



**Draft Duty to Co-operate Supplement:
Gypsy and Traveller and Travelling
Showpeople – GTAA and DPD.**

The Duty to Co-operate Supplement: Gypsy and Traveller and Travelling Showpeople - GTAA and DPD.

Introduction

1. This Duty to Co-operate Supplement covers the preparation process of the Gypsy and Traveller Accommodation Assessment (GTAA) through to consultation on the Gypsy and Traveller and Travelling Showpeople Proposed Sites. This Supplement sets out the evidence as to how South Ribble Borough Council has co-operated with neighbouring authorities and the “prescribed” bodies in the preparation of the South Ribble Site Allocations Development Plan Document (SA DPD) (also referred to as a Local Plan) in relation to Gypsy and Traveller and Travelling Showpeople cross-boundary matters.

Background

2. The Duty to Co-operate (the Duty) is set out in Section 33A of the Planning and Compulsory Purchase Act 2004 (as amended by Section 110 of the Localism Act 2011). It applies to all local planning authorities, county councils in England and to a number of other “prescribed” bodies. Regulation 4 of the Town and Country Planning (Local Planning) (England) Regulations 2012 sets out who those “prescribed” bodies are (see paragraph 16 and 17 below).
3. Local planning authorities, county councils and other “prescribed” bodies are required to co-operate with each other to address strategic matters relevant to their areas in the preparation of a development plan document. The duty requires constructive and active engagement on the preparation of development plan documents and other activities relating to the sustainable development and use of land, in particular in connection with strategic infrastructure or matters that would fall under the remit of a county council.
4. Paragraph 181 of the National Planning Policy Framework (The Framework) states that “*Local planning authorities will be expected to demonstrate evidence of having effectively co-operated to plan for issues with cross-boundary impacts when their Local Plans are submitted for examination*”.
5. Paragraph 181 of the Framework also provides examples of how evidence of co-operation may be demonstrated, such as jointly prepared strategies or planning policies, joint committees with neighbouring authorities to make decisions or memorandums of understanding to agree how authorities and bodies will co-operate with each other as they prepare planning policy or strategy.
6. The Framework also provides further guidance on the duty, focusing on “*planning issues that cross administrative boundaries, particularly those which relate to the **strategic priorities** set out in paragraph 156*”. (Para 178, The Framework). The Framework is clear that local planning authorities (LPAs) and other public bodies should work collaboratively on Gypsy and Traveller and Travelling Showpeople provision and reflect this in Local Plans.
7. The Localism Act and the Framework set out a requirement for local authorities to fulfil a Duty to Co-operate on planning issues, including provision for Gypsies and Travellers, to ensure that approaches are consistent and address cross border issues with neighbouring authorities. The new Duty is intended to act as a driver for change in order to enhance co-operation and partnership working to assist in delivering appropriate provision of future accommodation for Gypsies and Travellers, which can be contentious. In addition the Framework sets out a presumption in favour of sustainable development to guide local authorities in the delivery of new development whilst the ‘Planning policy for traveller sites’ provides specific advice.
8. The Planning Advisory Service in summary advises that the Duty to Cooperate:

- Requires councils and public bodies to engage constructively, actively and on an on-going basis in relation to planning of sustainable development;
 - Require councils to consider whether to enter into agreements on joint approaches or prepare joint Local Plans (if a local planning authority); and
 - Applies to planning for strategic matters in relation to the preparation of Local Plans and Marine Plans, and other activities that prepare the way for these activities
9. Under the guidance “Planning policy for traveller sites” (para 4) Local authorities should make their own assessment of need for the purpose of planning, and plan for sites over a reasonable timescale. The policy aims to promote more private Traveller site provision ‘while recognising that there will always be those travellers who cannot provide their own sites’.
10. The policy (para 4) also states that:
- Plan making and decision taking should aim to reduce the number of unauthorised developments and encampments and make enforcement more effective’;
 - Planning policies need to be fair, realistic and inclusive; and
 - Planning policies should increase the number of Traveller sites in appropriate locations with planning permission, to address under- provision and maintain an appropriate level of supply.
11. It is within this policy context that local planning authorities have to plan future provision for Gypsies and Travellers across their respective areas. The guidance “Planning policy for traveller sites” emphasises the role of evidence and how it should be used within this context. Policy A: using evidence to plan positively and manage development stresses the need for timely, effective and on-going community engagement (both with Travellers and the settled community); in addition the ‘use of a robust evidence base to establish accommodation needs to inform the preparation of a SA DPD and make planning decisions’ is advocated.
12. Paragraphs 8 and 9 of “Planning policy for traveller sites states” that:
- ‘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.
- Local planning authorities should, in producing their Local Plan:
- a) identify and update annually, a supply of specific deliverable sites sufficient to provide five years’ worth of sites against their locally set targets
 - b) identify a supply of specific, developable sites or broad locations for growth, for years six to ten and, where possible, for years 11-15
 - c) consider production of joint development plans that set targets on a cross-authority basis, to provide more flexibility in identifying sites, particularly if a local planning authority has special or strict planning constraints across its area (local planning authorities have a duty to cooperate on planning issues that cross administrative boundaries)
 - d) relate the number of pitches or plots to the circumstances of the specific size and location of the site and the surrounding population’s size and density protect local amenity and environment.’
13. In April 2012 the Government published a Progress Report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers which summarised progress in terms of meeting ‘Government commitments to tackle inequalities and promote fairness for Gypsy and Traveller communities’. The report covers 28 measures from across Government aimed at tackling inequalities, these cover:
- Improving education outcomes;
 - Improving health outcomes;

- Provide appropriate accommodation;
 - Tackling health crime;
 - Improving interaction with the National Offender Management Service;
 - Improving access to employment and financial services; and
 - Improving engagement with service providers.
14. In respect of provision of appropriate accommodation the report advises that financial incentives and other support measures have been put in place to help councils and elected members make the case for development of Traveller sites within their areas. Changing perceptions of sites is also identified as a priority, and to this end the Government has made the following commitment (Progress Report, commitment 12, page 18):
- ‘The Department for Communities and Local Government will help Gypsy and Traveller representatives groups showcase small private sites that are well presented and maintained’; and
 - ‘Subject to site owners agreeing to have their homes included we will help produce a case study document which local authorities and councillors, potential site residents and the general public could use. It could also be adapted and used in connection with planning applications.’
15. Also aimed at improving provision of accommodation for Gypsies and Travellers, the Government has committed to (Progress Report, para 4.13, page 19):
- ‘The provision of support, training and advice for elected members services up to 2015; and
 - The promotion of improved health outcomes for Travellers through the planning system; the report states that ‘one of the Government’s aims in respect of traveller sites is to enable provision of suitable accommodation, in which supports healthy lifestyles, and from which Travellers can access education, health, welfare and employment infrastructure.’

Joint Advisory Committee

16. The Local Planning Authorities of Chorley, Preston and South Ribble, and Lancashire County Council, decided to work together under Section 28 of the Planning and Compulsory Purchase Act 2004. This formal decision to collaborate was a necessary precursor to the production of the joint Central Lancashire Core Strategy adopted July 2012. Such joint working arrangements have been encouraged by Government as it should lead to better plan making and plans that can better deal with functional areas.
- 17 To help co-ordinate the collaborative work a Joint Advisory Committee (JAC) was set up. This Committee keeps under review plans and policies prepared by the Central Lancashire authorities relating to strategic matters, though executive decisions remain with the individual District Councils. The Committee also keeps under review the evidence base relating to strategic planning matters. The Committee meet every four months. The Committee has 10 Members, including the Executive Member responsible for Planning in each District together with the relevant Executive Member from Lancashire County Council. The terms of the reference of the JAC include overseeing both strategic and detailed development plan policies.

South Ribble Context

18. South Ribble Borough Council is in Lancashire. It is situated to the south of the river Ribble, and Leyland is its largest town. The Borough is administered within a two-tier local government structure, with Lancashire County Council providing many public services including education, social services, minerals and waste planning, highways and economic development. It lies within the Central Lancashire sub-region with strong connections to Preston and Chorley, but it

also has important connections with parts of Greater Manchester (especially Wigan), Ribble Valley, Blackburn and West Lancashire.

Emerging South Ribble Site Allocations Development Plan Document (SA DPD) 2012 -2026

19. The South Ribble SA DPD was submitted to the Secretary of State in October 2012. The Inspector, Ms Susan Heywood, identified a number of 'main matters' she wished to explore at the Independent Examination, which was held at South Ribble Civic Centre in March 2013.
20. The Inspector was tasked with considering the 'soundness' of the SA DPD based on criteria set out in the Framework. The soundness criteria are:
 - *Positively prepared* (based on a strategy which seeks to meet objectively assessed development and infrastructure requirements)
 - *Justified* (the most appropriate strategy which considered against the reasonable alternatives, and based on proportionate evidence)
 - *Effective* (deliverable over its period and based on effective joint working on cross-boundary strategic priorities); and
 - *Consistent with national policy*.
21. At the end of the hearings the Inspector informed the council that she was not satisfied that the issue of Gypsy and Travellers and Travelling Showpeople was adequately supported by an up-to-date assessment, as required by the Framework. She concluded that the appropriate action to make the plan sound in this respect was to undertake a new study and reconvene the hearing sessions of the plan in order to consider its findings.
22. The Inspector's Partial Report on the Examination into the South Ribble SADPD 2012 -2026 (dated 8 November 2013) "considers first whether the Plan's preparation has complied with the duty to co-operate, in recognition that there is no scope to remedy any failure in this regard. It then considers whether the Plan is sound and whether it is compliant with the legal requirements. For the reasons set out during the course of the examination, matters relating to a Gypsy and Traveller needs assessment and any necessary site provision will be considered in a supplementary report, once the Council has undertaken further assessment work." The modifications were consulted on for an 8 week period in June/August 2013.
23. The Inspector stated in her Partial Report on the Examination into the South Ribble SA DPD 2012 -2026, "However, because of the very advanced stage in the examination process that the main modifications set out in the attached Appendix have reached, significant weight should be attached to all policies and proposals of the Plan that are amended accordingly, where necessary, except for matters relating to Gypsies and Travellers." A partial version of the Plan has been produced which includes all the main and additional modifications discussed during the hearings and consulted on during summer 2013. This partial version has now been endorsed by the council's cabinet and full council on 6 and 20 November respectively, for use in development management to guide decisions on planning applications. At the request of the Inspector, the council has now undertaken commissioned a gypsy and traveller accommodation assessment which was finalised in December 2013. The Inspector has considered the findings of this assessment and has concluded that further work should be carried out before final conclusions can be drawn in relation to the accommodation needs of gypsies and travellers. Following this further work, a Central Lancashire Gypsy and Traveller Development Plan Document will be prepared. On this basis, the Inspector is content that the South Ribble SA DPD can be adopted subject to main modifications relating to the gypsy and traveller matters.

Gypsy and Traveller Accommodation Assessment (December 2013)

24. The adopted Core Strategy sets out the spatial planning proposals for the three Central Lancashire authorities and the combined area functions as a single housing market area. This builds on the joint work already undertaken in Central Lancashire recognising that the combined area functions as one integrated local economy and travel to work area and single housing market area. Therefore it is appropriate to consider the similar issues facing Central Lancashire in a collaborative way to better plan for the future. Therefore it is appropriate and efficient to have a joint GTAA study for the Central Lancashire area.
25. Consultants arc4 were commissioned by the Central Lancashire Authorities (Chorley Council, Preston City and South Ribble Borough Council) to undertake a Central Lancashire Gypsy and Traveller Accommodation Assessment. The consultants sent a questionnaire to 68 stakeholders (See Appendix 1 for list of stakeholders consulted) and received 29 completed responses. The consultants also undertook 27 interviews with resident gypsies and travellers including those in bricks and mortar.
26. The GTAA report finds a need to provide sites to accommodate the following:

PERMANENT PITCH REQUIREMENTS BY AUTHORITY

Table 1	Chorley	Preston	S Ribble
2013 Baseline number of Gypsy and Traveller pitches/households	2	19	0
Identified five year shortfall of Gypsy and Traveller pitches 2013/14 to 2017/18	2	6	0
Identified five year shortfall of Gypsy and Traveller pitches 2018/19 to 2022/23	2	5	0
Identified five year shortfall of Gypsy and Traveller pitches 2023/24to 2027/28	1	5	0
Total 15 year additional requirement for Gypsy and Traveller pitches 2013/14 to 2027/28	5	16	0
Total 14 year additional requirement for Gypsy and Traveller pitches to fit to Local Plan timeframe 2013/14 to 2026/27	5	15	0
Identified five year shortfall of Travelling Showperson plots 2013/14 to 2017/18	0	0	0
Identified five year shortfall of Travelling Showperson plots 2018/19 to 2022/23	0	0	0
Identified five year shortfall of Travelling Showperson plots 2023/24to 2027/28	0	0	0

The Local Authority Evidence and Policy Forum: Planning for Gypsy and Traveller Accommodation in Lancashire

- 27 This Forum has been set up by the Lancashire Development Plans Officers' Group (DPOG) to include all the Lancashire authorities to share an understanding of each authority's

accommodation requirements and cross border issues that need to be addressed in development plan policy and to advance Development Plan Documents in the context of the Duty to Co-operate. The Forum, hosted by Lancashire County Council, first met on 3 December 2013 and was attended by all the Lancashire authorities in Lancashire. It is intended that this Forum will meet twice a year with a further meeting scheduled for April 2014. The December 2013 minutes are attached at Appendix A.

Duty to Cooperate Supplement

- 28 This Supplement summarises South Ribble Borough Council's evidence of the wide range of collaborative work with neighbouring authorities (including those outside the Central Lancashire sub-region) and other bodies on the Gypsy and Travellers and Travelling Showpeople provision.
- 29 The following are those local planning authorities, county councils and "prescribed" bodies that are relevant in the context of the Duty to Cooperate Supplement:
- Chorley Borough Council
 - Fylde Borough Council
 - Preston City Council
 - Ribble Valley Borough Council
 - West Lancashire Borough Council
 - Blackburn with Darwen Unitary Authority (as neighbouring authority, highway authority, and minerals and waste authority)
 - Lancashire County Council (as County Council, transport and highway authority, and minerals and waste authority)
 - the Environment Agency
 - English Heritage
 - Natural England
 - The Highways Agency
 - the Homes and Communities Agency
 - the Central Lancashire NHS (as the Primary Care Trust)
 - the Office of Rail Regulation
 - the Civil Aviation Authority
 - the Lancashire Local Enterprise Partnership
30. Whilst Preston City Council is not a "prescribed" body they do form part of the area covered by the Central Lancashire GTAA and collaboration with the local planning authority is indicated in this supplement. Preston City Council forms part of the Central Lancashire shared housing market including the use of the Preston, South Ribble and Chorley Choice Based Lettings scheme administered by Select Move for the three authorities. Select Move administers the waiting list for properties in the form of the Common Housing Register, a single register for both new applicants who want to move into a property and existing tenants seeking to transfer. The aim of the councils Allocations Policy is to ensure that homes are allocated to eligible people in a fair, consistent and accountable way according to their housing needs and choices and having regard to the communities in which the homes are located.

Co-operation on Gypsy and Travellers and Travelling Showpeople Provision in the Preparation of the South Ribble Site Allocations Development Plan Document (SA DPD)

31. Table A provides a summary of the collaborative work South Ribble Borough Council (SRBC) has undertaken in co-operation on gypsy and travellers and travelling showpeople provision in preparing the SA DPD, and who it has co-operated with on each aspect of that work. The

Table identifies the nature of the gypsy and travellers and travelling showpeople issues specific to South Ribble, along with who is affected/obliged to co-operate on that issue, who has co-operated with whom, and how this was done, and finally the outcome of that co-operation for that strategic issue.

32 Table A is split into two Sections A1 and A2:

- Section A1 covers the Duty to Cooperate period to April 2013 and
- Section A2 covers the Duty to Cooperate period from May 2013 to the present.

33. Following the findings of the GTAA South Ribble Borough Council will/has:

- Collaborate(d) with the “prescribed” bodies as a matter of course on the Gypsy and Travellers and Travelling Showpeople Proposed Sites on the preparation of the South Ribble SA DPD. See Table A Section 2A
- Collaborate(d) **with The Environment Agency, English Heritage and Natural England-** These three organisations are statutory consultees in the South Ribble SA DPD preparation process and therefore have been consulted at this stage of the Local Plan, as well as the Sustainability Appraisals (SA) and Habitat Regulations Assessment (HRA). The Environment Agency has co-operated with the councils on a range of matters relating to flood risk, drainage and waste water treatment throughout the preparation of the Local Plan, including the preparation of a Water Cycle Study (2011), Strategic Flood Risk Assessment work and engagement on infrastructure planning.
- Collaborate(d with **the Homes and Communities Agency (HCA)**
 - Chorley Council and South Ribble Borough Council has approached the HCA enquiring is there any land within Central Lancashire in the HCA’s ownership which is surplus to requirement and would be suitable for a permanent or transit site. The HCA was consulted throughout the preparation of the South Ribble SA DPD. South Ribble Borough Council and the HCA have co-operated mainly on matters relating to the identification of sites for development reflecting their land ownership in the borough which is a legacy of the Central Lancashire New Town.
- Collaborate(d with **the Central Lancashire Primary Care Trust (PCT)** The PCT has been involved throughout the preparation of the South Ribble SA DPD assessing the health infrastructure requirements of proposed development sites. South Ribble Borough Council has prepared a Health Impact Assessment (HIA). This HIA has directly informed the formulation of policy as the South Ribble SA DPD has evolved.
- Collaborate(d with the **Transport and Highway Authorities**
 - South Ribble Borough Council has approached Lancashire County Council enquiring is there any land within South Ribble in LCC’s ownership which is surplus to requirement and would be suitable for a permanent or transit site. The County Council are considering whether any of their land holdings could come forward as potential sites. The Framework states that local authorities should work with neighbouring authorities and transport providers to develop strategies for the provision of viable infrastructure which is necessary to support sustainable development.
 - The County Council is working with the Council in progressing potential sites and their commentary will contribute to the selection of preferred sites for public consultation. Lancashire County Council (LCC), as transport and highway authority covering the borough of South Ribble, has been consulted throughout the preparation of the Local Plan. This has informed all aspects of transport infrastructure provision in the South Ribble SA DPD and the potential impacts on transport infrastructure of the development site proposals.
 - The LCC has produced a Central Lancashire Transport Masterplan, as well as progressed implementation of the Local Transport Plan 3. This work identifies the wider transport infrastructure that is needed to address both the current and future transport issues within each Central Lancashire district, such as relieving congestion on the roads and the delivery of necessary improvements on the public transport networks. There are strategic highway improvements identified for South Ribble borough and these are detailed within the Central Lancashire Transport Masterplan.

This Council is working closely with LCC and other relevant organisations to support the delivery of the infrastructure in line with the planned growth throughout Central Lancashire.

- Collaborate(d) with **United Utilities**. South Ribble Borough Council has sought their views on a number of proposed sites. South Ribble Borough Council has enquired if there is any land within South Ribble borough in United Utilities ownership which is surplus to requirement and would be suitable for a permanent or transit site.

Impact on Neighbouring Authorities

34. The final column of Table A Sections 1A and 2A sets out where the South Ribble SA DPD may have an impact on neighbouring authorities. This shows that gypsy and travellers and travelling showpeople provision is a cross-boundary strategic issue which warrants continued collaboration and monitoring, not only to demonstrate the legal compliance aspect of the duty to co-operate, but the soundness aspects of the duty as well.
35. Paragraph 182 of The Framework describes how a plan that is positively prepared is one that also meets "*the unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development*".
36. In relation to this guidance, Blackburn with Darwen Borough Council (11 June 2013) wrote to the Chief Executive of every lower-or single-tier authority in Lancashire, and those in the northern part of Greater Manchester in relation to the planning of future provision for gypsies and travellers. In Blackburn with Darwen Borough Council's view, the North West Regional Spatial Strategy Partial Review proposed targets represented a more even distribution of gypsy and traveller pitch provision across the region. They also indicate that in light of the extensive scrutiny that the policy underwent and the panel's conclusion that its proposed approach was sound, the targets set out in the panel report represents a robust and defensible interpretation of the policy. In taking forward its Local Plan therefore Blackburn with Darwen Borough Council intend to apply the approach adopted by the panel. They intend to refresh the baseline information and assumptions on the basis of the most recent information available, but do not expect this to change the target significantly. Their approach will be focused on providing for local needs first, whilst assuming that provision will also be made elsewhere in Lancashire at a higher level overall than has historically been the case – in effect by the targets set out in the panel report being taken forward consistently across all authorities.
37. This approach by Blackburn with Darwen Borough Council implies that other neighbouring authorities would absorb some of their need. The RSS Partial Review was never carried forward, indeed the evidence used to support the redistribution approach set out in former RSS partial review was disputed by a number of LAs as being inaccurate and is now considered out of date (2008). It is not appropriate to take this forward and it would be contrary to the study methodology to do so. The GTAA presents up-to-date information on need which is to be accommodated in the councils' respective plans. The Duty to Cooperate Supplement adequately covers this strategic cross-boundary issue and it is prudent to rely on Core Strategy Policy 8 to assess any future need that may arise.
38. No other neighbouring authority has approached South Ribble Borough Council to meet any unmet gypsy and travellers and travelling showpeople provision requirement, and South Ribble Borough Council has not sought to devolve any of its own unmet travellers and travelling showpeople provision requirements to a neighbouring authority.
39. These matters will be considered further through the preparation of the Central Lancashire Gypsy and Traveller and Travelling Showpeople DPD.
40. Table 2 on page 9 summarises how neighbouring authorities and neighbouring authorities to Central Lancashire are progressing on gypsy and traveller and travelling showpeople provision.

Neighbouring Authorities: Progression of Gypsy and Traveller and Travelling Showpeople Provision.

Table 2 Authority/ Neighbouring Authority	NW Partial Review Requirement to 2016			Existing Provision at 2013					GTAA	GTAA Proposed Pitches to 2026			Progress and Timescale of Provision
	Permanent Gypsy Pitches	Transit Pitches	Travelling Showpeople Pitches	Permanent Gypsy Pitches	Temporary Authorised Gypsy site (has temporary planning consent)	Unauthorised Gypsy Pitches	Transit Pitches	Travelling Showpeople Pitches		Permanent Gypsy Pitches	Transit Pitches	Travelling Showpeople	
Chorley	10	5	10	0	4	0	0	0	arc 4 Jan 2014. Further work to be carried out	5	15 for Central Lancs	0	Part of a joint Central Lancashire Gypsy and Traveller and Travelling Show People DPD.
Preston	10	5	10	14	5	0	0	0	arc 4 Jan 2014. Further work to be carried out	15	15 for Central Lancs	0	Part of a joint Central Lancashire Gypsy and Traveller and Travelling Show People DPD.
Blackburn with Darwen Council	45	5	5	42	0	0	0	0	In House	33	0	0	Part of Site Allocations– consultation until 10 March 2014.
West Lancashire Borough Council	15	10	5	1	0	8	0	0	arc4 Merseyside and West Lancashire GTAA March 2014	To Be Determined	To Be Determined	To Be Determined	Preparing Provision for Traveller Sites DPD. Intended date of adoption March 2015.

SUMMARY

- 41 Neighbouring authorities to Central Lancashire are all progressing their GTAA's and these will all be completed by mid - 2014. Mechanisms have been put in place to satisfy the Duty to Co-operate and these will ensure that cross boundary issues are satisfactorily addressed.
- 42 Any gypsy and traveller policies and associated allocations within the Central Lancashire Gypsy, Traveller and Showpeople DPD will be progressed and annual monitoring will inform any necessary policy implementation, delivery and review.
- 43 In addition a five year review of the GTAA study will allow for the 'need' assessment to be updated and any policy implications to be implemented. Should a further need be demonstrated, the Central Lancashire authorities will also apply their Core Strategy Policy 8: Gypsy and Traveller and Travelling Showpeople Accommodation in order to assess the appropriateness of any proposed sites.

Table A: Duty to Co-operate Supplement – Gypsy and Traveller and Travelling Showpeople Provision for South Ribble and Evidence of Co-operation in preparing the South Ribble SA DPD

The Central Lancashire Core Strategy was found sound and adopted in South Ribble in July 2012. The South Ribble SA DPD must be in conformity with the Central Lancashire Core Strategy.

Terminology in Table A:

SRBC – South Ribble Borough Council LCC – Lancashire County Council
 Neighbouring Authorities Chorley Borough Council, Preston City Council, Blackburn with Darwen Borough Council, Bolton Council, Wigan Council and West Lancashire Borough Council
 Central Lancashire Councils – Chorley, Preston and South Ribble
 HCA – Homes and Communities Agency PCT – Primary Care Trust LSP – Local Strategic Partnership

The South Ribble SA DPD, and all supporting and evidence based documents can be viewed at: www.southribble.gov.uk/ldf

All Core Strategy documents can be viewed at: www.centrallancashire.com

TABLE A: SECTION A1 – DUTY TO COOPERATE – PERIOD TO APRIL 2013

The Framework (NPPF) Strategic Priority (para 156)	What is the nature of the strategic issue?	Who is affected / obliged to co-operate?	Who has co-operated with whom and How was this done?	Evidence	Outcome	Impact on neighbouring authorities
Homes and Jobs	<p>Provision for Travellers and Travelling Showpeople</p> <p>Delivery of sites for Travellers and Travelling Showpeople to meet identified needs in wider sub-regional context</p>	SRBC and neighbouring authorities, LCC.	SRBC and the Lancashire authorities have cooperated on the preparation of the GTAA study. Evidence base work was prepared by 4NW (the former Regional Planning Body) on the aborted RS Partial Review (2008). However the evidence used to support a “redistribution approach” was disputed by a number of local authorities including the Central	Core Strategy Policy 8 Document: Lancashire GTAA 2007		No impact on neighbouring authorities

The Framework (NPPF) Strategic Priority (para 156)	What is the nature of the strategic issue?	Who is affected / obliged to co-operate?	Who has co-operated with whom and How was this done?	Evidence	Outcome	Impact on neighbouring authorities
			<p>Lancashire authorities as being inaccurate and is now considered out of date. Core Strategy Policy 8 deals with Gypsy and Traveller and Travelling Showpeople Accommodation.</p> <p>The GTAA found no proven need for sites in South Ribble. Accordingly the Core Strategy does not set pitch targets for gypsies and travellers or plot targets for travelling showpeople in South Ribble, and no sites are allocated in the South Ribble SA DPD. If applications for sites are received they will be assessed against the criteria in the Core Strategy policy for traveller accommodation.</p> <p>All neighbouring authorities have been formally consulted on the assessment against the criteria in the Core Strategy</p>		<p>At Issues and Options Stage for the Site Allocations DPD, Heine Planning Consultants submitted a detailed response both to the Site Allocations and the Core Strategy in relation to gypsies and travellers. They had strong objections to the Core Strategy policy, and also to the Site Allocations document. They objected to the fact that people were not given the option to comment on the policy approach in the SA DPD with relation to gypsies and travellers. They objected to no sites being shown as possible sites for gypsies, as they perceived an identified need in the area. SRBC Response - Due to the outcomes of the GTAA 2007, it was concluded that there was not a need and no sites were to be allocated</p> <p>At Preferred Options stage, West Lancashire District Council expressed concern that there were no proposals to accommodate any sites for gypsies,</p>	

The Framework (NPPF) Strategic Priority (para 156)	What is the nature of the strategic issue?	Who is affected / obliged to co-operate?	Who has co-operated with whom and How was this done?	Evidence	Outcome	Impact on neighbouring authorities
			<p>policy for traveller accommodation throughout each stage of the Core Strategy/South Ribble SA DPD preparation.</p>		<p>travellers or travelling showpeople in South Ribble. They recognised that the 2007 Lancashire-wide Gypsy and Traveller Accommodation Assessment identified a need of zero pitches for South Ribble. However, WLBC had had issues with unauthorised encampments in its Northern Parishes area. They considered that, given the relative proximity of this area to South Ribble, lack of provision of pitches in South Ribble could lead to increased demand for accommodation and the threat of more unauthorised encampments in parts of West Lancashire.</p> <p>SRBC response: The Council has not identified any pitches as there is no proven need for any in the Borough, as shown by the 2007 study. However, should the situation arise and an application be lodged, it would be assessed against policy 8 of the Core Strategy, and other relevant policies of the Site Allocations DPD.</p> <p>At Publication stage, West Lancashire considered the South Ribble SA DPD to be sound.</p> <p>Having considered the SRBC responses</p>	

The Framework (NPPF) Strategic Priority (para 156)	What is the nature of the strategic issue?	Who is affected / obliged to co-operate?	Who has co-operated with whom and How was this done?	Evidence	Outcome	Impact on neighbouring authorities
					to their representations, along with the changes to the wording of the SA DPD with regard to gypsy sites, West Lancashire Borough Council considered that its concerns had been satisfactorily addressed in the Publication Version of the SA DPD, and that it had no further issues with the emerging DPD.	

TABLE A: SECTION A2 – DUTY TO COOPERATE PERIOD FROM MAY 2013 TO PRESENT

The Framework (NPPF) Strategic Priority (para 156)	What is the nature of the strategic issue?	Who is affected / obliged to co-operate?	Who has co-operated with whom and How was this done?	Evidence	Outcome	Impact on neighbouring authorities
Homes and Jobs	<p>Provision for Travellers and Travelling Showpeople</p> <p>Delivery of sites for Travellers and Travelling Showpeople to meet identified needs in wider sub-regional context</p>	SRBC and neighbouring authorities, LCC AND County wide local authorities.	<p>SRBC and the other Central Lancashire authorities cooperated on the preparation of the GTAA study 2013 by arc4.</p> <p>DPOG Meetings held on a quarterly basis (held more frequently when required) were Officers discuss policy matters. Gypsy and Travellers is a matter discussed at each meeting.</p> <p>A Lancashire Wide Local Evidence and Policy Forum was held in Dec 2013 (See</p>	<p>Core Strategy Policy 8</p> <p>Document: Central Lancashire GTAA 2013</p> <p>Lancashire Development Plans Officers' Group (DPOG)</p> <p>Lancashire Wide Local Evidence and Policy Forum: Planning for</p>	<p>GTAA Report - December 2013.</p> <p>Following consideration of the GTAA findings the Inspector has requested further work to be carried out and then a joint Central Lancashire DPD to be prepared.</p> <p>Joint working across Lancashire – all Local Authorities are aware of GTAA timescales and outcomes and progression with DPD and relevant policies. Discussions can also take place regarding requirements and whether these can be addressed in neighbouring authorities.</p>	<p>No impact on neighbouring authorities</p> <p>No impact on neighbouring authorities. Working with them to ensure they are aware of work and preparation of DPD documents.</p>

The Framework (NPPF) Strategic Priority (para 156)	What is the nature of the strategic issue?	Who is affected / obliged to co-operate?	Who has co-operated with whom and How was this done?	Evidence	Outcome	Impact on neighbouring authorities
			<p>Appendix A), where matters relating to the Planning for Gypsy & Traveller Accommodation In Lancashire was discussed. These meetings will be held regularly and ensure officers can discuss specific issues, share information and update other authorities on their studies and requirements.</p> <p>Members will also work together on a central Lancashire footprint. The Joint Advisory Committee JAC meets regularly to discuss cross boundary issue. Matters relating to the further work on the GTAA and a Gypsy and Traveller DPD will be carried out at the</p>	<p>Gypsy & Traveller Accommodation In Lancashire</p> <p>Member level - Central Lancashire Meetings(JAC)</p>	<p>Joint working across Lancashire – all Local Authorities are aware at Member level of GTAA timescales and outcomes and progression with DPD and relevant policies. Discussions can also take place regarding requirements and whether these can be addressed in neighbouring authorities.</p>	<p>No impact on neighbouring authorities. Working with them to ensure they are aware of work and preparation of DPD documents.</p>

The Framework (NPPF) Strategic Priority (para 156)	What is the nature of the strategic issue?	Who is affected / obliged to co-operate?	Who has co-operated with whom and How was this done?	Evidence	Outcome	Impact on neighbouring authorities
			<p>committee.</p> <p>Consultations on other authorities GTAA also take place which allow SRBC to discuss cross boundary issues.</p>	<p>SRBC were Consulted via letter and email</p>	<p>West Lancashire Borough Council wrote a letter on 14 November 2013 to their prescribed bodies including Chorley Council in relation to the West Lancashire Provision for Traveller Sites DPD: Duty to Co-operate. They stated their present understanding of cross-boundary issues relating to provision for the Travelling Community as follows:</p> <ul style="list-style-type: none"> • There is a need for this Council to co-operate with Merseyside authorities on the issue of transit site provision (. • We are unaware of any significant cross-boundary issues between West Lancashire and Wigan / Central Lancashire in terms of transit site provision. • If each LPA were to meet its own need for permanent Traveller sites (which may be used for Travellers to base themselves throughout the majority of the year, or for Travelling Showpeople to live and store their equipment outside their touring season), there should be no cross-boundary issues in terms of a need for sites. As far as we are aware, our 	<p>No impact on neighbouring authorities. Working with them to ensure they are aware of work and preparation of DPD documents.</p>

The Framework (NPPF) Strategic Priority (para 156)	What is the nature of the strategic issue?	Who is affected / obliged to co-operate?	Who has co-operated with whom and How was this done?	Evidence	Outcome	Impact on neighbouring authorities
					<p>neighbouring authorities are intending to fully meet their needs for permanent Traveller sites within their own boundaries.</p> <ul style="list-style-type: none"> • However, dependent upon the location of any proposed site allocations, it may be the case that occupants of sites may seek to make use of facilities and services (education, health, etc.) in a neighbouring borough. As we understand it, we and our neighbouring authorities, are not yet at the stage where specific sites have been formally proposed for allocation, and thus cannot comment at present as to whether cross-boundary issues are likely to arise as a result of specific site locations. • The government's Planning Policy for Traveller Sites document (Section 9(c)) requires that local planning authorities consider production of joint development plans that set targets on a cross-authority basis. Given the differing timescales for the different authorities surrounding West Lancashire, and the West Lancashire Local Plan Inspector's recommendation that the Council have this Traveller Sites DPD adopted as soon as 	

The Framework (NPPF) Strategic Priority (para 156)	What is the nature of the strategic issue?	Who is affected / obliged to co-operate?	Who has co-operated with whom and How was this done?	Evidence	Outcome	Impact on neighbouring authorities
			<p>Further work is to be carried out on the Central Lancashire GTAA. This will allow more opportunity for consultation and further discussion with the Lancashire Local Authorities. A separate DPD on Gypsy and Travellers and Travelling Showpeople will then be prepared across Central Lancashire.</p>		<p>possible, it is our view that production of a joint development plan would not be realistic.</p> <p>Joint working across Lancashire – all Local Authorities are aware of GTAA timescales and outcomes and progression with DPD and relevant policies. Discussions can also take place regarding requirements and whether these can be addressed in neighbouring authorities.</p>	

Table B: List of Stakeholders sent a GTAA Study Questionnaire (August 2013)

Organisation Type	Organisation	Organisation Job title
Property Services	Liberata UK Ltd	Assistant Estates Surveyor
Fire and Rescue	Lancashire Fire & Rescue Service	
Fire Service	Lancashire Fire & Rescue Service	Service Delivery Manager- Chorley District and Urban Search & Rescue Team
HCA	Homes and Communities Agency	Area Manager
Local Authority	Blackburn with Darwen BC	Planning Policy Team Leader
Local Authority	Blackburn with Darwen BC	Head of Housing
Local Authority	Bolton Council	Principal Development Officer (Planning Strategy)
Local Authority	Bolton Council	Head of Housing Strategy
Local Authority	Chorley Council	Head of Governance Transformation
Local Authority	Chorley Council	Head of Policy and Communications
Local Authority	Chorley Council	Head of Streetscene & Leisure Contracts
Local Authority	Chorley Council	Head of Planning
Local Authority	Chorley Council	Strategic Housing Officer
Local Authority	Chorley Council	Community Safety Manager
Local Authority	Chorley Council	Principal Planning Officer
Local Authority	Chorley Council	Partnerships Manager
Local Authority	Fylde District Council	Head of Environmental Services
Local Authority	Fylde District Council	Head of Planning and Regeneration
Local Authority	Lancashire County Council	
Local Authority	Lancashire County Council	Principal Estates Surveyor
Local Authority	Lancashire County Council	Team Leader-Lancashire Gypsy, Roma and Traveller Achievement Service
Local Authority	Lancashire County Council	Area Lead Teacher -Lancashire Gypsy, Roma and Traveller Achievement Service
Local Authority	LCC	Young People's Service Worker
Local Authority	LCC	Area Team Manager Inclusion and Disability Support Service
Local Authority	LCC	Children's Centre Teacher
Local Authority	LCC	Head of Children's Centre
Local Authority	LCC	GRT Early Years Team Leader
Local Authority	LCC	Young People's Service Worker
Local Authority	Preston City Council, Community Engagement	Equality and Diversity Officer
Local Authority	Preston City Council, Community Engagement	Asst. Director, Head of Community Engagement
Local Authority	Preston City Council, Community Engagement (Housing Advice)	Head of Advice Services
Local Authority	Preston City Council, Economic Regeneration	Asst. Director , Head of Regeneration
Local Authority	Preston City Council, Economic Regeneration	Head of Strategic Housing
Local Authority	Preston City Council, Environment Directorate	Corporate Director of Environment
Local Authority	Preston City Council, Environmental Health	Environmental Health Manager
Local Authority	Preston City Council, Environmental Health	Asst. Director (Chief EHO)

Organisation Type	Organisation	Organisation Job title
Local Authority	Preston City Council, Environmental Health	Environmental Health Manager
Local Authority	Preston City Council, Planning	Asst. Director (City Planning Officer)
Local Authority	Preston City Council, Planning	Affordable Housing Officer
Local Authority	Preston City Council, Planning	Planning Policy Manager
Local Authority	Preston City Council, Property Management	Head of Property Management
Local Authority	Preston City Council, Property Management	Principal Property Manager
Local Authority	Ribble Valley Borough Council	Planning Manager
Local Authority	South Ribble Borough Council	Senior Env Health Officer Housing
Local Authority	South Ribble Borough Council	Streetscene and Neighbourhoods Manager
Local Authority	South Ribble Borough Council	Planning Manager
Local Authority	South Ribble Borough Council	South Ribble Partnership Manager
Local Authority	South Ribble Borough Council	Housing Manager
Local Authority	South Ribble Borough Council	Senior Community Works Officer
Local Authority	West Lancashire Borough Council	Principal Planning Officer
Local Authority	West Lancashire Borough Council	Housing Officer
Local Authority	Wigan Council	Senior Housing Policy Officer
Local Authority	Wigan Council	Principal Planning Officer -Planning Policy
Local Authority	Wyre Council	Planning Officer
AGMA	AGMA - Greater Manchester Planning and Housing Team	Planning Strategy Manager
Police	Lancashire Constabulary	Geographic Neighbourhood Inspector
Police	Lancashire Constabulary	Borough Commander Southern Division
Police	Lancashire Police	Police
Police	Lancashire Police	Police
Registered Provider	Adactus Housing Association Ltd	
Registered Provider	Community Gateway Housing Association	
RSL	Accent Housing	Accent Area Manager
RSL	Chorley Community Housing	Director of Operations
RSL	New Progress	Head of Housing Management
RSL	New Progress Housing Association	Managing Director
RSL	Places for People	Housing Services Manager
RSL	Symphony Housing	Regional Manager Contour Homes
RSL	Your Housing Group	Neighbourhood Regeneration Officer

Appendix A

Planning for Gypsy and Traveller Accommodation in Lancashire: Local Authority Evidence and Policy Forum

Date: Tuesday 3 December 2013

Time: 13:30-15:30

Venue: Cabinet Room B, County Hall, Preston

Apologies

Joe Dykes	Lancashire County Council	JD
Fiona Goodfellow	Hyndburn BC	FG
Paula Fitzgerald	Hyndburn BC	PF

In Attendance

Maurice Brophy	Lancaster City Council	MB (Joint Chair)
Louise Nurser	Lancashire County Council	LN (Joint Chair)
Peter McAnespie	Chorley BC	PMc
Alison Marland	Chorley BC	AM
Julie Glaister	Fylde BC	JG
Len Harris	Wyre BC	LH
Stephen Bengé	West Lancashire BC	SB
Keeley Briggs	Blackpool Council	KB
Jane Saleh	Blackpool Council	JS
Pete Milward	Burnley BC	PM
Lisa Roche	Preston BC	LR
Lauren Gorst	Blackburn with Darwen Council	LG
Tony Gregson	Lancashire County Council	TG
David Jeffery	Lancaster City Council	DJ
Guy Munden	Lancashire County Council	GM
Adrian Smith	Rosendale BC	AS
Phil Dagnall	Ribble Valley BC	PD
Phil Watson	Pendle BC	PW
Debra Holroyd-Jones	South Ribble BC	DH

	Minutes	Actions
1.	<p>Welcome and Introductions</p> <p>MB welcomed the group and outlined the purpose of the forum: to help Lancashire Authorities focus on what needs to be achieved through Duty to Cooperate obligations in regard to Gypsies and Travellers.</p> <p>MB explained that the removal of Regional Spatial Strategies has meant that there is a lack of joined up thinking between authorities in the area of Gypsy and Traveller provision, and it would be useful to establish a certain level of joined up thinking between the neighbouring Lancashire authorities and receive an update on how each is dealing with Gypsy and Traveller provision in their district.</p> <p>LN referred to the need for both the County as a service</p>	

	<p>provider, and districts to work closely on the production of GTAAs and their implementation.</p> <p>GM gave an overview to the group of Lancashire County Council's policy 'Managing Unauthorised Encampments', explaining the role that the County Council takes when dealing with Gypsy and Traveller encampments on County owned land or highways.</p>	
<p>2.</p>	<p>Survey responses and discussion of GRT communities within Lancashire</p> <p>DJ gave an overview of the results gathered from the survey taken prior to this meeting. DJ explained that, as a county, our understanding of Gypsy accommodation needs is an emerging picture as several authorities are still in the process of completing GTAAs. Current proposals suggest that authorities in the county will allocate at least 151 new pitches which, if developed, could bring total provision to 535 pitches.</p> <p>There are encouraging signs of Duty to Cooperate being met in that several Lancashire authorities are sharing production of GTAAs.</p> <p>However, authorities do need to continue to work together to allocate land for Gypsies and Travellers across the county and to plan for this over a reasonable timescale.</p> <p>DJ explained that from the survey results, Lancashire is a mixed picture, with 4 districts not having any allocated pitches for Gypsy and Traveller provision; however this is reflective of the spread of Gypsy and Traveller population across the county.</p> <p>It was also mentioned that sites need to be provided for Travelling Show people, as there is currently limited provision for this group across the county, although there is an established site with 10 plots in Burscough.</p> <p>TG added that there are currently 60 instances of unauthorised encampments across the county, showing an increase over the last 5 years. TG will circulate further information on illegal encampments to the group.</p> <p>MB added that a local needs base analysis is a good approach to assessing need for provision. MB also explained the difference between public and private sites – privately run sites don't add to the provision quota because not all Gypsies and Travellers are necessarily welcome at these particular sites.</p>	<p>DJ to refresh the survey prior to the next meeting.</p> <p>TG to circulate further information</p>
<p>3.</p>	<p>Policy development</p> <p>MB updated the group on Lancaster City Council's plans to prepare a separate DPD to allocate sites for Gypsies and Travellers.</p> <p>PMc advised that Chorley's Local Plan could not be found sound with a separate DPD catering for Gypsies and</p>	

Travellers, as it was considered discriminatory not to include Gypsies and Travellers in housing provision. AS added that Rossendale had taken legal advice and had been told not to have a separate DPD.

Blackburn

Members have approved Site Allocations to go out for consultation in early 2014.

Blackpool

Continuing work on Core Strategy pre-submission document which includes criteria based policy for Gypsy and Travellers. Currently working with Fylde and Wyre on update of joint GTAA for Fylde Coast.

Pendle

A joint assessment with Blackburn, and a criteria based policy for site provision.

Rossendale

Core Strategy contains Gypsy and Traveller policies. A separate DPD was going to be produced until legal advice was taken.

Burnley

Started producing an issues and options study, and have included Gypsy and Traveller policies in Core Strategy.

Chorley

The Core Strategy was adopted in July 2012 with a criteria based Gypsy and Traveller and Travelling Showpeople Accommodation policy. A Central Lancashire study into site need is underway, with final figures ready by end of December 2013.

South Ribble

A Central Lancashire study into site need is underway, with final figures ready by end of December 2013.

Preston

The Core Strategy was adopted in July 2012 with a criteria based Gypsy and Traveller and Travelling Showpeople Accommodation policy. A Central Lancashire GTAA study into site need is underway, with final figures ready by end of December 2013.

Fylde

Local Plan has housing allocations, and a criteria based policy for Gypsy and Traveller provision. Part Two will allocate sites for Gypsy and Travellers if the GTAA shows a need.

	<p><i>West Lancashire</i> A combined Local Plan containing strategic policies, site allocations and development management policies was adopted in October 2013. However, the Inspector could not find the Gypsy and Traveller policy sound as it did not identify a five year supply of deliverable sites. Consequently, the Inspector recommended that the policy be deleted and a separate Traveller site allocation DPD prepared. However, he did state that this was not an ideal course of action. It is intended that this DPD go to Options/Preferred Options stage in early Spring 2014.</p> <p><i>Wyre</i> Similar to Fylde, with a two part Local Plan, containing Gypsy and Traveller policies. Preferred options consultation in Spring 2014.</p>	
<p>4.</p>	<p>Criteria based policies PMc commented that, as criteria, Design Principles vary according to which Gypsy or Travellers there are – for example New Age Travellers have different requirements to Roma Gypsies. There was discussion surrounding consultation with wider service provision, for instance proximity to schools. PMc stated that factors such as distance to cashpoints, schools, and pubs had been considered in Chorley's site allocations. In discussion about transit sites, TG stated that Gypsies and Travellers generally don't want to pay for staying temporarily in a site, and would prefer to use public land and highways. AS advised not to have combined temporary and permanent sites, as the two groups of occupants often do not get along and have different requirements from the site.</p>	
<p>5.</p>	<p>Duty to Cooperate LN asked the group what will happen to the county's site provision if not all authorities comply and allocate sites for Gypsies and Travellers. JG, LH, JS: Some discussion on accommodating needs arising from neighbouring districts was had but will need to be revisited following GTAAs JG responded that the planning officers from each authority may be happy to cooperate with one another and allocate sufficient sites, but politically this is a very contentious issue. PMc agreed and pointed out that politicians sometimes rely on the Planning Inspectorate to assign sites.</p>	

	<p>LG Discussion was raised regarding the need to establish a county wide approach to GRT issues in particular to offer a coordinated response to AGMA, Cumbrian and Merseyside authorities. MB stated that the formation of this forum did provide something of an opportunity to gather a co-ordinated response though the forum was not administratively resourced to compile and facilitate such a co-ordinated approach.</p>	
<p>6.</p>	<p>Political Pressures The group discussed the influence of local political pressures or sensitivities. MB reported that at Lancaster there is well informed balanced position on the need to accommodate Gypsies and Travellers, with no real local political pressures. JS reported that the position was similar at Blackpool, but that could change as a result of consideration of the outcomes of the ongoing GTAA. AS reported local political pressure at Rossendale has meant it can be difficult to allocate sites for Gypsies and Travellers. It was agreed by all that politicians take a very close interest in the identification and allocation of sites.</p>	
<p>7.</p>	<p>AOB AM reported that she was intending to attend the first day of a two day Examination Hearing Session (EHS) into the Gypsy and Traveller Site Allocations DPD at Solihull on 17th December and asked the group if anyone else would be attending on 18th December. (Subsequent update: SB attended on 17th December and all matters were covered that day so no session on 18th)</p> <p>MB observed that there had been useful discussion that had improved mutual understanding of matters on accommodating Gypsies and Travellers, Roma and Travelling Showpeople and this would assist in meeting Duty to Cooperate responsibilities. MB suggested that the group should meet no more than once or twice a year. It was further suggested that the group might meet following the DPD Examination at South Ribble and thus have the opportunity to be appraised of the discussion at the EHS by DH.</p>	<p>AM advised the group that she would provide of discussion at the EHS, either by e-mail or in person at the next session of the forum.</p> <p>GM: It was agreed that, after the minutes of the forum had specifically been agreed as accurate and complete, and with the express approval of forum members, they should be forwarded to appropriate development plan contacts at AGMA, and neighbouring local authorities, in the interests of the Duty to Cooperate.</p>

Date of Next Meeting: TBA (*Spring 2014*)