on unauthorised developments	0
Current need	Households on unauthorised encampments	0
Current need	Concealed households/Doubling-up/Over-crowding	0
Current need	Movement from bricks and mortar	0
Current need	Households on waiting lists for public sites	0
Current need	Total Current Need	0
Future Need	5 year needs from teenage children	0
Future Need	Households on yards with temporary planning permission	0
Future Need	In-migration	0
Future Need	New household formation	0
Future Need	Total Future Needs	0
Net pitch need	Current Need (0) + Future Need (0) – Total Supply (0)	0

Figure 126 – Need for Travelling Showpeople households in Eden that did not meet the Planning Definition by year periods

Year	Dates	Need
0 – 5	2021 – 25	0
6 – 10	2026 – 30	0
11 – 15	2030 – 35	0
16 - 20	2036 – 40	0
0 - 20	2021 - 40	0

South Lakeland (excluding National Parks)

Figure 127 – Need for Gypsy and Traveller households in South Lakeland that did not meet the Planning Definition 2021-2040

Definition	Type	Number of Pitches
Supply	vacant public and private pitches	0
Supply	pitches on new sites	0
Supply	Pitches vacated by households moving to bricks and mortar	0
Supply	Pitches vacated by households moving away from the study area	0
Supply	Total Supply of all pitch types	0
Current need	Households on unauthorised developments	0
Current need	Households on unauthorised encampments	0
Current need	Concealed households/Doubling-up/Over-crowding	0
Current need	Movement from bricks and mortar	0
Current need	Households on waiting lists for public sites	0
Current need	Total Current Need	0
Future Need	5 year needs from teenage children	0
Future Need	Households on sites with temporary planning permission	0
Future Need	In-migration	0
Future Need	New household formation	0
Future Need	(Formation from household demographics)	0
Future Need	Total Future Needs	0
Net pitch need	Current Need (0) + Future Need (0) – Total Supply (0)	0

Figure 128 – Need for Gypsy and Traveller households in South Lakeland that did not meet the planning definition by year periods

Year	Dates	Need
0 – 5	2021 – 25	0
6 – 10	2026 – 30	0
11 – 15	2030 – 35	0
16 - 20	2036 – 40	0
0 - 20	2021 - 40	0

Figure 129 – Need for Travelling Showpeople households in South Lakeland that did not meet the Planning Definition 2021-2040

Definition	Type	Number of Plots
Supply	vacant public and private plots	0
Supply	Plots on new yards	0
Supply	Plots vacated by households moving to bricks and mortar	0
Supply	Plots vacated by households moving away from the study area	0
Supply	Total Supply of all plot types	0
Current need	Households on unauthorised developments	0
Current need	Households on unauthorised encampments	0
Current need	Concealed households/Doubling-up/Over-crowding	0
Current need	Movement from bricks and mortar	0
Current need	Households on waiting lists for public sites	0
Current need	Total Current Need	0
Future Need	5 year needs from teenage children	0
Future Need	Households on yards with temporary planning permission	0
Future Need	In-migration	0
Future Need	New household formation	0
Future Need	Total Future Needs	0
Net pitch need	Current Need (0) + Future Need (0) – Total Supply (0)	0

Figure 130 – Need for Travelling Showpeople households in South Lakeland that did not meet the Planning Definition by year periods

Year	Dates	Need
0 – 5	2021 – 25	0
6 – 10	2026 – 30	0
11 – 15	2030 – 35	0
16 - 20	2036 – 40	0
0 - 20	2021 - 40	0

Lake District National Park

Figure 131 – Need for Gypsy and Traveller households in LDNP that did not meet the Planning Definition 2021-2040

Definition	Type	Number of Pitches
Supply	vacant public and private pitches	0
Supply	pitches on new sites	0
Supply	Pitches vacated by households moving to bricks and mortar	0
Supply	Pitches vacated by households moving away from the study area	0
Supply	Total Supply of all pitch types	0
Current need	Households on unauthorised developments	0
Current need	Households on unauthorised encampments	0
Current need	Concealed households/Doubling-up/Over-crowding	0
Current need	Movement from bricks and mortar	0
Current need	Households on waiting lists for public sites	0
Current need	Total Current Need	0
Future Need	5 year needs from teenage children	0
Future Need	Households on sites with temporary planning permission	0
Future Need	In-migration	0
Future Need	New household formation	0
Future Need	(Formation from household demographics)	0
Future Need	Total Future Needs	0
Net pitch need	Current Need (0) + Future Need (0) – Total Supply (0)	0

Figure 132 – Need for Gypsy and Traveller households in LDNP that did not meet the planning definition by year periods

Year	Dates	Need
0 – 5	2021 – 25	0
6 – 10	2026 – 30	0
11 – 15	2030 – 35	0
16 - 20	2036 – 40	0
0 - 20	2021 - 40	0

Figure 133 – Need for Travelling Showpeople households in LDNP that did not meet the Planning Definition 2021-2040

Definition	Type	Number of Plots
Supply	vacant public and private plots	0
Supply	Plots on new yards	0
Supply	Plots vacated by households moving to bricks and mortar	0
Supply	Plots vacated by households moving away from the study area	0
Supply	Total Supply of all plot types	0
Current need	Households on unauthorised developments	0
Current need	Households on unauthorised encampments	0
Current need	Concealed households/Doubling-up/Over-crowding	0
Current need	Movement from bricks and mortar	0
Current need	Households on waiting lists for public sites	0
Current need	Total Current Need	0
Future Need	5 year needs from teenage children	0
Future Need	Households on yards with temporary planning permission	0
Future Need	In-migration	0
Future Need	New household formation	0
Future Need	Total Future Needs	0
Net pitch need	Current Need (0) + Future Need (0) – Total Supply (0)	0

Figure 134 – Need for Travelling Showpeople households in LDNP that did not meet the Planning Definition by year periods

Year	Dates	Need
0 – 5	2021 – 25	0
6 – 10	2026 – 30	0
11 – 15	2030 – 35	0
16 - 20	2036 – 40	0
0 - 20	2021 - 40	0

Yorkshire Dales National Park (Cumbria)

Figure 135 – Need for Gypsy and Traveller households in YDNPA (Cumbria) that did not meet the Planning Definition 2021-2040

Definition	Type	Number of Pitches
Supply	vacant public and private pitches	0
Supply	pitches on new sites	0
Supply	Pitches vacated by households moving to bricks and mortar	0
Supply	Pitches vacated by households moving away from the study area	0
Supply	Total Supply of all pitch types	0
Current need	Households on unauthorised developments	0
Current need	Households on unauthorised encampments	0
Current need	Concealed households/Doubling-up/Over-crowding	0
Current need	Movement from bricks and mortar	0
Current need	Households on waiting lists for public sites	0
Current need	Total Current Need	0
Future Need	5 year needs from teenage children	0
Future Need	Households on sites with temporary planning permission	0
Future Need	In-migration	0
Future Need	New household formation	0
Future Need	(Formation from household demographics)	0
Future Need	Total Future Needs	0
Net pitch need	Current Need (0) + Future Need (0) – Total Supply (0)	0

Figure 136 – Need for Gypsy and Traveller households in YDNPA (Cumbria) that did not meet the planning definition by year periods

Year	Dates	Need
0 – 5	2021 – 25	0
6 – 10	2026 – 30	0
11 – 15	2030 – 35	0
16 - 20	2036 – 40	0
0 - 20	2021 - 40	0

Figure 137 – Need for Travelling Showpeople households in YDNPA (Cumbria) that did not meet the Planning Definition 2021-2040

Definition	Type	Number of Plots
Supply	vacant public and private plots	0
Supply	Plots on new yards	0
Supply	Plots vacated by households moving to bricks and mortar	0
Supply	Plots vacated by households moving away from the study area	0
Supply	Total Supply of all plot types	0
Current need	Households on unauthorised developments	0
Current need	Households on unauthorised encampments	0
Current need	Concealed households/Doubling-up/Over-crowding	0
Current need	Movement from bricks and mortar	0
Current need	Households on waiting lists for public sites	0
Current need	Total Current Need	0
Future Need	5 year needs from teenage children	0
Future Need	Households on yards with temporary planning permission	0
Future Need	In-migration	0
Future Need	New household formation	0
Future Need	Total Future Needs	0
Net pitch need	Current Need (0) + Future Need (0) – Total Supply (0)	0

Figure 138 – Need for Travelling Showpeople households in YDNPA (Cumbria) that did not meet the Planning Definition by year periods

Year	Dates	Need
0 – 5	2021 – 25	0
6 – 10	2026 – 30	0
11 – 15	2030 – 35	0
16 - 20	2036 – 40	0
0 - 20	2021 - 40	0

20. Appendix D: Neighbouring Authority Interviews

Cumbria Police (only the representatives for Allerdale responded)

Long-term Encampments

- » Several encampments have formed in Allerdale that are informally tolerated, many of which are a result of the COVID pandemic. There have also been several unauthorised encampments which appear to move around the area following lawful eviction.
- » The lack of formal site provision in Allerdale means that there no alternative location to offer to unauthorised/tolerated encampments. During the pandemic it has become clear that there is a lack of hygiene and health facilities for encampments, which has public health ramifications and has contributed to raising tensions within the nearby settled communities.

Short-term Encampments

- » There is often an increase in encampments just before and after the Appleby fair times (early May to late June) as families are on route to visit the fair. During 2020, with the fair being cancelled, an increase in short-term encampments has been seen; many are the same families who move to new locations around the borough.
- » It was felt that there should be a formal transit site offering full provisions. This would assist with engagement and therefore increase understanding. It would also mean that any unauthorised encampments could more legitimately be asked to move to the formal site as an alternative. This will hopefully also ease tensions with the settled community.
- » The needs of encampments are considered and met through a multi-agency visit that brings together all with a statutory responsibility. Decisions are then made based around those needs, and that of the local community, to either tolerate the encampment or move it on.

Bricks and Mortar Residents

- » While not aware of any families living in bricks and mortar at present, there are plans to complete a formal diversity mapping exercise in 2021 across West Cumbria, involving all hub partners, that would identify Gypsy and Traveller communities living in housing and help to assess their needs.

Future Priorities and Other Issues

- » Identifying and building a permanent site, and increased joint engagement to better understand the needs of the Gypsy and Traveller community should be a future priority for Allerdale Borough Council.
- » Following years of being segregated by communities and held as troublemakers/criminals, there is a lack of trust from the Travelling community. To break this down a dialogue must be opened with the community which will help to better understand how to work alongside the community.
- » The local focus hub in Allerdale leads on multi-agency work and each new encampment is referred in for coordinated activity and engagement. This is working very well, particularly for managing tensions within both the Traveller and settled communities.

Durham County Council

With regard to **overall accommodation need** in Durham, the views of the officer interviewed were as follows:

- » Durham County Council own and manage 6 permanent Gypsy and Traveller sites consisting of 126 permanent pitches. There is no transit provision provided on any of the permanent sites.
- » The permanent sites meet the current demand for permanent pitches within County Durham.
- » The County Durham Plan (CDP) was adopted having been through examination in 2020. The Gypsy and Traveller need is met within County Durham based on evidence within the updated 2018 Traveller Site Needs Assessment (TSNA) for the period 2020 to 2035.
- » The GRT Service are aware of numbers of encampments in County Durham. Encampments that occur can be authorised (e.g. on private land where the landowner gives consent, or on DCC owned Temporary Stop Over Areas), or unauthorised. For the purposes of recording 'short-term' is classed as less than 28 days. The highest numbers of encampments occur on traditional trade, travel, and migration routes, including the migration to and from Appleby Fair, and areas where there are significant Gypsy and Traveller communities who are resident in County Durham.

With regard to the subject of **cross border issues and the Duty to Cooperate**, the views of the officer interviewed were as follows:

- » County Durham have had a number of applications for permanent site provision from families living on sites within neighbouring authorities. It was felt that this is due to the standard of permanent site provision provided in County Durham. This includes larger pitches, state of the art heating facilities and good site management practices.
- » It was felt that County Durham and all neighbouring authorities are complying with the Duty to Cooperate.

Craven District Council

With regard to overall accommodation need in Craven, the views of the officer interviewed were as follows:

- » There is no evidence of a requirement for a public site in Craven, no evidence for a requirement for any extra provision for Showpeople, and no evidence of deficiencies in service provision for any of the Gypsy and Traveller families within Craven.
- » There are traditional, informal stopping-off points used by travellers en-route to and from the Appleby Horse Fair, which provide for the temporary needs of Gypsies and Travellers passing through the area.
- » A future priority for the Council is to continue meeting the needs of the Gypsy and Traveller community through the local plan, by keeping the evidence up to date.

With regard to the subject of cross border issues and the Duty to Cooperate, the views of the officer interviewed were as follows:

- » No specific cross border issues were identified.
- » The local plan inspector concluded that Craven Council complied with the Duty to Cooperate in preparing the Craven Local Plan (2012-2032).

Dumfries and Galloway Council

With regard to **overall accommodation need** in Dumfries and Galloway, the views of the officer interviewed were as follows:

- » Dumfries & Galloway Council follow Scottish Government policy and legislation and does not follow GTAA protocol. The Council have recently completed the refurbishment of one site to meet the Scottish Governments Minimum Standard and are currently going through an options appraisal process for another site which does not meet the minimum standard.
- » Dumfries and Galloway Council has long standing lease arrangements in place to provide appropriate sites for Showpeople to stay over the spring and autumn fair season. These arrangements ensure that their accommodation needs are fully addressed within Dumfries and Galloway.
- » The volume of unauthorised encampments that stop in the region is not sufficient to require the need for transit provision.

With regard to the subject of **cross border issues and the Duty to Cooperate**, the views of the officer interviewed were as follows:

- » No specific cross border issues were identified. However, it was felt that changes in legislation²⁰ brought in by the UK Parliament for England could result in a higher level of encampments in Scotland, especially in the South.

Lancaster City Council

With regard to overall accommodation need in Lancaster, the views of the officer interviewed were as follows:

- » The last GTAA identified a need for a further 8 pitches. Two separate calls for sites have been conducted but no suitable sites were identified when assessed, either due to flood zone 3 or not being in a sustainable location.
- » Since the last GTAA, 2 additional pitches were granted temporary permission in 2018, with consent for 3 years. However, the council has amended the policy requirements for new sites to include rural sustainable settlements as well as the main urban areas of the district. These new policy requirements will give the new temporary permissions a greater chance of success when reviewed.
- » Council records show that there have only been 4 unauthorised encampments since October 2020. All instances were very short term and moved on very quickly. It is suspected that most instances of unauthorised encampments are either just passing through the area or visiting family.

With regard to the subject of cross border issues and the Duty to Cooperate, the views of the officer interviewed were as follows:

- » No specific cross-border issues were identified.
- » It was felt that Lancaster Council are complying with the Duty to Cooperate. Due to Lancaster Council being a self-contained housing market, the Council were unable to offer definitive comment on whether or not all neighbouring authorities were similarly complying. However,

²⁰ <https://publications.parliament.uk/pa/bills/cbill/58-01/0268/200268.pdf>

it was acknowledged that a GTAA covering the whole county is good practice and see scope to work more closely with the Cumbria authorities in the future.

Northumberland County Council

With regard to **overall accommodation need** in Northumberland, the views of the officer interviewed were as follows:

- » Following the 2015 needs assessment and 2018 update, the Local Plan Inspector indicated soundness issues with this the Gypsy, Traveller and Travelling Showperson part of the Plan, including within the evidence base document.
- » Based on the issues highlighted through the plan inspection, the Council has informed the inspector that they will prepare a Gypsy, Traveller, Travelling Showperson Local Plan by 2023, informed by a new needs assessment, which has already begun.

With regard to the subject of **cross border issues and the Duty to Cooperate**, the views of the officer interviewed were as follows:

- » Aside from Traveller movement during the Appleby Fair, no other specific cross border issues.
- » It was felt that Northumberland and the neighbouring authorities are complying with the Duty to Cooperate.

Richmondshire District Council

With regard to overall accommodation need in Richmondshire, the views of the officer interviewed were as follows:

- » Richmondshire Council have strong working relationships with the two sites in the district and the residents are aware that they can contact the Council to help resolve any issues they may have.
- » There are currently no unauthorised encampments or temporary permissions in Richmondshire. The Council tolerate short term encampments visiting on the route to Appleby Fair and will visit if any issues are reported.
- » If the numbers of short-term encampments were to increase, which resulted in a need for formal transit provision, then the Council could consider temporary/seasonal stopping places.

With regard to the subject of cross border issues and the Duty to Cooperate, the views of the officer interviewed were as follows:

- » No specific cross border issues were identified.
- » It was felt that Richmondshire and all neighbouring authorities are complying with the Duty to Cooperate.

21. Appendix E: Site and Yard Lists (September 2021)

Allerdale

Figure 139 – Allerdale site and yard list

Type of site / yard	Name of Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
Public sites	None	-	-
Private Sites with Permanent Permission	None	-	-
Private Sites with Temporary Permission	None	-	-
Tolerated Sites-Long-term without Planning Permission	None	-	-
Unauthorised Sites	None	-	-
Unauthorised Encampments	Land adjacent to Jump Mania	-	1
Unauthorised Encampments	Oldside	-	2
Unauthorised Encampments	Rise How Industrial Estate	-	3
Unauthorised Encampments	The Woodyard	-	2
TOTAL PITCHES		0	8
Travelling Showpeople Yards	Fletchers Yard	1	-
Travelling Showpeople Yards	Meadow Lodge	1	-
Travelling Showpeople Yards	The Printfield	2	-
Travelling Showpeople Yards	Slaters Yard	6	-
TOTAL PLOTS		10	-
Travelling Showpeople Bricks & Mortar	King Street, Maryport	1	-
Travelling Showpeople Bricks & Mortar	Meadow Lodge	1	-
TOTAL BRICKS & MORTAR		2	0
TOTAL PITCHES AND PLOTS		12	8

Barrow-in-Furness

Figure 140 – Barrow-in-Furness site and yard list

Type of site / yard	Name of Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
Public sites	None	-	-
Private Sites with Permanent Permission	Old Candleworks, Barrow-in-Furness ²¹	9	-
Private Sites with Temporary Permission	None	-	-
Tolerated Sites-Long-term without Planning Permission	None	-	-
Unauthorised Sites	None	-	-
Unauthorised Encampments	None	-	-
TOTAL PITCHES		9	0
Travelling Showpeople Yards	None	-	-
TOTAL PLOTS		0	0
TOTAL PITCHES AND PLOTS		9	0

²¹ Whilst the site is licenced for 17 caravans, there are 9 pitches set out.

Carlisle

Figure 141 – Carlisle site and yard list

Type of site / yard	Name of Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
Public sites	None	-	-
Private Sites with Permanent Permission	Ashbrook Yard	1	-
Private Sites with Permanent Permission	Atchin Tan	10	-
Private Sites with Permanent Permission	Crynbeck Stables	2	-
Private Sites with Permanent Permission	Ghyll Bank Yard	1	-
Private Sites with Permanent Permission	Green Acres	1	-
Private Sites with Permanent Permission	Hadrians Camp	40	-
Private Sites with Permanent Permission	Land adjacent Washbeck Paddock	1	-
Private Sites with Permanent Permission	Land opposite Washbeck Paddock	1	-
Private Sites with Permanent Permission	Low Harker Dene	15	-
Private Sites with Permanent Permission	Oak Meadows	1	-
Private Sites with Permanent Permission	Old Mother's Meadow	1	-
Private Sites with Permanent Permission	Parkfield Stables	3	-
Private Sites with Permanent Permission	Scotby Acres	2	-
Private Sites with Permanent Permission	The Chalet	1	-
Private Sites with Permanent Permission	The Court Yard (pitches 1-10)	10	-
Private Sites with Permanent Permission	The Court Yard (11-15)	5	-
Private Sites with Permanent Permission	Thistle Stables	1	-
Private Sites with Permanent Permission	Vienna Rose Stables	1	-
Private Sites with Permanent Permission	Washbeck Paddock	1	-
Private Sites with Permanent Permission	Woodlands View	4	-
Private Sites with Temporary Permission	None	-	-
Tolerated Sites-Long-term without Planning Permission	None	-	-
Unauthorised Sites	Next to Oak Meadows (Plot1)	-	5
Unauthorised Sites	Next to Oak Meadows (Plot2)	-	1
Unauthorised Sites	Next to Oak Meadows (Plot3)	-	5
Unauthorised Encampments	None	-	-
TOTAL PITCHES		102	11
Travelling Showpeople Yards	Willowholme (Millers)	1	-
Travelling Showpeople Yards	Willowholme (Paris)	15	-
TOTAL PLOTS		16	0
TOTAL PITCHES AND PLOTS		118	11

Copeland

Figure 142 – Copeland site and yard list

Type of site / yard	Name of Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
Public sites	None	-	-
Private Sites with Permanent Permission	None	-	-
Private Sites with Temporary Permission	None	-	-
Tolerated Sites-Long-term without Planning Permission	None	-	-
Unauthorised Sites	None	-	-
Unauthorised Encampments	None	-	-
TOTAL PITCHES		0	0
Travelling Showpeople Yards	None	-	-
TOTAL PLOTS		0	0
TOTAL PITCHES AND PLOTS		0	0

Eden

Figure 143 – Eden site and yard list

Type of site / yard	Name of Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
Public sites	None		
Private Sites with Permanent Permission	Lakeland View, Penrith	75 (caravans)	-
Private Sites with Temporary Permission	Nutwood, Melmerby	1	
Tolerated Sites-Long-term without Planning Permission	None		
Unauthorised Sites	None		
Unauthorised Encampments	None		
TOTAL PITCHES		76	0
Travelling Showpeople Yards	None		
TOTAL PLOTS		0	0
TOTAL PITCHES AND PLOTS		76	0

South Lakeland (excluding National Parks)

Figure 144 – South Lakeland site and yard list

Type of site / yard	Name of Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
Public sites	None	-	-
Private Sites with Permanent Permission	Eskrigg	1	-
Private Sites with Temporary Permission	None	-	-
Tolerated Sites-Long-term without Planning Permission	None	-	-
Unauthorised Sites	None	-	-
Unauthorised Encampments	None	-	-
TOTAL PITCHES		1	0
Travelling Showpeople Yards	None	-	-
TOTAL PLOTS		0	0
Seasonal Transit Sites	Middleton-on-Lune	n/a	-
TOTAL PITCHES AND PLOTS		1	0

Lake District National Park

Figure 145 – LDNP site and yard list

Type of site / yard	Name of Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
Public sites	None	-	-
Private Sites with Permanent Permission	None	-	-
Private Sites with Temporary Permission	None	-	-
Tolerated Sites-Long-term without Planning Permission	None	-	-
Unauthorised Sites	None	-	-
Unauthorised Encampments	None	-	-
TOTAL PITCHES		0	0
Travelling Showpeople Yards	Gilpin Bridge (storage only)	-	-
TOTAL PLOTS		0	0
TOTAL PITCHES AND PLOTS		0	0

Yorkshire Dales National Park (Cumbria)

Figure 146 – YDNPA (Cumbria) site and yard list

Type of Site / Yard	Number	Authorised Pitches or Plots	Unauthorised Pitches or Plots
Public Sites	None		
Private Sites with Permanent Permission	None		
Private Sites with Temporary Permission	None		
Tolerated Sites-Long-term without Planning Permission	None		
Unauthorised Sites	None		
Unauthorised Encampments	None		
TOTAL PITCHES	None	0	0
Travelling Showpeople Yards	None		
TOTAL PLOTS	None	0	0
TOTAL PITCHES AND PLOTS		0	0

22. Appendix F: Household Interview Questions



GTAA Questionnaire

Introduction

- ^{22.1} Good morning/ afternoon My name is [INTERVIEWER] from Opinion Research Services, working on behalf of [CLIENT]
- ^{22.2} The Council are undertaking a study of Gypsy, Traveller and Travelling Showpeople accommodation needs assessment in this area. This is needed to make sure that accommodation needs are properly assessed and to get a better understanding of the needs of the Travelling Community.
- ^{22.3} The Council need to try and speak with every Gypsy, Traveller and Travelling Showpeople household in the area to make sure that the assessment of need is accurate.
- ^{22.4} Your household will not be identified and all the information collected will be anonymous and will only be used to help understand the needs of Gypsy, Traveller and Travelling Showpeople households.

All questions are optional and all information you provide will be processed by ORS in accordance with the Data Protection Act and GDPR. Your responses will be stored and processed electronically and securely. This paper form will be securely destroyed after processing. Your household will not be identified to the council and only anonymous data and results will be submitted, though verbatim comments may be reported in full, and the data from this survey will only be used to help understand the needs of Gypsy, Traveller and Travelling Showpeople households

General Information

Q1. Name of planning authority.

Q2. Address and pitch number.

Q3. Date of visit.

Q4. Time of visit.

Q5. What is the type of accommodation?

Type of Accommodation	Check only one box
Council	<input type="checkbox"/>
Private rented	<input type="checkbox"/>
Private owned	<input type="checkbox"/>
Unauthorised	<input type="checkbox"/>
Bricks & Mortar	<input type="checkbox"/>

Q6. Name of family.

Q7. Ethnicity of family.

Ethnicity	Check only one box
Romany Gypsy	<input type="checkbox"/>
Irish Traveller	<input type="checkbox"/>
Scots Gypsy or Traveller	<input type="checkbox"/>
Show Person	<input type="checkbox"/>
New Traveller	<input type="checkbox"/>
English Traveller	<input type="checkbox"/>
Welsh Gypsy	<input type="checkbox"/>
Non Traveller	<input type="checkbox"/>
Other	<input type="checkbox"/>

Q8. How many mobile home are on the pitch?

Q9. How many touring caravans are on the pitch?

Q10. How many day rooms are on the pitch?

Q11. Are there any other units on the pitch?

Q12. Is this site your main place of residence?

Q13. If not, where is your main residence?

Q14. How long have you lived here?

Q15. If you have moved within the past 5 years, where did you move from?

Q16. Do you live here out of choice or because there is no other option?

Q17. If yes, why do you feel there is no other choice?

Q18. Is this site suitable for your household?

Q19. If not, why do you feel this site isn't suitable?

Household Demographics

Q20. How many separate families or single adults live on this pitch?

Q21. Please tell me about the members of your household.

Separate family or single adult	Gender	Age
Person 1 (Interviewee)		
Person 2		
Person 3		
Person 4		
Person 5		
Person 6		
Person 7		
Person 8		
Person 9		
Person 10		

Accommodation Needs

Q22. How many families or single adults living on this pitch will need a pitch of their own in the next five years?

Q23. How many of your children will need a home of their own in the next 5 years?

Q24. Do the children counted above currently live on this site?

Q25. Would they wish to stay here and, if not, where would they wish to move to?

Q26. Where do they currently live? Would they wish to move to this site or another local site if possible?

Waiting List

Q27. Is anyone here on the waiting list for a pitch in this area?

Q28. How many people living here are on the waiting list for this area?

Q29. How long have they been on the waiting list?

Length on the waiting list	Check only one box
0 – 3 months	<input type="checkbox"/>
3 – 6 months	<input type="checkbox"/>
6 – 12 months	<input type="checkbox"/>
1 – 2 years	<input type="checkbox"/>
2 or more years	<input type="checkbox"/>
Don't know	<input type="checkbox"/>

Q30. Can you provide any more detail about the people on the waiting list?

Q31. Does anyone here want to be on the waiting list?

Q32. How many people would like to go on the waiting list?

Q33. Can you give me contact details for people wanting to be on the waiting list?

Future Accommodation Needs

Q34. Do you plan to move from this site in the next five years?

Q35. Why do you plan to move?

Q36. Where do you plan to move to?

Where do you plan to move to?	Check boxes that apply
Another site in this area	<input type="checkbox"/>
A site in another council are	<input type="checkbox"/>
Bricks & Mortar in this area	<input type="checkbox"/>
Bricks & Mortar in another council area	<input type="checkbox"/>
Other (e.g. land they own elsewhere)	<input type="checkbox"/>

Q37. Would you prefer to buy a site or rent on a public or private site?

Type of tenure	Check boxes that apply
Private buy	<input type="checkbox"/>
Private rent	<input type="checkbox"/>
Public rent	<input type="checkbox"/>

Q38. Can you afford to buy a private pitch or site?

Type of tenure	Check only one box
Yes	<input type="checkbox"/>
No	<input type="checkbox"/>
Don't know	<input type="checkbox"/>

Q39. Are you aware of, or do you own any land that has potential for new pitches?

Q40. Where is the site who owns it?

Travelling

Q41. How many trips, living in a caravan or a trailer, have you or members of your family made away from your permanent base in the last 12 months?

How many trips taken	Number of trips	Check only one box
Person 1 (Interviewee)	0	<input type="checkbox"/>
Person 2	1	<input type="checkbox"/>
Person 3	2	<input type="checkbox"/>
Person 4	3	<input type="checkbox"/>
Person 5	4	<input type="checkbox"/>
Person 6	5+	<input type="checkbox"/>

Q42. Which family members travelled?

Family who travel	Check boxes that apply
All the family	<input type="checkbox"/>
Adult male	<input type="checkbox"/>
Other	<input type="checkbox"/>

Q43. What were the reasons for travelling?

Reasons for travel	Check boxes that apply
Work	<input type="checkbox"/>
Holidays	<input type="checkbox"/>
Visiting family	<input type="checkbox"/>
Fairs	<input type="checkbox"/>
Other	<input type="checkbox"/>

Q44. At what time of year do you or family members usually travel?

Family who travel	Check boxes that apply
All year	<input type="checkbox"/>
Summer	<input type="checkbox"/>
Winter	<input type="checkbox"/>

Q45. How long do you usually travel for?

Q46. Where do you or family members usually stay when they are travelling?

Places of stay	Check boxes that apply
Local Authority transit sites	<input type="checkbox"/>
Private transit site	<input type="checkbox"/>
Roadside	<input type="checkbox"/>
Friends / Family	<input type="checkbox"/>
Other	<input type="checkbox"/>

Q47. Are there any reasons you don't travel at the moment?

Q48. Have you or family members ever travelled?

Q49. If so, when did you or family members last travel?

Q50. What were the reasons for travelling?

Reasons for travel	Check boxes that apply
Work	<input type="checkbox"/>
Holidays	<input type="checkbox"/>
Visiting family	<input type="checkbox"/>
Fairs	<input type="checkbox"/>
Other	<input type="checkbox"/>

Q51. If you don't travel, why do you not travel anymore?

Reasons for not travelling	Check only one box
Children in school	<input type="checkbox"/>
Ill health	<input type="checkbox"/>
Old age	<input type="checkbox"/>
Settled now	<input type="checkbox"/>
Nowhere to stop	<input type="checkbox"/>
No work opportunities	<input type="checkbox"/>
Other	<input type="checkbox"/>

Q52. Do you or other family members plan to travel in the future?

Q53. When and why do you / they plan to travel?

Q54. Is there anything else you'd like to tell us about your travelling patterns?

Contact Information

Q55. Is there anything else you'd like to tell us about this site and your accommodation needs?

Q56. Would you like the Council to contact you about your accommodation needs?

Q57. Can I confirm the details they should use to contact you?

Details	Form of contact
Name	
Phone Number	
Email address	

Q59. Are you able to provide the contact details of anyone living in Bricks and Mortar who we should contact for our study?

23. Appendix G: ORS Technical Note on Gypsy and Traveller Household Formation and Growth Rates



Technical Note

Gypsy and Traveller Household Formation and Growth Rates

June 2020

Opinion Research Services



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Any press release or publication of this research requires the advance approval of ORS. Such approval will only be refused on the grounds of inaccuracy or misrepresentation.

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Household Growth Rates

Abstract and Conclusions

1. National and local household formation and growth rates are important components of Gypsy and Traveller accommodation assessments, but until 2013 little detailed work had been done to assess their likely scale. ORS undertook work in 2013 to assess the likely rate of demographic growth for the Gypsy and Traveller population and concluded that the figure could be as low 1.25% per annum, but that best available evidence supports a national net household growth rate of 1.50% per annum.
2. This analysis was produced as a separate document in 2013 and then updated in 2015 (www.opinionresearch.co.uk/formation2015) in light of comments from academics, planning agents and local authorities. The 2015 document was complex because there was still serious dispute as to the level of demographic growth for Gypsies and Travellers in 2015. However, ORS now consider these disputes have largely been resolved at Planning Appeals and Local Plan Examinations, so we consider that much of the supporting evidence is now no longer required to be in the document.
3. This current document represents a shortened re-statement to our findings in 2015 to allow for easier comprehension of the issues involved. It contains no new research and if reader wishes to see further details of the supporting information, they should review the more detailed 2015 report.

Introduction

4. Compared with the general population, the relative youthfulness of many Gypsy and Traveller populations means that their birth rates are likely to generate higher-than-average population growth, and proportionately higher *gross* household formation rates. However, while their *gross* rate of household growth might be high, Gypsy and Traveller communities' future accommodation needs are, in practice, affected by any reduction in the number of households due to dissolution and/or by movements in/out of the area and/or by transfers into other forms of housing. Therefore, the *net* rate of household growth is the *gross* rate of formation *minus* any reductions in households due to such factors.

Modelling Population and Household Growth Rates

5. The basic equation for calculating the rate of Gypsy and Traveller population growth seems simple: start with the base population and then calculate the average increase/decrease by allowing for births, deaths, in-/out-migration and household dissolution. Nevertheless, deriving satisfactory estimates is difficult because the evidence is often tenuous – so, in this context in 2013, ORS modelled the growth of the national Gypsy and Traveller population based on the most likely birth and death rates, and by using PopGroup (the leading software for population and household forecasting). To do so, we supplemented the available national statistical sources with data derived from our own surveys.

Migration Effects

6. Population growth is affected by national net migration and local migration (as Gypsies and Travellers move from one area to another). In terms of national migration, the population of Gypsies and Travellers is relatively fixed, with little international migration. It is in principle possible for Irish Travellers (based in Ireland) to move to the UK, but there is no evidence of this happening to a significant extent and the vast majority of Irish Travellers were born in the UK or are long-term residents.

Population Profile

7. The main source for the rate of Gypsy and Traveller population growth is the UK 2011 Census. The ethnicity question in the 2011 Census included for the first time 'Gypsy and Irish Traveller' as a specific category. While non-response bias probably means that the size of the population was underestimated, the age profile the Census provides is not necessarily distorted and matches the profile derived from ORS's extensive household surveys.

Table 1 - Age Profile for the Gypsy and Traveller Community in England (Source: UK Census of Population 2011)

Age Group	Number of People	Cumulative Percentage
Age 0 to 4	5,725	10.4
Age 5 to 7	3,219	16.3
Age 8 to 9	2,006	19.9
Age 10 to 14	5,431	29.8
Age 15	1,089	31.8
Age 16 to 17	2,145	35.7
Age 18 to 19	1,750	38.9
Age 20 to 24	4,464	47.1
Age 25 to 29	4,189	54.7
Age 30 to 34	3,833	61.7
Age 35 to 39	3,779	68.5
Age 40 to 44	3,828	75.5
Age 45 to 49	3,547	82.0
Age 50 to 54	2,811	87.1
Age 55 to 59	2,074	90.9
Age 60 to 64	1,758	94.1
Age 65 to 69	1,215	96.3
Age 70 to 74	905	97.9
Age 75 to 79	594	99.0
Age 80 to 84	303	99.6
Age 85 and over	230	100.0

Birth and Fertility Rates

8. The table above provides a way of understanding the rate of population growth through births. The table shows that surviving children aged 0-4 years comprise 10.4% of the Gypsy and Traveller population – which means that, on average, 2.1% of the total population was born each year (over the last 5 years). The same estimate is confirmed if we consider that those aged 0-14 comprise 29.8% of the Gypsy and Traveller population – which also means that almost exactly 2% of the population was born each year.
9. The total fertility rate (TFR) for the whole UK population is just below 2 – which means that on average each woman can be expected to have just less than two children who reach adulthood. We know of only one estimate of fertility rates of the UK Gypsy and Traveller community, in *'Ethnic identity and inequalities in*

Britain: The dynamics of diversity by Dr Stephen Jivraj and Professor Ludi Simpson (published May 2015). The authors use the 2011 Census data to estimate the TFR for the Gypsy and Traveller community as 2.75.

10. ORS used our own multiple survey data to investigate the fertility rates of Gypsy and Traveller women. The ORS data shows that on average Gypsy and Traveller women aged 32 years have 2.5 children (but, because the children of mothers above this age point tend to leave home progressively, full TFRs were not completed). On this basis it is reasonable to infer an average of 3 children per woman during her lifetime, which is broadly consistent with the estimate of 2.75 children per woman derived from the 2011 Census.

Death Rates

11. Although the above data imply an annual growth rate through births of about 2%, the death rate has also to be taken into account. Whereas the average life expectancy across the whole population of the UK is currently just over 80 years, a Sheffield University study found that Gypsy and Traveller life expectancy is about 10-12 years less than average (Parry et al (2004) *'The Health Status of Gypsies and Travellers: Report of Department of Health Inequalities in Health Research Initiative'*, University of Sheffield).
12. Therefore, in our population growth modelling we used a conservative estimate of average life expectancy as 72 years – which is entirely consistent with the lower-than-average number of Gypsies and Travellers aged over 70 years in the 2011 Census (and also in ORS's own survey data).

Modelling Outputs

13. If we assume a TFR of 3 and an average life expectancy of 72 years for Gypsies and Travellers, then the modelling, undertaken in PopGroup, projects the population to increase by 66% over the next 40 years – implying a population compound growth rate of 1.25% per annum. If we assume that Gypsy and Traveller life expectancy increases to 77 years by 2050, then the projected population growth rate rises to nearly 1.50% per annum. To generate an 'upper range' rate of population growth, we assumed an implausible TFR of 4 and an average life expectancy rising to 77 over the next 40 years – which then yields an 'upper range' growth rate of 1.90% per annum.

Household Growth

14. In addition to population growth influencing the number of households, the size of households also affects the number. Hence, population and household growth rates do not necessarily match directly, mainly due to the current tendency for people to live in smaller childless or single person households.
15. Because the Gypsy and Traveller population is relatively young and has many single parent households, a 1.25%-1.50% annual population growth could yield higher-than-average household growth rates, particularly if average household sizes fall or if younger-than-average households form. However, while there is evidence that Gypsy and Traveller households already form at an earlier age than in the general population, the scope for a more rapid rate of growth, through even earlier household formation, is limited.
16. Based on the 2011 Census, the table below compares the age of household representatives in English households with those in Gypsy and Traveller households – showing that the latter has many more household representatives aged under-25 years. In the general English population 3.60% of household representatives are aged 16-24, compared with 8.70% in the Gypsy and Traveller population. ORS's survey data shows that about 10% of Gypsy and Traveller households have household representatives aged under-25 years.

Table 2 - Age of Head of Household (Source: UK Census of Population 2011)

Age of household representative	Number of households - England	Percentage households - England	Number of households – Gypsy and Traveller	Percentage households – Gypsy and Traveller
Age 24 and under	790,974	3.6%	1,698	8.7%
Age 25 to 34	3,158,258	14.3%	4,232	21.7%
Age 35 to 49	6,563,651	29.7%	6,899	35.5%
Age 50 to 64	5,828,761	26.4%	4,310	22.2%
Age 65 to 74	2,764,474	12.5%	1,473	7.6%
Age 75 to 84	2,097,807	9.5%	682	3.5%
Age 85 and over	859,443	3.9%	164	0.8%
Total	22,063,368	100%	19,458	100%

17. The following table shows that the proportion of single person Gypsy and Traveller households is not dissimilar to the wider population of England; but there are more lone parents, fewer couples without children, and fewer households with non-dependent children amongst Gypsies and Travellers

Table 3 - Household Type (Source: UK Census of Population 2011)

Household Type	Number of households - England	Percentage households - England	Number of households – Gypsy and Traveller	Percentage households – Gypsy and Traveller
Single person	6,666,493	30.3%	5,741	29.5%
Couple with no children	5,681,847	25.7%	2345	12.1%
Couple with dependent children	4,266,670	19.3%	3683	18.9%
Couple with non-dependent children	1,342,841	6.1%	822	4.2%
Lone parent: Dependent children	1,573,255	7.1%	3,949	20.3%
Lone parent: All children non-dependent	766,569	3.5%	795	4.1%
Other households	1,765,693	8.0%	2,123	10.9%
Total	22,063,368	100%	19,458	100%

18. The key point, though, is that since 20% of Gypsy and Traveller households are lone parents with dependent children, and up to 30% are single persons, there is limited potential for further reductions in average household size to increase current household formation rates significantly – and there is no reason to think that earlier household formations or increasing divorce rates will in the medium term affect household formation rates. While there are differences with the general population, a 1.25%-1.50% per annum Gypsy and Traveller population growth rate is likely to lead to a household growth rate of 1.25%-1.50% per annum

Summary Conclusions

19. The best available evidence suggests that the net annual Gypsy and Traveller household growth rate is 1.50% per annum. Some local authorities might allow for a household growth rate of up to 2.50% per annum, to

provide a 'margin' if their populations are relatively youthful; but in areas where on-site surveys indicate that there are fewer children in the Gypsy and Traveller population, lower estimates should be used.

20. The outcomes of this Technical Note can be used to provide an estimate of local new household formation rates by adjusting the upper national growth rate of 1.50% based on local demographic characteristics.
21. In addition, in certain circumstances where the numbers of households and children are higher or lower than national data has identified, or the population age structure is skewed by certain age groups, it may not be appropriate to apply a percentage rate for new household formation. In these cases, a judgement should be made on likely new household formation based on the age and gender of the children identified in local household interviews. This should be based on the assumption that 50% of households likely to form will stay in any given area and that 50% will pair up and move to another area, while still considering the impact of dissolution. This is based on evidence from over 140 GTAAAs that ORS have completed across England and Wales involving over 4,300 household interviews.