

COUNTY AND DISTRICT COUNCILS OF GLOUCESTERSHIRE

GYPSY AND TRAVELLER ACCOMMODATION ASSESSMENT

REPORT

OCTOBER 2007

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1. INTRODUCTION

1.1 Background

The Housing Act 2004, Section 225, imposes a duty on local authorities to carry out an assessment of the accommodation needs of Gypsies and Travellers residing in or resorting to their district. This assessment should then inform the preparation of a Gypsy and Traveller Accommodation Strategy.

In addition, the Gypsy and Traveller Accommodation Assessment (GTAA) should provide information to support the partial review of the Regional Spatial Strategy for the South West which is led by the Regional Planning Body, the South West Regional Assembly. As part of this work a number of sub-regional housing market areas have been identified in the South West Region. The Gloucester-Cheltenham Housing Market Area covers the Gloucestershire County Council administrative area and this forms the geographic area on which the GTAA is based.

The GTAA will similarly inform production of planning policy by individual local planning authorities as an element of their Local Development Schemes and the Local Development Framework.

The findings of the GTAA should also be of benefit in the review of housing strategies; to inform health and education policy; to support investment decisions and in the promotion of equality and diversity in both policy formulation and implementation.

The former Office of the Deputy Prime Minister issued draft Practice Guidance on GTAAs in February 2006. This was superseded in October 2007 by the final Guidance on *Gypsy and Traveller Accommodation Needs Assessments* issued by the Department of Communities and Local Government (CLG) but this was too late to influence the GTAA study. Circular 01/2006: *Planning for Gypsy and Traveller Sites* and Circular 4/2007 *Planning For Showpeople*, set out the Government's expectations for delivery of adequate numbers of sites for Gypsies, Travellers and Showpeople via the planning system.

The GTAA is comprised of this report and the companion volume *Results of the initial data collection for sub regional assessment of the needs of Gypsies, Travellers and Showpeople in Gloucestershire; Jigsaw Associates: August 2007*.

1.2 Definition of Gypsies and Travellers

For the purpose of the new CLG Guidance the definition of 'gypsies and travellers' is specified in *The Housing (Assessment of Accommodation Needs) (Meaning of Gypsies and Travellers) (England) Regulations 2006*.

The following definition of "gypsies and travellers" should now be used:

(a) persons with a cultural tradition of nomadism or living in a caravan; and
(b) all other persons of a nomadic habit of life, whatever their race or origin, including:

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

The intention of this definition is to cover all those whose distinctive ethnicity, cultural background and/or lifestyle may give rise to specific accommodation needs, now or in the future, which need to be assessed and planned for.

The Guidance makes it clear that the definition is intended to cover not only those more traditionally recognised as Gypsies but also groups such as New (Age) Travellers and travelling Showpeople and Circus People. Furthermore, it highlights the fact that future need and aspiration for site provision can arise from Gypsies and Traveller families currently housed in 'bricks and mortar' accommodation.

A more narrow definition is given for land use planning purposes in ODPM Circular 01/2006, *Planning for Gypsy and Traveller Caravan Sites*, 2 February 2006. Much of the wording is similar but the definition specifically excludes groups such as Showpeople and Circus People. Planning advice relating to travelling Showpeople was given in DoE Circular 22/91 but this was subject to review and a *Consultation on revised planning guidance in relation to Travelling Showpeople* was published in January 2007 by the Department of Communities and Local Government. The new Circular 4/2007 Planning For Showpeople was issued on 21 August 2007. It defines Showpeople thus:

Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family's or dependants' more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily or permanently, but excludes Gypsies and Travellers as defined in ODPM Circular 1/2006.

In this study the wider definition promulgated in the Guidance has been used as the basis for determination of needs and in the accommodation assessment calculations. It therefore includes all Gypsy, Traveller and Showpeople groups.

1.3 Brief for the GTAA

The conduct of the GTAA was commissioned jointly by the local authorities in the County of Gloucestershire, namely:

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- Cheltenham Borough Council
 - Cotswold District Council
 - Forest of Dean District Council
 - Gloucester City Council
 - Gloucestershire County Council
 - Stroud District Council
 - Tewkesbury Borough Council

The local authorities were represented by a Project Group of officers who determined the procurement process and acted as the liaison with the appointed consultants.

The Project Group agreed to appoint one or more Consultant(s) to:

- Prepare an appropriate Questionnaire.
- Advise on the individual household interview process.
- Analyse the data collected.
- Make recommendations for meeting the needs of the Gypsy, Traveller, & Showperson communities.
- In relation to those recommendations, advise on land use and Planning implications.

A copy of the Brief is included at Appendix 1.

1.4 Commissioning

The work was commissioned in two distinct phases. The initial phase was let in late December 2006 for the conduct of a questionnaire-based survey undertaken by face-to-face interviews with members of the Gypsy and travelling community. The intention was to “seek to interview 100% of Gypsy, Traveller and Showperson households within the study area”. This element of the work was awarded to Jigsaw Associates for design of the questionnaire and analysis of the data returned. The interview teams were employed directly by the Project Group.

The second phase of the project was commissioned separately in late May 2007 and awarded to Ark Consultancy for the interpretation of the findings from the primary research, its translation to a spatial context and production of policy advice and the final report. Ark Consultancy had no input to the initial phase of the work and any limitations of methodology, sample size, analysis or outputs were therefore beyond the control of Ark.

1.5 Assessment of Need

In dealing with Gypsies and Travellers the definition of need for accommodation is often contentious. The Guidance makes reference to circumstances in which need arises if the households concerned cannot access their own accommodation due to lack of supply or affordability. However, this assessment of need can encompass

elements of demand or aspiration. In practice it is difficult to distinguish true need from aspiration.

From GTAA's already published it is clear that there is no acceptable or indisputable means of reliably distinguishing 'need' from 'aspiration'. It is also widely acknowledged that there is a national shortage of sites and that new site proposals are met with significant local opposition. Against this background it could be argued that all requirements for sites represent need.

Given these circumstances and the Guidance this assessment has taken account of the views expressed by Gypsies and Travellers to inform the calculation of need. It therefore draws upon their perception of the accommodation requirements necessary to meet their expressed needs.

1.6 Acknowledgements

The author wishes to express thanks to Jigsaw Associates for kind permission to make reference to their research findings and for the use of extracts from the report '*Results of the initial data collection for sub regional assessment of the needs of Gypsies, Travellers and Showpeople in Gloucestershire; Jigsaw Associates: August 2007*'. Extracts from that document have been reproduced in this report to assist the reader in following the research and analysis process. The direct extracts are highlighted using italics.

Particular thanks should also be offered to:

Stephen Hill, Chairman, Showmen's Guild of Great Britain, South West Branch, for his support in providing information on Showpeople within Gloucestershire.

Delphine Butler, Gloucestershire Representative for International Gypsy and Traveller Affairs in providing information for the 'bricks and mortar' survey.

2. METHODOLOGY

The assessment has been undertaken in two phases, the nature and content of which is compatible with the advice in the Draft Practice Guidance on Gypsy and Traveller Accommodation Assessments issued by the ODPM and applicable at the time.

The work was conducted in two distinct phases:

- Primary research by interview survey with Gypsies and Travellers.
- Secondary information review, consultation and conclusions.

2.1 PHASE 1 - PRIMARY RESEARCH

The Project Group and Jigsaw Associates conducted this phase of the Assessment. Further detail and the results of the analysis is set out in the companion report *Results of the initial data collection for sub regional assessment of the needs of Gypsies, Travellers and Showpeople in Gloucestershire; Jigsaw Associates: August 2007*.

2.1.1 Questionnaire

The primary research was based upon a questionnaire survey that was completed at interviews conducted with members of the target community. A copy of the questionnaire is set out in the companion volume.

The interview team included staff of the County Council and those of the Health Psychology Unit of Gloucester Royal Hospital who were experienced in surveying and working with hard to reach groups within the community.

Design of the questionnaire by Jigsaw Associates took account of the ODPM Guidance and it comprised 15 sections with a structured format to ensure consistency of responses and a free text final question to permit an unencumbered expression of views or comment. Anonymity was preserved by completion of a separate front sheet of personal details that was detached from the remainder of the questionnaire thereby assuring confidentiality of responses. Each question was coded to enable the analysis of responses.

Supplementary questionnaires were designed for use with particular target groups, such as Showpeople and those housed in bricks and mortar accommodation.

Interviewers conducted pilot testing of use of the questionnaire and revisions were made on the basis of the feedback received and the final version approved by the Project Group.

Interviewers were required to complete an initial visit site sheet with the purpose of recording the numbers of habitable and other vehicles. This information was then used to supplement that already known and held by the County Council on a "Draft list of known Gypsy and Traveller Sites and Encampments in Gloucestershire" dated 5 February 2007. Interviewers regularly sent questionnaires and initial site visit sheets to Jigsaw Associates to enable monitoring and control of the process.

2.1.2 The Survey Sample

For budgetary reasons the scale of the survey was constrained and a decision was taken by the Project Group to aim for a lower target of 120 completed questionnaires. This was still considered to be a representative and valid sample of the Gypsy and Traveller community.

The survey sample was intended to achieve a geographic spread across the study area, inclusion of households occupying accommodation of different tenures and those falling within identifiable groupings, such as Showpeople. Survey interviews and questionnaire completion spanned a period between March and June 2007. Some further questionnaires from Gypsies and Travellers in bricks and mortar accommodation were subsequently completed during July and August 2007, although these were analysed and the results presented by Project Team members rather than Jigsaw Associates.

72 surveys were completed in total, however 4 of these related to people whom were resident in the Wychavon District Council area and 2 were resident in the Malvern Hills District Council area. Following discussion with the lead Officer for the Project Group, it was agreed that only those who were resident in the county of Gloucestershire at the time of the survey would be included as their inclusion may otherwise lead to a skewing of the data. It is anticipated that those who were resident outside of Gloucestershire should be included by the surveys undertaken in their own area. Therefore in total, 66 surveys have been included in the full analysis.

A significant number of interviews were achieved on council owned sites. This is attributed to the interviewer having a long established relationship with the residents on 3 of the 4 council sites. In addition, many of the residents on the council owned sites have lived there for a significant period of time and have participated in other consultations relating to their site.

The 66 interviews fell short of the intended target of 120. Feedback from interviewers advised that a significant number of people declined to participate. This was particularly evident with private authorised sites with smaller numbers of pitches and unauthorised sites with smaller numbers of pitches. Feedback suggests that where people were satisfied with their sites and their own personal circumstances they declined to participate.

Few questionnaires were completed relating to bricks and mortar. This process has proved more challenging and relied on locally available information. Gypsies, Travellers and Showpeople are in general not identified as a separate ethnic group in monitoring that might take place including the Census, housing waiting lists etc. Due to the complex nature of obtaining this information the Project Group agreed that this data would be gathered separately to the main body of the Survey.

It should be borne in mind that at the start of each section of questions, the person being interviewed was asked if they would be willing to answer questions on that section. As a respondent could decline to answer each section or any question on the questionnaire, the number of responses to each question varies considerably.

(Extracts from Jigsaw Associates report)

Jigsaw Associates undertook detailed analysis of the data and the initial results were presented in early July 2007. The final report from Jigsaw Associates was received in August 2007. These findings formed the basis for the subsequent work by Ark Consultancy in Phase 2 of the GTAA.

Much later in the process further work was undertaken in relation to Gypsy and Traveller households who had latterly been identified in bricks and mortar housing. The work was led by the Gloucestershire County Council, Principal Traveller Services Officer, who completed group specific questionnaires with assistance from a member of the travelling community. The questionnaire survey was targeted at 36 Traveller households and 27 responses were achieved. It proved impossible at that time to find Showpeople or New Travellers in bricks and mortar accommodation. The raw results of this additional survey were made available in the first week of September 2007 and are shown in simple form at Appendix 2 together with a copy of the questionnaire used. No other data relating to this group has been made available.

2.2 PHASE 2 – EVALUATION AND ASSESSMENT

2.2.1 Approach

This element of the work focused on a desktop review of published documentation and policy relating or relevant to Gypsies and Travellers in the Gloucestershire area.

The review included consideration of the following broad areas of interest:

- ◆ Biannual Gypsy and Traveller caravan counts
- ◆ Sites identified by the Project Group
- ◆ Relevant national and regional policy
- ◆ Regional and local planning policy, including Local Plans, Development Plan Documents and Supplementary Planning Guidance or Documents.
- ◆ Housing Strategies and policy
- ◆ Supporting People
- ◆ Education
- ◆ Health
- ◆ Crime and Disorder
- ◆ Equality and Diversity
- ◆ GTAA's for surrounding areas

Work in this phase also utilised the published results from the Phase 1 research in order to calculate an assessment of need for accommodation for Gypsies and Travellers.

Discussions to support the evaluation work were held with representatives of a range of services including Education and Supporting People. Following consultation with the Showmen's Guild of Great Britain further information in relation to the circumstances and accommodation needs of travelling Showpeople in Gloucestershire was obtained in October 2007.

An attempt was made by the Project Group to consult stakeholders on some aspects of the gathering of information to inform the evaluation but this met with little response.

2.2.2 Biannual Caravan Counts and Site Data Provided by the Project Group

Local authorities are obliged to submit details of counts of Gypsy and Traveller caravans during January and July each year. It should be noted that this count excludes caravans occupied by Showpeople. CLG collates this information and publishes the figures for the last five counts on its website. These are shown in table 1 below.

Table 1. CLG Caravan Counts Jan 2005 – Jan 2007

Region	Count	Authorised sites (with planning permission)		Unauthorised sites (without planning permission)				Total All
		No. of Caravans	No. of Caravans	No. of Caravans on Sites on Gypsies own land		No. of Caravans on Sites on land not owned by Gypsies		
		Socially Rented	Private	Tolerated	Not tolerated	Tolerated	Not tolerated	
Gloucestershire	Jan 2007	100	194	33	24	23	23	397
	Jul 2006	111	200	22	43	57	21	454
	Jan 2006	112	216	28	12	29	7	404
	Jul 2005	94	195	34	8	53	14	398
	Jan 2005	106	222	64	27	39	1	459
Cheltenham	Jan 2007	0	0	0	0	0	16	16
	Jul 2006	0	0	0	0	0	11	11
	Jan 2006	0	0	0	0	0	6	6
	Jul 2005	0	0	0	0	30	0	30
	Jan 2005	0	0	0	12	0	0	12
Cotswold	Jan 2007	4	45	0	0	0	0	49
	Jul 2006	4	42	0	0	43	0	89
	Jan 2006	4	55	8	0	8	0	75
	Jul 2005	4	35	0	0	0	14	53
	Jan 2005	3	53	0	0	17	0	73
Forest of Dean	Jan 2007	0	26	2	0	6	0	34
	Jul 2006	0	29	0	0	3	0	32
	Jan 2006	0	39	0	2	6	0	47
	Jul 2005	0	39	0	0	0	0	39
	Jan 2005	0	37	3	3	0	0	43
Gloucester	Jan 2007	0	0	0	0	0	7	7
	Jul 2006	0	0	0	0	0	0	0
	Jan 2006	0	0	0	0	0	0	0
	Jul 2005	0	0	0	0	0	0	0
	Jan 2005	0	0	0	0	0	0	0
Stroud	Jan 2007	0	30	0	0	17	0	47
	Jul 2006	0	32	2	0	11	10	55
	Jan 2006	0	36	0	0	15	1	52
	Jul 2005	0	35	0	0	23	0	58
	Jan 2005	0	8	18	0	22	1	49
Tewkesbury	Jan 2007	96	93	31	24	0	0	244
	Jul 2006	107	97	20	43	0	0	267
	Jan 2006	108	86	20	10	0	0	224
	Jul 2005	90	86	34	8	0	0	218
	Jan 2005	103	124	43	12	0	0	282

Source: CLG website www.communities.gov.uk

However, the Project Group undertook a more thorough examination of records maintained by the partner local authorities and combined this with local field knowledge of numerous officers. These results were collated and a revised site listing was produced that formed the information base against which the survey interviews were conducted. The listing was further updated from returns from the survey team. This revised listing is shown at Appendix 2.

It should be noted that the Gloucestershire site listing shows numbers of pitches and therefore differs from the CLG biannual count that only records numbers of caravans. A pitch is normally regarded as accommodating a household, which may include additional caravans occupied by younger or elderly family members.

3. NATIONAL AND REGIONAL POLICY

The Caravan Sites and Control of Development Act 1960 introduced licensing for caravan sites. When granted such licences specified conditions covering the provision of amenities and conditions on site to ensure the welfare and safety of the occupiers. Site licensing requirements apply to all types of caravan site including those occupied by Gypsies and Travellers or Showpeople, albeit there are some exemptions.

In 2003 the ODPM launched a review of legislation and policy on site provision for Gypsies and Travellers following publication of commissioned research. An ODPM Select Committee of Inquiry considered the evidence collected and concluded that the policy and legal framework was not delivering the necessary outcomes.

In expectation of private provision meeting the need for additional sites the Government in 1994 repealed the statutory duty imposed by the Caravan Sites Act 1968 on local authorities to provide sites. This approach had clearly failed and the review culminated in legislative and policy change.

The Housing Act 2004 gave local authorities a new statutory duty to assess the need for Gypsy and Traveller accommodation in their area. However, site provision must be addressed within a regional framework. The Regional Planning Body, SWRA, will take account of accommodation assessments to determine how many pitches should be provided across the region, and specify in its Regional Spatial Strategy how many pitches need to be provided in each local authority area. *Preparing Regional Spatial Strategy reviews on Gypsies and Travellers by regional planning bodies* was published by CLG in March 2007 to inform this process. It is clear therefore that an assessment of the accommodation needs of Gypsies and Travellers is key to establishing the scale of additional pitch provision. In recognition of this fact CLG issued *Gypsy and Traveller Accommodation Needs Assessments – Guidance* in October 2007 which replaced draft guidance issued by the ODPM.

ODPM Circular 01/2006 *Planning for Gypsy and Traveller Caravan Sites* sets out revised guidance on the planning aspects of finding sites for Gypsies and Travellers and how local authorities and the travelling community can work together to achieve that aim.

It is no longer sufficient for local authorities to simply specify planning criteria for sites, although this should be included in Core Strategy documents. Local planning authorities now have to identify and allocate land for sites in their Development Plan Documents, in line with the number of required pitches specified in regional spatial strategy. This more proactive approach to site identification is a significant shift in national policy to be applied at the local level.

If local authorities fail to identify land for sites in Development Plan Documents (DPD) the Secretary of State has power to direct them to do so.

Local authorities do not need to wait for the adoption of site allocation DPDs to act in meeting the need for additional pitches. Planning applications for new site provision can still be made and judged upon their merits against extant policy criteria.

In the new Circular 4/2007 *Planning For Showpeople* the Government clearly intends to maintain the planning distinction between Gypsies and Travellers and travelling Showpeople and Circus People. Although the requirement for assessment of accommodation needs for this group is equally explicit the implication is that their needs will be separately addressed in planning terms. It is important therefore for GTAAs to separately identify the needs of this section of the travelling community.

A further raft of draft guidance was issued for consultation by CLG in May 2007. This relates to design of sites and their management. The consultation period expired on 22 August 2007 and final versions of the guidance are awaited. The design guidance covers permanent sites, transit sites and emergency stopping places. However, it follows a traditional path in terms of design criteria and it could be argued that greater innovation should be possible to deliver sites that are perhaps more attractive to certain groups. For example, would New [Age] Travellers prefer a more simple and eco-friendly style of site provision? These issues should be flushed out during the planning process, as an essential element of policy formulation is the requirement for consultation with the travelling community.

Funding for new sites is now available from regional housing funds, allocated by regional housing bodies in the same way as for mainstream housing. Local authorities may provide sites and access regionally distributed grant funding. Following issue of *The Social Landlords Order 2006 (Permissible Additional Purposes – England) relating to the provision of Gypsy and Traveller sites*, registered social landlords can also now both set up and manage sites, and obtain Gypsy and Traveller Site Grants. In the South West £4.5m has been provided for Gypsy and Traveller site grants from the Regional Housing Pot in 2007/08 and with 'flex' in the Housing Corporation's Affordable Housing Programme this can rise to £5.3m. The South West Regional Assembly has submitted a proposal to Government in relation to the next round of housing funding allocations to the regions. The submission *Proposed allocation of Regional Housing Pot resources 2008-2011* identifies a spending requirement of £12.66m for Gypsy and Traveller site provision in the period 2008-2011. The proposal specifically states that funding allocated for these grants during the period should be 2% of the Regional Housing Pot or £5m per annum, whichever is the less.

Local authorities and the police also have a range of enforcement powers for dealing with unauthorised encampments and developments. Section 62A of the Criminal Justice and Public Order Act 1994 (as amended) gives police forces power to evict people from unauthorised encampments. The Planning and Compulsory Purchase Act 2004 gives local authorities powers to issue temporary 'stop' notices to prevent unauthorised development, without needing an enforcement notice. ODPM and the Home Office issued joint *Guidance on Managing Unauthorised Camping* in February 2004, with an ODPM *Supplement to Managing Unauthorised Camping 'A Good*

Practice Guide following in March 2006. This latter document addressed anti-social behaviour issues. An updated *Guide to effective use of enforcement powers : Part 1 : Unauthorised encampments* was published in February 2006.

The South West Regional Assembly, acting as the Regional Housing Board, has published the Regional Housing Strategy 2005-2016. The primary action contained in the RHS that relates to Gypsies and Travellers is:

Action 31. New. - *Facilitate the provision of additional Gypsy and Traveller sites through the planning system, and support the development of robust assessments of local need.*

The outcome target for this action is:

There will be increased provision for Gypsy and Traveller sites by 2016.

Local housing authorities must also take account of Gypsies and Travellers in the preparation and implementation of their Housing Strategies. Again, reference should be made to assessment of need for accommodation of the travelling community. Policies to address any deficiencies in provision should be made explicit and integrated with the planning policies discussed above. Local housing authorities should also work in partnership with registered social landlords to deliver new sites.

The *Homelessness Code of Guidance for Local Authorities* issued by CLG in 2006 makes clear that local housing authorities have a duty to Gypsies and Travellers who are homeless. In discharging their homelessness duties local authorities must give consideration to the cultural and lifestyle needs of Gypsies and Travellers. This can be particularly challenging in the light of a lack of vacant pitches on which to accommodate them and that the shortfall in provision has probably generated the homelessness application in the first place.

The Human Rights Act of 1998 imposes obligations on local authorities to uphold the right to respect for private life, family and the home. There is also an absolute prohibition on discrimination. This latter issue is considered in depth in the 2006 publication by the Commission for Racial Equality of *Common Ground : Equality, good race relations and sites for Gypsies and Irish Travellers*. As legally recognised ethnic groups, Gypsies and Irish Travellers are protected by the Race Relations (Amendment) Act 2000, and included in the scope of the duty to promote race equality and good race relations. This means it is unlawful for any individual or organisation to treat Gypsies or Irish Travellers less favourably than other racial groups, or to discriminate against them indirectly. This requirement extends to all functions performed by a local authority.

4. THE GLOUCESTERSHIRE CONTEXT

4.1 Planning Policy

Local planning authorities are in a transitional period in moving from the old County Structure Plan and Local Plan system to the more recent new planning policy system known as the Local Development Framework. The Structure Plan and Local Plans are 'saved' for a limited period until replaced under the new system. Those policies therefore remain extant at the time of the study.

The role of Gloucestershire County Council has changed in that it is now charged with ensuring conformity of planning policy with the Regional Spatial Strategy rather than with the former Structure Plan. The County Council also has responsibility for certain areas of strategic planning policy. This includes advising the Regional Assembly on matters such as the number of new homes and extent of employment land required for future growth and development.

Each of the local planning authorities in the study area (the district councils) has published their Local Development Schemes. In effect these are programmes for the implementation of the Local Development Framework and indicate the timescale and phases for adoption of policies including statements of community involvement, core strategies, development plan documents and supplementary planning documents. These policies must conform to the Regional Spatial Strategy.

Five of the district councils adopted Local Plans in either 2005 or 2006. Those covering Cotswold, Forest of Dean, Stroud and Tewkesbury include policies for the provision of Gypsy and Travellers sites based upon satisfying a set of specified criteria. The criteria vary slightly but focus on requirements to demonstrate need, ensure adequacy of access to the site, a sustainable location in respect of relationship to facilities and services and no detriment to landscape or amenity. The Local Plan 2006 for Cheltenham Borough does not contain any specific policies for Gypsy and Traveller site provision. There is no established site in the Borough of Cheltenham and no apparent history of unmet need.

Gloucester City Council policies date back to the Second Deposit Draft Local Plan 2002 and similarly do not consider the possibility of site provision other than safeguarding a site used by Showpeople.

Extracts from the Local Plans are set out at Appendix 3.

Planning applications have been submitted for development of Gypsy and Traveller sites in Gloucestershire during the last three years. Cheltenham and Gloucester City Councils have not received any such applications whereas Tewkesbury Borough Council has records of 14 applications during the period. The other District Councils have determined small numbers of applications.

The findings of this GTAA and the consequent adoption of revised regional spatial strategy will require a review of local planning policies in relation to Gypsies and Travellers. Despite different timescales for production of elements of the Local Development Framework by the local planning authorities it would be beneficial if the authorities jointly considered and agreed a common policy in relation to site provision. This could be achieved through adoption of common criteria for site location in core strategies and a joint development plan document covering site allocation.

4.2 Housing and Social Policy

The district councils are the local housing authorities within Gloucestershire. Each authority produces a Housing Strategy and a Homelessness Strategy that details the relevant adopted policies. The general thrust of the housing strategies is to acknowledge that Gypsy and Traveller accommodation needs are under review as part of the GTAA process and that subsequent action will be based upon the findings.

Extracts from the Housing Strategies are set out at Appendix 3.

In September 2005 ODPM published *Tackling Homelessness Amongst Ethnic Minority Households – A Development Guide*. This document contains the following statement:

“Local housing authorities need to mainstream the concerns of Gypsies and Travellers in their service planning and delivery.”

Unfortunately homelessness strategies across Gloucestershire make little or no specific provision for Gypsy and Traveller households. Similarly, a strategic review of *Housing Related Support Services for Homeless Families in Gloucestershire* was published in August 2004. This document makes no mention of the travelling community.

Gloucestershire County Council is the administering authority for the Supporting People programme. Supporting People is a nationally driven approach to housing support needs and services, many of which were previously supported through the benefits system. The Supporting People Strategy for Gloucestershire 2005-2010 has been published. Under the heading of Travellers it states at paragraph 4.2.10:

“Currently the Supporting People programme provides no services to this group. The population has very high rates of illiteracy, poor health and experiences social exclusion from mainstream services and a number of households (estimated to be between 40-50) would benefit from Supporting People services.”

The difficulties faced by the travelling community are therefore clearly recognised but mainly unquantified. By way of response the Supporting People Strategy proposes creation of a floating support service in 2008. It identifies a budget requirement of £35,000 as being the estimated cost of a floating support service for circa 20 families.

At the time of drafting of this report the specific details of how the £35,000 is to be applied have yet to emerge but a decision has been taken to pilot the floating support service for one year.

The Youth Offending Team does not appear to offer targeted services to the Gypsy and Traveller community but the Gloucestershire Drug and Alcohol Service (GDAS) does have an outreach service that would serve the travelling community as required. GDAS visited known Gypsy and Traveller sites to determine the degree of drug and alcohol related problems but consider that there are no specific requirements of that community that couldn't be met via mainstream service provision.

The overall impression is created therefore that the area of Gypsy and Traveller accommodation needs and support requirements is somewhat neglected both in terms of policy and service provision.

However, one authority stands out in its approach to Gypsy and Traveller matters. A joint Home Office and ODPM report published in October 2004 entitled *Building Community Cohesion into Area Based Initiatives* states that:

Tewkesbury [Borough] Council has been recently awarded a Community Cohesion Beacon award and Shadow Pathfinder status for the work it has done in the field of community cohesion with Travellers.

Tewkesbury Council has developed a three-year cross-cutting plan to address the needs of Travellers. The Council has also established a number of planning groups, as well as a rural network for community cohesion to share best practice and learning.

The approach of Tewkesbury Borough Council is promoted as best practice from which others should learn and the Council deserves credit for such a proactive stance in what is clearly an emotive and challenging area of policy. Efforts should be made to engage with the other Gloucestershire local authorities and service providers so they may benefit from this source of recognised good practice.

4.3 Gypsy and Traveller Policy

In 2002 Gloucestershire County Council conducted a Best Value Review of Traveller Services. The Executive Summary is reproduced at Appendix 5. The emphasis on additional site provision should be noted.

A countywide partnership of public sector bodies has adopted a protocol for managing unauthorised encampments. The document *PROTOCOL FOR MANAGING UNAUTHORISED ENCAMPMENTS - Management guidance for use by County and District Councils, Gloucestershire Police and Primary Care Trusts* is reproduced in full at Appendix 6. The Gloucestershire County Council 'Gloucestershire Traveller Policy' is reproduced at Appendix 7.

It is unclear as to the extent by which the local authorities in the County are abiding by the terms of the protocols and policies. Anecdotal evidence from comments made during the survey indicates that perhaps not all are following the agreements. Given the age of some of the policies it would be appropriate to review and update the content to take account of latest guidance and to refresh the understanding and commitment of all parties to the protocol.

4.4 Educational Service Provision

In January 2005 the then Department for Education and Skills published a report: *Ethnicity and Education: The Evidence on Minority Ethnic Pupils, Research Topic Paper: RTP01-05*. The report looked at educational attainment for pupils from minority ethnic groups and finds:

- *Gypsy/Roma pupils, Travellers of Irish Heritage, Black Caribbean and White/Black Caribbean pupils are amongst the lower achieving pupils at Key Stage 4.*
- *Although numbers recorded in these ethnic categories are small, it is clear that Gypsy/Roma pupils and Travellers of Irish Heritage have very low attainment throughout Key Stage assessments and also have much higher identification of special educational needs.*
- *A large proportion of Gypsy/Roma pupils and Travellers of Irish Heritage appear to drop out of secondary school. Only a third of the number of pupils are registered on the Annual School Census as Gypsy/Roma at Key Stage 4 compared to Key Stage 1; and less than a half of pupils are registered as Travellers of Irish Heritage at Key Stage 4 compared to Key Stage 1.*
- *Travellers of Irish Heritage are the lowest achieving group at Key Stages 1 and 2. Of those Gypsy/Roma pupils attending secondary schools, they are the lowest achieving group at Key Stages 3 and 4. Only 23 percent of Gypsy/Roma pupils achieved 5+ A*-C GCSEs in 2003 (compared to the 51 percent national average).*

Plainly, there are significant challenges posed by these findings for children and young persons' services, and for schools in particular.

Gloucestershire County Council offers services to support the educational needs of Gypsy and Traveller children across the county. These tend to be concentrated on the schools with the greatest numbers of Traveller children in attendance.

Information provided by Gloucestershire County Council for the number and distribution of Gypsy and Traveller pupils attending county schools is set out in the table below:

School	No. of pupils	School	No. of pupils
Ampney Crucis	1	Hartpury	1
Ann Cam (Dymock)	2	Hesters Way, Chelt	5
Ann Edwards (S.Cerney)	33	Heywood, Cinderford	1
Archway (Stroud)	3	Highnam	4
Arthur Dye (Chelt)	2	Kingshill, Cirencester	1
Barnwood Park (Glos)	2	Kingsholm, Glos	50
Beech Green Quedgeley	6	Lakers, Coleford	3
Berkeley Primary	3	Linden, Glos	4
Bishop's Cleeve	2	Maidenhill, Stonehouse	1
Bishops College (Glos)	12	Minsterworth	11
Brockworth	1	Newent	2
Bromsberrow	14	Norton	38
Chosen Hill	2	Redmarley	5
Churcham	3	Rednock, Dursley	2
Churchdown	3	Ribston (Glos)	1
Parton Manor, Churchdown	36	Rodmarton	3
St. Mary's Churchdown	3	Ruardean	1
Cleeve	5	Severn Vale, Quedgeley	1
Coalway	1	Siddington	4
Dene Magna, Mitcheldean	3	Sir W. Romney, Tetbury	4
Denmark Rd. Glos	1	St. Thomas More, Chelt	16
Didbrook, Winchcombe	2	Tewkesbury	5
Dursley	6	Tibberton	5
Field Court, Quedgeley	20	Tredington	10
Gloscat (pre-16)	1	Vale of Berkely, Wanswell	1
Gotherington	2	Educated at home	26
Grangefield (B. Cleeve)	4		
GRS (Chelt)	3		
Haresfield	1		

Access to education can be extremely difficult for some Traveller children due to their nomadic way of life. Those on established and settled sites fare better in terms of their access to mainstream education. The County Council has made discretionary provision for transport to schools of 'vulnerable' children. Gypsy and Traveller children can take advantage of these services and journeys are made by the most cost-effective mode of transport in the individual circumstances of the family concerned. This can be by bus, minibus or taxi as appropriate and some journeys can be quite long in distance. However, services for the more nomadic New Travellers are much more limited.

Gloucestershire County Council has also supplied the following breakdown of information on schooling for Gypsy and Traveller children:

Total number of children (school age)	451
Showmen	54
Irish Traveller	70
Gypsy	307
New Traveller	20
On sites	353
Housed	63
Roadside	35

Pre- School children (due to go to school Sept 07)	34
On sites	30
Housed	3
Roadside	1

The County Council's Traveller Education Service some years ago issued a publication entitled *INFORMATION AND GUIDANCE FOR SCHOOLS*. This very useful document is now in need of some updating but still offers helpful advice across a range of topics, procedures and good practice in relation to the education of Traveller children in schools. There is also a low level of outreach provision whereby visits to Travellers' sites are made to educate children. This is important as the survey results revealed concern amongst Traveller families that local hostility prevented them from sending their children to school in the locality. An Education Welfare Officer experienced in working with this client group is also available and works in association with the six schools having the greatest concentrate of Traveller pupils.

Provision of adult education services is less developed both nationally and within Gloucestershire. Attainment in literacy and numeracy is known to be problematic for many adult Travellers but there is often difficulty in working with this group in terms of them being willing or able to address their lack of skills. Vocational training is also required in fields such as horticulture, landscaping, electrical and mechanical engineering, hairdressing and beauty therapy.

4.5 Health Service Provision

There is not a great body of published research on the health of the Gypsy and Traveller population. The University of Sheffield published a research paper *The Health Status of Gypsies & Travellers in England – Summary of a report to the Department of Health 2004* that highlighted the extent of health inequality between the travelling and settled populations. The paper states:

Our findings confirm and extend the practice-based evidence on poorer health in Gypsy Traveller populations. There is now little doubt that health inequality between the observed Gypsy Traveller population in England and their non-

Gypsy counterparts is striking, even when compared with other socially deprived or excluded groups and with other ethnic minorities.

The impact of smoking, education and access to GP service is important. The educational disadvantage of the Travellers was extremely striking, and the single most marked difference between Gypsy Travellers and other socially deprived and ethnic minority populations. However, these factors do not account for all the observed health inequalities. The roles played by environmental hardship, social exclusion and cultural attitudes emerge from the qualitative study, and are consistent with the finding there is a health impact of being a Gypsy Traveller over and above other socio-demographic variables.

The aspects of Gypsy Traveller health that show the most marked inequality are self-reported anxiety, respiratory problems including asthma and bronchitis, and chest pain. The excess prevalence of miscarriages, stillbirths, neonatal deaths and premature death of older offspring was also conspicuous. There was less inequality observed in diabetes, stroke and cancer.

These findings should inform the strategy for addressing health inequalities amongst Travellers in Gloucestershire. The body with direct responsibility for community health is the Gloucestershire Primary Care Trust.

The South West Strategic Health Authority has described the three main functions of a primary care trust as:

- engaging with its local population to improve health and wellbeing;
- commissioning a comprehensive and equitable range of high quality, responsive and efficient services, within allocated resources, across all service sectors; and
- directly providing high quality responsive and efficient services where this gives best-value.

The NHS in England: the operating framework for 2006/07 identified the priorities for the NHS in 2006/07. It states that the NHS remains committed to delivering the plans set out in 'National Standards, Local Action', published in 2004 but that there will be a particular focus on:

Achieving robust financial health and achieving six specific service priorities:

- *Reducing health inequalities*
- *Achieving 31 and 62 day waiting for cancer treatment*
- *Achieving maximum of 18 week wait from GP referral to hospital treatment*
- *Year on year reduction of MRSA*
- *Patient choice and booking*
- *Access to Sexual Health and Genito –Urinary Medicine (GUM)*

It is plain from these policy requirements that the reduction in health inequalities in Gloucestershire should be a key element of the work of the NHS at the local level. In this context it is recognised within Gloucestershire that more needs to be done to address the needs of Gypsies and Travellers in relation to their access to health services and improvement in their state of health. A recent internal newsletter published by the Gloucestershire Primary Care Trust observes:

It is known from studies that the health of Gypsies and Travellers is poorer when compared to the rest of the United Kingdom population. The average life expectancy is 12 years less for women and 10 years less for men when compared with the settled population. 17.6 per cent of Gypsy and Traveller mothers have experienced the death of a child, compared to 0.9 per cent in the settled population.

Local studies undertaken by the Public Health team at Gloucestershire PCT, identified a need for greater collaboration between the NHS and the local Gypsy and Travelling population. As a result of these studies, the PCT has been an active partner on a multi-agency group working to promote the specific needs of the travelling community within the wider settled community.

The report *Our Children : Our Future*, 2005-2006 of the Directors of Public Health for Gloucestershire, November 2006, also comments:

It is important to note that for some sub-groups of the population (e.g. in the Asian community and Gypsy/Travellers) it is the convention/norm to have babies at a young age and that the mothers of these children are often in a stable family unit.

The health needs of the Gypsy and Traveller community are therefore starting to be recognised within the County and there appears to be a joint commitment towards seeking solutions to the difficulties faced. However, the PCT Business Plan 2006/2007 contains no specific reference to Gypsies and Travellers but does acknowledge the need to further monitor the needs of black and minority ethnic groups.

The GTAA survey indicated that the settled Gypsy and Traveller population has good access to GP services with 92% of responders being registered with a practice. Of course the much lower response rate from transient Travellers could indicate that the figures are skewed. 70% of responders had a journey of 3 miles or less to reach their doctor.

66% of responders were registered with a dentist but many experienced great difficulty in finding a NHS dentist. This is of course a problem faced equally by the settled population and is a national issue. 56% of responders faced journeys to the dentist of three miles or less.

The survey report (see companion volume, Jigsaw Associates) also provides feedback on health issues, thus:

35% of those who responded advised that they considered that someone in their household had a long term disability or limiting long term illness. The nature of disability or limiting long term illness varied but a significant number stated that they had walking difficulties without being in a wheelchair, a significant number of respondents had diabetes and visual impairments.

71% (n=15) of respondents with a disability advised that their disability caused them to have limited movement in their home. For those respondents who indicated that they had limited movement in their home due to their disability the respondents advised that they required the following assistance (more than 1 response could be given per respondent);

- 53% required adaptations to their home*
- 87% required regular medical treatment*
- 73% required care and support from the family*
- 47% required care and support from social services*
- 93% required a regular prescription*

For those respondents that advised they required adaptations to their homes (more than 1 response could be given per respondent);

- 29% required ramps inside or outside*
- 29% required handrails inside or outside*
- 71% required adaptation or changes to their bath/shower/toilet*
- 57% required their bath/shower/toilet relocated*
- 14% required a hoist for their bath or bed*

Several people specified that they required their toilet relocating to indoors. 92% of respondents advised that they had not had these adaptations made to their home. 100% of respondents advised that their disability would not lead to them moving into bricks and mortar, although one respondent advised that “I would if I really had to”, another advised “my father would not allow it”.

It is clear that much still has to be done to address adequately the health needs of the travelling population. Services to offer improved quality of life to those suffering some form of disability seem to be a particular issue, although it is accepted that undertaking adaptations for the disabled in a caravan or vehicle often presents unique difficulties.

4.6 Crime and Disorder

Enquiries were made of Gloucestershire Constabulary in relation to the availability of crime statistics related to the Gypsy and Traveller community. Such information is not held. Crime data is based upon the whole county and areas within the county. It is not broken down or specifically attributable to any of the diverse groups within the county. Some aspects of policing work are coded against ethnicity such as Stop and Search but the Constabulary does not specifically code Gypsies or Travellers in relation to attributing crimes.

Crime and Disorder Reduction Strategies across the County do not make specific reference to the Gypsy and Traveller community, being more generic in nature and focused on the different types of crime or disorder. Issues such as hate crime or that which is racially aggravated are addressed and actions and targets are prescribed to reduce such incidents. The Gypsy and Traveller community could of course be the target of such incidents and anecdotal evidence suggests an awareness of a degree of local hostility on occasion.

4.7 Equalities and Diversity

The website of Gloucestershire County Council has a useful summary of what is meant by equalities and diversity:

Diversity/Equal Opportunities/Equalities - What's the Difference?

Equal Opportunities is driven by legislation and focuses on barriers to equality, whereas Diversity celebrates difference, and encourages positive relationships between people from all different communities by working to increase awareness, tolerance and understanding thus helping people develop new friendships and skills, enabling them to work with or support a whole variety of customers and colleagues.

The Equality Act 2006 underpins the statutory requirements prohibiting various forms of discrimination. The Human Rights Act 1998 lays out the rights to which everyone is entitled and brings into UK law the European Convention on Human Rights. The Act states at section 6(1): *It is unlawful for a public authority to act in a way which is incompatible with a Convention right.* The duties on local authorities and other public bodies are therefore quite clear in relation to their treatment of minority groups such as Gypsies and Travellers and the wider population.

Furthermore, the Commission For Racial Equality undertook an inquiry into the issues surrounding Gypsies and Travellers the results of which were published in the report: *Common Ground - Equality, good race relations and sites for Gypsies and Irish Travellers, 2006.* The report offers a useful summary of the legislative position:

The amended Race Relations Act (RRA) covers all the functions of all public authorities. It also gives over 40,000 listed public bodies (including local authorities, parish councils, community councils and police forces) a statutory general duty to 'pay due regard' to the need to eliminate unlawful racial discrimination, to promote equality of opportunity, and to promote good relations between different racial groups. The three parts of the duty are obligatory; and they are complementary, but distinct.

As legally recognised ethnic groups, Gypsies and Irish Travellers are protected by the RRA, and included in the scope of the duty to promote race equality and good race relations. This means it is unlawful for any individual or organisation to treat Gypsies or Irish Travellers less favourably than other racial groups, or to discriminate against them indirectly.

Segregation on racial grounds is also a form of direct discrimination. The RRA covers all locally and nationally provided services, including planning (section 19A of the RRA), housing and management of housing (including Gypsy sites) (section 21 of the RRA), education (sections 17 and 18 of the RRA), and the provision of other goods and services, such as health services, to unauthorised encampments (section 20 of the RRA).

Local authorities are required to publish a Race Equality Scheme (RES) and all of the Gloucestershire authorities have done so. The RES for the County Council makes specific reference to Travellers, as do those adopted by Gloucester City and Tewkesbury Borough Councils. The other local authorities do not specifically mention Gypsies and Travellers in their RES. Although a number of the RESs are generic in nature and not specific to a particular racial group it would be helpful if their presence could be acknowledged. For example, some RESs refer to Black and Ethnic Minority Groups but as Gypsies and Travellers have quite specific needs these are lost in the wider approach and terminology adopted. Efforts should be made to identify the specific racial groups so that their needs can be considered in policy development and service delivery.

Local authorities are also pursuing the Equality Standard for Local Government that sets benchmark levels of best practice. The thrust of this aspect of policy and practice within the County is to demonstrate equality of opportunity and access to services for all, combined with a recognition that different groups or communities of interest have diverse needs that may require tailored solutions to meet those needs.

In many instances the various services and agencies have striven to ensure that assessments of service requirements include the circumstances of Gypsies and Travellers. Examples are education and drug and alcohol services. Conclusions and outcomes will of course vary according to needs identified. In some cases special provision has been made for support to the travelling community but in others their needs can be satisfied through the mainstream provision available to the general population.

There are however a number of areas of policy and service provision where further work is needed. Statements given above in relation to health inequalities are a good example where resources need to be devoted to tackling the specific health issues faced by the travelling community.

Of particular relevance is the need to consider the consequences of refusing or granting planning permission, or taking enforcement action, on the rights of the individual Gypsies or Travellers concerned, and whether it is necessary and proportionate in the circumstances.

4.8 GTAAs

GTAAs for other county areas have been reviewed, in particular for evidence of cross-boundary movements. In the calculations of assessed need for accommodation the various authors have either declined to mention the issue or have

taken a similar approach to that set out in this report, i.e. to not take account of survey derived comment on intention to move across boundaries. This stance is taken to avoid double counting with other GTAA's and is described in more detail in the calculation of need assumptions set out later in the report.

4.9 Festivals and Events

Stow Horse Fair is a biannual one-day event that takes place in May and October at Stow-on-the-Wold. Reference is sometimes made to the 'Stow Charter Fair'. A Charter granted in the 14th Century, allows the Lord of the Manor of Stow to hold two fairs annually. Originally these would have been medieval hiring fairs. They continued into the early part of the 20th Century and became recognised horse fairs, attracting Travellers to Stow.

The Charter Fair has not been held for many years, but Travellers have continued to come to Stow to hold their own fairs, of which trading in horses, horse drawn vehicles etc. forms a part. This gathering has become known as Stow Fair and Travellers begin to arrive days, sometimes weeks in advance in lay-bys and verges in the surrounding parishes.

It could be argued that land should be identified as emergency stopping places to account for the sudden influx of Travellers to the Stow area to mitigate camping in lay-bys and on roadside verges. Such designated land could be provided with temporary amenities for the use of the Travellers.

5. BRIEF SUMMARY OF FINDINGS FROM THE SURVEY

The following selective information is derived from the final report of Jigsaw Associates. It is intended only to give the reader an overall impression of the circumstances of the travelling population in the County.

For a wider explanation and access to the full data, the number of respondents upon which it is based and the risks associated with the sample size the reader should refer to the companion volume comprising the Jigsaw Associates final report.

5.1 Ethnicity

The main groups identified are:

34% Romany Gypsy
29% English Traveller
21% Fairground Traveller/Showpeople

However, there is evidence of groups of Irish Travellers in transit through the County.

It is known that within the County, English and Irish Gypsies do not generally mix on the same site. This is equally true of New Travellers and Showpeople who do not tend to mix with other groups.

5.2 Age Structure and Composition of Households

None of the respondents aged over 50 are on unauthorised sites.
44% of the respondent population are children aged 16 or under.
A significant proportion of households with children are on unauthorised sites.
17% of households have between 6 and 9 persons.
5% of households have 10 or more persons.
18% of households are comprised of one person.
18% of households are comprised of two people.
14% have 5 or more beds for household use.

5.3 Length of Residence

63% of respondents have lived in Gloucestershire for more than 5 years.
89% of respondents considered that they had a strong connection to the area.
85% of respondents on local authority sites and 75% on private authorised sites had been in residence for more than 5 years indicating a settled community.
Some respondents on unauthorised sites or encamped at the roadside had been there for between 1 and 5 years.

27% of respondents have always lived on their current site, 30% had a family connection to their current site, 7% moved to the site for work purposes and 4% for schooling or quality of life.

32% of respondents gave other reasons for moving to the site with a significant proportion indicating that they had been evicted from a previous location or had nowhere else to go.

63% of respondents do not intend to move from their present site and 10% intend to move in the next 12 months. 9% will move when forced to do so.

Of those intending to move site 80% would wish to move to another site within Gloucestershire.

5.4 Type of Site

41% on local authority sites.

35% on authorised private sites.

24% on unauthorised sites or roadside encampments.

5.5 Type of Accommodation

50% occupy a static caravan/mobile home.

30% occupy a static touring type caravan.

2% occupy bricks and mortar accommodation.

2% occupy a van.

9% occupy other accommodation including trucks and traditional Romany Gypsy type caravans.

5.6 Satisfaction with Current Site

The majority of respondents on local authority sites expressed themselves as fairly or very satisfied with the site. The satisfaction level for private authorised sites is more evenly distributed on a scale from very dissatisfied to very satisfied with the largest proportion being very satisfied. More respondents are very unsatisfied with unauthorised sites but surprisingly none of those at the roadside expressed themselves dissatisfied.

The main reasons for dissatisfaction included inadequate drainage, lack of basic amenities, vandalism and harassment. To a lesser extent concerns were expressed over water supply, dogs, overcrowding, rubbish and quad or motorbikes.

36% of respondents were concerned over health and safety issues.

5.7 Location of Previous Site

71% of respondents had occupied another site in Gloucestershire before moving to their current site. 29% lived outside of the County.

5.8 Travelling Patterns

37% of respondents had travelled in the previous 12 months. Of that group 78% travelled on a seasonal basis and 12% as a result of an enforced move.

64% have a set pattern of travel each year. 83% only travel with their own household. 9% travel with more than 6 other households.

The main reasons for travelling at the time of the survey were for work purposes (29%), to attend fairs or festivals (38%) or as a way of life (18%). Other reasons included visits to family, family events or holidays.

5.9 Enforcement Action

In the last 12 months 17% of respondents advised that they had been the subject of some form of enforcement action. 10% suffered an eviction of which 85% were on unauthorised sites or the roadside. The great majority of respondents moved voluntarily when served with a formal notice or a summons.

5.10 Views on Future Accommodation Requirements

Views of Gypsies and Travellers were sought on the nature of accommodation that they would like to see within the County.

No respondent said they were on a waiting list (register) for bricks and mortar accommodation but 5% said they were on waiting lists for sites. 2 respondents claimed to have been refused entry to a local authority housing register. There is a waiting list for local authority sites which includes a number of families already on such sites but seeking transfers to larger or additional pitches.

9% of respondents had said they wished to move were unable to do so. 25% of this group advised they were unable to get a pitch on a site and 20% could not afford the cost of a move. The remainder of the responder group were involved with the planning system in trying to gain permission for their own sites.

72% of respondents considered that provision of transit sites was needed in Gloucestershire. The majority of those who considered transit sites were not needed expressed a preference for permanent sites as transit sites were not big enough to

store equipment for Showpeople. 67% considered transit sites should permit occupancy for more than a month, 22% for between 2 and 4 weeks and only 12% of respondents suggesting a period of occupation of less than 2 weeks.

88% of respondents considered more permanent sites were required. Opinion was equally divided on whether these should be provided by the public or private sector.

61% would like to own their own site but only 23% of respondents thought that they could afford to do so. Such development could be undertaken by the extended family with spreading of costs and site improvements made over time.

Responses on the ideal size for a privately owned site were equally divided between 1-5 pitches and 6-10 pitches. 6% suggested a size of 10-20 pitches. 77% of respondents would like a site for their own family or extended family only.

The table below indicates percentages of responders in relation to the preferred size of site split between transit and permanent:

Ideal n°. of pitches	Type of Site - % of Respondents	
	Transit	Permanent
1 – 5	15	16
6 – 10	21	27
11 – 15	12	11
16 – 20	29	21
21 – 25	8	10
26 – 30	10	5
30+	6	1

5.11 Preferred Type of Accommodation

A mobile home is the preferred form of accommodation for 43% of respondents with 19% preferring a touring caravan or trailer. Interestingly 22% advised that they would prefer to live in a 'bungalow' but only if it was on a Travellers' site with storage for vehicles/caravans and provided with internal amenities. This latter point is probably a reflection of the relatively settled nature of many households who would like to improve the quality of life on their pitches by having access to internal amenities but still maintaining an ability to travel when desired.

5.12 Ideal Site Location

The table below illustrates the responses to questions regarding the ideal location for a site:

Location	% of Respondents
Cheltenham District	1
Cotswold District	11
Forest of Dean District	5
Gloucester City	9
Stroud District	9
Tewkesbury Borough	46
Herefordshire	4
Monmouthshire	4
Elsewhere	9

86% of respondents would prefer a rural location and the majority of the 14% preferring a more urban location expressed a desire for an edge of town site close to amenities.

97% of respondents considered that a Travellers site should be more than 1km from the settled community.

5.13 Crime Suffered

The figures for respondents suffering loss of property, vandalism damage or harassment are 5 or 6% in each category. The majority of harassment comes from other Travellers on the same site. There appears to be a reluctance to report such criminal incidents to the police with only one respondent having done so.

It is known that certain families do not relate well to each other and this could be the reason for comments regarding harassment. Similarly, the distinct and separate groups within the travelling community do not mix well together.

5.14 Health

Reference to health issues is made in the section of the report headed The Gloucestershire Context.

5.15 Education

Figures from the survey will not reveal an accurate total number of pupils attending local schools. However, of those responding it shows 76 children attending primary school and 25 attending secondary schools.

24% of survey respondents felt that their accommodation or site was affecting their children's education. Reasons given included difficulty in securing a place and local hostility. On average children travelled 3 miles to school, the range being from half to ten miles.

5.16 Affordability

A third of survey responders refused to answer questions relating to household income but it is likely that a similar response would be received from the settled population if asked for similar information.

60% of responders advised to have a total annual income for the household of less than £10,000 per annum. Only 2% suggested a figure of £20,000 - £30,000 per annum.

47% pay less than £30 per week for their site pitch although this does include owner occupiers who may not make a rental payment.

70% of respondent households were in receipt of some form of benefit or allowance; mostly housing and council tax benefit, child benefit and income support.

Information from Gloucestershire County Council indicates local authority site fees and take-up of housing benefit as follows:

Site	Weekly Rent	Housing Benefit Take-up
The Willows	£46.58	99%
Showborough (double pitches so fee effectively = £88.90 p.w.)	£44.45	89%
Cursey	£34.27	100%
Culkerton	£30.00	100%

5.17 Work

The figures obtained from the survey need to be treated with caution for the reasons set out in the Jigsaw Associates report.

30% of respondents were self-employed and 8% in employment. 16% were retired and 38% looked after the home.

8% claimed to be unemployed and 6% unemployed but seeking work.

The most common occupations were:

- Travelling Showpeople
- Housewife/carer for the family
- Agriculture work
- Landscaping
- Gardening
- Jobs in the arts, e.g. sculpture and artists

15% claimed to live in the area to be near some form of permanent work.

5.18 Gypsies and Travellers in Bricks and Mortar Accommodation

29 Gypsy and Traveller households were questioned during the survey, both in the phase 1 work and in a subsequent targeted study conducted by the County Council. In the original survey one of these households occupied a dwelling on a Travellers site and therefore will not require a pitch. The full results of the survey supplied by Gloucestershire County Council are shown at Appendix 4.

26 households were Romany Gypsies and 1 an Irish Traveller household. All gave their house as their main accommodation.

The main reason (59% of respondents) for moving to housing was that there were no available sites for Travellers. 11% gave health reasons and 11% described the reason as 'more room', perhaps indicating overcrowding when travelling. 100% of respondents had a strong local connection, which is to be expected if they now reside in local authority or RSL accommodation.

59% of respondents are tenants and 41% owner occupiers with 82% having been in occupation of their house for more than 5 years and the remainder from 1 to 5 years. This indicates a degree of settlement

Only 18% of households surveyed had travelled in the previous 12 months.

37% of households had members who are likely to start a new household, a total of 12 persons. All want to move to a site with 7 identifying Stroud as the preferred location and 5 preferring Gloucester.

The total number of Gypsies and Travellers in bricks and mortar accommodation are unknown and this poses difficulty in applying the results of the survey to the assessment of need for additional pitches. These findings have been incorporated into the assessment as far as is practicable.

6. SHOWPEOPLE

The Government has acknowledged that there is clear evidence that the accommodation needs of Showpeople have not been met since the publication of Circular 22/91. In August 2007 CLG Circular 4/2007 *Planning For Showpeople* was issued. This document defines Showpeople as follows:

Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family's or dependants' more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily or permanently, but excludes Gypsies and Travellers as defined in ODPM Circular 1/2006.

The survey has revealed a significant number of travelling Showpeople in Gloucestershire. They are a group that tend not to mix with other sections of the travelling community and are known for maintaining close family ties, often travelling with members of the extended family between whom there is a shared interest in the fairground business. Their occupations are distinctive and involve operation of fairground rides, amusements and associated activity such as catering and sale of goods.

In years gone by Showpeople often resorted to winter quarters but with the changing lifestyles amongst the general population the demand for fairs has extended the operating season. However, winter quarters are still an important requirement. Some families will travel in a relatively local area and return to their home site on frequent occasions, but others can travel for extended periods before returning to the home site.

Showpeople prefer to live in large trailers that are of a recognisable design and can be towed with other equipment/rides by HGVs. For sites where there are more permanent living quarters the modern mobile home installed with full amenities is becoming more common. Fairground equipment used by Showpeople is large and of high value and it is essential for security purposes that it can be stored at the same location as the living quarters. Frequent maintenance and testing is required to ensure safe operation of the equipment and rides which again poses a requirement for adequate working space to be available on the site. The survey results clearly indicate that most Showpeople are finding that their sites are too small and space for parking and working on rides and equipment is inadequate. It follows that the design of sites for occupation by Showpeople differs from that of Gypsies and New Travellers. This is acknowledged in Circular 4/2007 where a distinction is drawn between a pitch for Gypsies and Travellers and a Showpersons 'plot'.

The Showmen's Guild of Great Britain is the representative organisation for Showpeople and it suggests that a plot size of up to 150 x 200 feet would best meet the need for living, storage and working space. However, most sites have smaller plots of between 100 x 100 feet and 100 x 150 feet. These plots are often referred to as 'yards'.

The survey asked specific questions of Showpeople. 77% of respondents confirmed that they had a regular pattern of travel with the main period of travel being from March to November. Most visited counties surrounding Gloucestershire but a few travelled longer distances to London, Nottinghamshire and the West Midlands.

80% of respondents indicated that they travelled only with their own household or extended household with between 1 and 10 vehicles comprising the group.

92% of respondents advised that they did not have sufficient space on their current site for trailers, vans, work and business vehicles. Respondents who advised they had insufficient space stated that they needed additional space for a mix of work and living vehicles and cars. Several respondents advised that there was insufficient space to repair and maintain their work vehicles and that they had to store vehicles on other sites.

The survey also indicated that 16 caravans could not be accommodated on the same site as the main living and working accommodation.

Showpeople demonstrate a preference for site ownership rather than any other form of tenure. However, not all Showpeople are able to acquire a site of their own and so there is still a requirement for provision of sites for rent.

There is not a great deal of information available about the level of site provision for Showpeople. The biannual caravan count specifically excludes them and so there is no trended data available to demonstrate overall numbers or patterns of household growth. In some instances they can be exempt from the requirements for licensing of caravan sites so again local authority records of accommodation for Showpeople are sketchy at best.

The regional branch of the Showmen's Guild has been approached for information relating to the circumstances of Showpeople within Gloucestershire. In response the Guild has advised that two sites have been refused planning permission in recent times; one at Gotherington and another site in the Forest of Dean at Ruardean. This latter site has a dwelling on it but the occupant requires storage for Showman's trailers. Occupants of the Gotherington site are now located on land adjacent to Teddington Hands Roundabout with the benefit of an 18 months temporary planning permission. The Guild has advised that, including those on the Teddington Hands site, there are at least 26 Showpeople households seeking site accommodation in Gloucestershire.

Information provided by the Project Group has indicated that within Gloucestershire there are believed to be five authorised sites for Showpeople. These include a large authorised site of 61 plots at Pool Meadow, Westend Parade, Gloucester and 8 plots with temporary planning permission on land adjacent to the Teddington Hands Roundabout. A small single plot site at Buttercup Farm, Norton is also authorised with a personal planning permission. Sites of 4 plots each are located at

Hardwicke and Stonehouse in Stroud District. At least one site has been confirmed as vacated following failure to secure planning permission (Gotherington).

Plainly, the available information suggests a degree of unmet need for accommodation for Showpeople but the survey does not establish the total number of Showpeople households in Gloucestershire nor can the age breakdown of the households be specifically identified due to the confidentiality guarantee given when the survey was conducted. However it is known that 14 Showpeople households were included in the survey. Information received from the Showmen's Guild does give some indication of household composition, although it has been supplied without any controls on accuracy or consistency of the data.

As a representative proportion of Showpeople households were included in the survey it is suggested that the issue of newly forming households is covered in the assumptions made for the calculation of accommodation needs set out in the following section of the report. Based upon the information from the Showmen's Guild if 18 Showpeople households (26 minus the 8 plots at Teddington Hands) are awaiting plots in Gloucestershire then this figure could be applied to the countywide calculation as an indicator of need for this specific type of site.

7. ASSESSMENT OF ACCOMMODATION NEED

7.1 Derivation of Figures and Assumptions Made in the Accommodation Need Assessment Calculation for Permanent Pitches

The survey achieved completed questionnaires and interviews with 66 Gypsy and Traveller households in Gloucestershire. A further 6 were completed for households currently residing in Wychavon (4) and Malvern Hills (2) Districts. However, some responders declined to answer certain questions and so the sample size varies according to the question posed. Additional surveys were carried out on those Gypsies and Travellers in bricks and mortar accommodation and of travelling Showpeople.

In order to arrive at figures for use in the calculation of need for pitches, the data from the survey, where appropriate, has been expressed as percentages that can be grossed up for the total household population to inform the Assessment. However, despite the best efforts of the survey team the sample size achieved from most of the Districts in the study area is too small to be statistically valid or representative of the whole target Gypsy and Traveller population. It is appropriate therefore to rely upon a range of information from which to draw the assumptions used for the countywide calculation and to apply those same assumptions at a district level.

The Project Group drawn from the commissioning local authorities has also gathered and collated data on Gypsy and Traveller sites to inform the Assessment. This data is based upon local knowledge derived from County and District Council Officers and indicates a total of 556 caravans (487 estimated households) in the study area in March 2007.

This number of caravans and pitches identified by the Project Group is significantly higher than the total number of caravans recorded in the biannual caravan counts, which is perhaps surprising. It is likely that the Project Group figures are the result of a more comprehensive and careful survey compiled over a period of time rather than the individual biannual counts produced on just one day. The data also includes travelling Showpeople.

For the purposes of the calculations the actual or estimated number of pitches has been used in preference to relating households to the number of caravans on site as this will fluctuate according to circumstances.

The assumptions used in the calculation are explained in the following section of the report and cross-refer to the tables for the whole study area and the individual local authority districts.

Note: In the tables of assessment of accommodation need some of the countywide figures are slightly different to the sum of the district figures due to rounding in the calculations.

Current Residential Supply

1. Household population living on authorised local authority and private sites:

This figure is derived from the collated site data list provided by the Gloucestershire Project Group that shows numbers of pitches and caravans accommodated thereon. This approach is preferred to use of data from the biannual CLG counts, which record numbers of caravans and not pitches or households. Some households occupy more than one caravan and using the biannual count figures could therefore result in a degree of double counting. The additional pitches now identified by the Project Group also casts doubt on the accuracy of the biannual count figures. In particular, the Project Group data for authorised sites and those that are developed but unauthorised should now be robust. These sites are static and therefore more easily recorded, unlike the unauthorised encampments.

In the calculation each pitch is assumed to include one household irrespective of the number of caravans on that pitch.

2. The number of unused local authority pitches is drawn from site management information provided by the Project Group. There is no data on vacancies or waiting lists for private sites.
3. The number of existing pitches expected to become vacant in the near future is based upon the turnover rate measured over the previous three years for the local authority sites. Six such pitches became vacant and five were filled immediately by households from the waiting list for the respective site. One pitch remains vacant but this is on a site otherwise occupied for a long time by a single family and introduction of a new family to the vacant pitch would be problematic. If the number of vacancies is expressed as a yearly equivalent it produces two vacancies per annum. This equates to a turnover rate of 2.6% per annum, which is extremely low compared to that found in other GTAAs. However, the survey revealed that a very high proportion of respondents (80%) from authorised sites (local authority and private) had remained on their pitches for five or more years with a further 9.5% having been in occupation for between 1 and 5 years. This indicates a fairly settled population. 25% of respondents on unauthorised developments or encampments had also been in occupation for between 1 and 5 years. It is known that occupants of authorised private site pitches in the study area tend to pay a retainer to reserve their pitch during periods when they are travelling. The pitch is therefore not available for re-letting. The turnover rate has been applied across all existing and planned authorised sites to produce the total number of pitches likely to become vacant to 2012 ($387 \text{ pitches} \times 2.6\% \times 5 \text{ years} = 50$).
4. The number of households in site accommodation expressing a desire to live in housing has been identified from local authority site management information produced by the Project Group and the responses to the survey from Gypsy and Traveller households. Some 29 Gypsy and Traveller households in bricks and mortar accommodation were interviewed, one household of which occupied a house on a

Traveller site. Movement to and from local authority sites and housing over the last three years has been minimal with only one household known to leave a site for social housing and one household moving in the opposite direction. The net effect is therefore nil. Those in bricks and mortar accommodation likely to form a new household are included under item 14 below. None of the survey respondents from a site was on a housing register/waiting list. However, the survey indicates that 20% of responders wish to move to housing accommodation, citing a bungalow or house as the preferred option. However, all of these responders stated that they wished the bungalow or house to be located only on a Gypsy and Traveller site. The conclusion therefore is that no respondents currently wish to move to housing within the general stock and any such movements have tended to balance out with moves from housing to sites.

5. New local authority pitches planned in 2007 – This figure has been produced following consultation with the Project Group. Planning permission has been granted for 5 new pitches on The Willows site in Tewkesbury Borough and funding has been confirmed to commence the development.
6. Existing applications for private sites likely to gain planning permission during 2007 - This figure has been produced from study of current planning applications and those determined since July 2007 when the Project Group site data was produced. It includes the outcomes of planning appeals determined during the period. One existing site is stated by County Council officers to have gained retrospective planning permission for 11 pitches (Shorncote 2) but as it already exists it has been included in the figure for existing authorised private sites. A new site for 8 pitches on land adj. The Willows, Sandhurst Lane is under development.

Current Residential Demand

7. Households seeking permanent site accommodation in the area – For the purposes of the assessment calculation a figure of nil has been applied against this heading. The only Gloucestershire households on local authority site waiting lists are already accommodated on authorised sites and are more properly requests for transfers. Other households in need of permanent pitches are considered in the categories below and a nil return here avoids double counting.
8. Households on unauthorised encampments – The last five biannual counts indicate an average of 112 caravans on unauthorised sites but there is no breakdown between encampments and developments. The Project Group data suggests 140 unauthorised caravans with 113 households in March 2007. Of these 55 households are on unauthorised encampments and approximately 87% of occupants are New Travellers, 10% English Gypsies and 2% Irish Gypsies. New Travellers tend to be more nomadic in lifestyle and a relatively high proportion might therefore be expected to need transit rather than permanent pitches. The survey data shows some 25% of households interviewed on unauthorised roadside sites have been in occupation at the same location for between 1 and 5 years thereby indicating a degree of

permanence and local need for residential pitches. However, the sample size from roadside encampments was relatively small and those with long stays may have proved more accessible to the survey team due to their static location. In the absence of definitive data on the need of encamped Gypsies and Travellers for permanent pitches on authorised sites it is suggested that a figure of 20% should be applied to the estimated number of pitches/households to produce the indicative figure of need. $55 \times 20\% = 11$ pitches. The remaining 44 households could be expected to require transit site provision.

9. Households on unauthorised developments – The data also identifies 58 pitches with 68 caravans on unauthorised developments on private land. The assessment calculation has ignored the issue of whether planning permission is likely to be gained for the unauthorised developments. Examination of recent planning applications for Gypsy and Traveller sites has indicated some to be approved, some refused and granted on appeal, and some refused at appeal. It is not possible to guess at the outcome of a planning appeal and it is argued that as development has already arisen it is an indicator of need for pitches in the area regardless of the planning position. 100% of pitches on unauthorised developments have therefore been included in the calculation to give a figure of 58.
10. The survey sought to identify overcrowding with 17% of respondents suggesting they were overcrowded. However, the opinions gathered from Gypsy and Traveller households are subjective and cannot be related to the definition of overcrowding given in the ODPM Draft Guidance. Some of the responses only mentioned lack of space for equipment and storage rather than living space and it is therefore dangerous to rely upon the responses to the questionnaires alone. Examination of the data provided by the Project Group suggests that the number of persons in occupation of the sites compared to the number of caravans thereon is not indicating a significant problem of overcrowding. Based upon the local data, results from other GTAAs and guidance from the CLG (*Preparing Regional Spatial Strategy reviews on Gypsies and Travellers by regional planning bodies, March 2007*) it is intended to apply a standard allowance for overcrowding of 10% across current occupied authorised sites. This produces a figure of 37 ($374 \times 10\%$) pitches required. It is assumed that unauthorised developments and encampments are unrestricted in accommodating additional caravans to address overcrowding and are therefore omitted from the calculation.
11. Migratory flow of households to and from Gloucestershire – Whilst some data is available from the survey for households likely to travel from the study area there is little information available from other GTAAs that would enable an assessment to be made of the likely cross-border migratory flows. The survey identified 71% of respondents having lived in Gloucestershire prior to occupying their present site and 29% having migrated into the county. However, there is no indication of the period of time over which this migration occurred and it is not therefore possible to draw clear conclusions from the survey findings. The survey also enquired about the preferred location for new sites. 17% of respondents indicated a desire for sites outside of the study area but the survey team acknowledged that more than one preference was expressed by a number of respondents. The data cannot therefore be used to inform the assessment on its own.

Whilst there is knowledge gained in the survey of a small number of households in surrounding districts that would like to reside on a site in Gloucestershire there is no information as to whether they are on site waiting lists in those other areas or that Gloucestershire would be their first choice of location. Waiting list data shows five families from the Evesham area requesting local authority site accommodation, which includes some of those surveyed. To include this information in the assessment would risk double counting need across the areas concerned. However, the biannual count figures over the last 5 counts have fluctuated by 62 caravans so there is some indication of migratory flow. Given the relatively static population on authorised sites and unauthorised developments the group most likely to migrate are those on unauthorised encampments. The majority of households on unauthorised encampments are New Travellers and they would probably require transit site provision rather than permanent sites. In the absence of conclusive data the net effect of cross-border migration for the purposes of the calculation is assumed to be nil.

12. Households in bricks and mortar housing requiring pitches – Of those already in bricks and mortar accommodation 59% said they would move to a site if one were available equating to demand for 17 pitches (59% of 28). The individual responses cannot be identified at a district level but as all districts have some Gypsies and Travellers in bricks and mortar accommodation it is intended to divide the total demand equally between the six districts (3 each rounded up).
13. Concealed households – The survey indicated that 33% of respondents identified a need for independent accommodation for members of their household in the next 5 years. This included current concealed households and would equate to a total requirement for 161 pitches. However, examination of the age profile and family circumstances of the responder group indicates that 23% could be said to be current concealed households producing a backlog pitch requirement of 37.
14. Newly forming households - From the figures discussed in 13 above the remaining 77% of the total pitch requirement is 123 pitches. The survey shows that of the expected newly forming households 17% of these expressed a preference for bricks and mortar housing leaving a requirement for 102 pitches. Of those preferring site accommodation 9% also expressed a desire to move out of the area leaving a demand for 93 pitches. However, a proportion of these individuals could be expected to form a new household by marriage or co-habitation within the Gypsy and Traveller community in Gloucestershire. There is also likely to be a degree of 'over-claiming' of need. In addition, it is likely that a proportion of these individuals likely to form a new household have already been included in the figure for overcrowding. Although somewhat arbitrary, in the absence of definitive data it is suggested that a correction factor of a 20% reduction be applied to the pitch requirement to account for these variables. This produces a pitch requirement from newly forming households of 74. By way of crosschecking the CLG has suggested a figure for household formation of 3% per annum compound. Calculated against total households over 5 years this produces a figure of 78 new households forming. The estimate would therefore appear to be reasonably robust.

Of those respondents in bricks and mortar accommodation 11 persons likely to form new households also wished to occupy a site within the County. If the same correction factor is applied this produces a figure of 9 pitches. The total of newly forming households is therefore $74 + 9 = 83$. At a district level this figure has been allocated with 2 pitches for those with the greatest population of Gypsies and Travellers and 1 pitch for the others.

7.2 Tables of Calculation by Local Authority

GLOUCESTERSHIRE – Estimated Need for Residential Pitches: 2007 – 2012 (Cheltenham, Cotswold, Forest of Dean, Gloucester City, Stroud, Tewkesbury)

Current Residential Supply	
Current supply of occupied local authority residential site pitches in local authority area.	77
Current supply of occupied authorised privately owned site pitches in local authority area.	296
(a) Total Households	373
Number of unused local authority pitches and vacancies on privately owned sites available in local authority area.	1
Number of existing pitches expected to become vacant (LA & private)	49
Number of households in site accommodation expressing a desire to live in bricks and mortar housing.	0
New local authority pitches planned for delivery in 2007.	5
Applications for planning permission for new private sites likely to gain approval in 2007.	8
(b) Total Pitch Provision Available	437
Residential Demand	
Households:	
- Seeking permanent site accommodation in area.	0
- On unauthorised encampments.	11
- On unauthorised developments for which planning permission is not expected.	58
- On authorised developments where temporary planning permission will expire	8
- Currently overcrowded.	37
- Migratory flow to and from Gloucestershire.	0
- In housing but with a need for site accommodation.	17
- Concealed households	37
(c) Total household demand	168
(d) Current shortfall in pitches [(a) + (c) – (b)]	104
(e) Expected household formation 2007 – 2012.	83
Extra pitch need 2007 2012 [(d) + (e)]	187

CHELTENHAM – Estimated Need for Residential Pitches: 2007 – 2012

Current Residential Supply	
Current supply of occupied local authority residential site pitches in local authority area.	0
Current supply of occupied authorised privately owned site pitches in local authority area.	0
(a) Total Households	0
Number of unused local authority pitches and vacancies on privately owned sites available in local authority area.	0
Number of existing pitches expected to become vacant (LA & private)	0
Number of households in site accommodation expressing a desire to live in bricks and mortar housing.	0
New local authority pitches planned for delivery in 2007.	0
Applications for planning permission for private sites likely to gain approval in 2007.	0
(b) Total Pitch Provision Available	0
Residential Demand	
Households:	
- Seeking permanent site accommodation in area.	0
- On unauthorised encampments.	0
- On unauthorised developments for which planning permission is not expected.	0
- On authorised developments where temporary planning permission will expire	0
- Currently overcrowded.	0
- Migratory flow to and from Gloucestershire.	0
- In housing but with a need for site accommodation.	3
- Concealed households	0
(c) Total household demand	3
(d) Current shortfall in pitches [(a) + (c) – (b)]	3
(e) Expected household formation 2007 – 2012.	1
Extra pitch need 2007 – 2012 [(d) +(e)]	4

Notes for Cheltenham

1. *The Project Group data shows no Gypsy and Traveller caravans within the Borough in March 2007.*
2. Biannual counts have indicated previous occupation of unauthorised sites in each of the last four counts ranging from 6 to 30 caravans. These were on land not owned by Gypsies and Travellers and can be considered as transient.
3. In January 2005 12 caravans were located on unauthorised land owned by Gypsies and Travellers. This could indicate a small degree of need for a residential site. The survey also indicated an aspiration for a site in Cheltenham, albeit at a very low level of 1% of responders and without indication of whether the site should be residential or transit.
4. Figures from Gypsies and Travellers in bricks and mortar accommodation indicate a small element of residential site need.

COTSWOLD – Estimated Need for Residential Pitches: 2007 – 2012

Current Residential Supply	
Current supply of occupied local authority residential site pitches in local authority area.	3
Current supply of occupied authorised privately owned site pitches in local authority area.	32
(a) Total Households	35
Number of unused local authority pitches and vacancies on privately owned sites available in local authority area.	1
Number of existing pitches expected to become vacant (LA & private)	5
Number of households in site accommodation expressing a desire to live in bricks and mortar housing.	0
New local authority pitches planned for delivery in 2007.	0
Applications for planning permission for private sites likely to gain approval in 2007.	0
(b) Total Pitch Provision Available	41
Residential Demand	
Households:	
- Seeking permanent site accommodation in area.	0
- On unauthorised encampments.	3
- On unauthorised developments for which planning permission is not expected.	0
- On authorised developments where temporary planning permission will expire	0
- Currently overcrowded.	3
- Migratory flow to and from Gloucestershire.	0
- In housing but with a need for site accommodation.	3
- Concealed households	4
(c) Total household demand	13
(d) Current shortfall in pitches [(a) + (c) – (b)]	7
(e) Expected household formation 2007 – 2012.	10
Extra pitch need 2007 – 2012 [(d) +(e)]	17

FOREST OF DEAN – Estimated Need for Residential Pitches: 2007 – 2012

Current Residential Supply	
Current supply of occupied local authority residential site pitches in local authority area.	0
Current supply of occupied authorised privately owned site pitches in local authority area.	31
(a) Total Households	31
Number of unused local authority pitches and vacancies on privately owned sites available in local authority area.	0
Number of existing pitches expected to become vacant (LA & private)	4
Number of households in site accommodation expressing a desire to live in bricks and mortar housing.	0
New local authority pitches planned for delivery in 2007.	0
Applications for planning permission for private sites likely to gain approval in 2007.	0
(b) Total Pitch Provision Available	35
Residential Demand	
Households:	
- Seeking permanent site accommodation in area.	0
- On unauthorised encampments.	2
- On unauthorised developments for which planning permission is not expected.	12
- On authorised developments where temporary planning permission will expire	0
- Currently overcrowded.	3
- Migratory flow to and from Gloucestershire.	0
- In housing but with a need for site accommodation.	3
- Concealed households	4
(c) Total household demand	24
(d) Current shortfall in pitches [(a) + (c) – (b)]	20
(e) Expected household formation 2007 – 2012.	10
Extra pitch need 2007 – 2012 [(d) +(e)]	30

GLOUCESTER CITY – Estimated Need for Residential Pitches: 2007 – 2012

Current Residential Supply	
Current supply of occupied local authority residential site pitches in local authority area.	0
Current supply of occupied authorised privately owned site pitches in local authority area.	61
(a) Total Households	61
Number of unused local authority pitches and vacancies on privately owned sites available in local authority area.	0
Number of existing pitches expected to become vacant (LA & private)	8
Number of households in site accommodation expressing a desire to live in bricks and mortar housing.	0
New local authority pitches planned for delivery in 2007.	0
Applications for planning permission for private sites likely to gain approval in 2007.	0
(b) Total Pitch Provision Available	69
Residential Demand	
Households:	
- Seeking permanent site accommodation in area.	0
- On unauthorised encampments.	1
- On unauthorised developments for which planning permission is not expected.	0
- On authorised developments where temporary planning permission will expire	0
- Currently overcrowded.	6
- Migratory flow to and from Gloucestershire.	0
- In housing but with a need for site accommodation.	3
- Concealed households	5
(c) Total household demand	15
(d) Current shortfall in pitches [(a) + (c) – (b)]	7
(e) Expected household formation 2007 – 2012.	11
Extra pitch need 2007 – 2012 [(d) +(e)]	18

STROUD – Estimated Need for Residential Pitches: 2007 – 2012

Current Residential Supply	
Current supply of occupied local authority residential site pitches in local authority area.	0
Current supply of occupied authorised privately owned site pitches in local authority area.	37
(a) Total Households	37
Residential Demand	
Number of unused local authority pitches and vacancies on privately owned sites available in local authority area.	0
Number of existing pitches expected to become vacant (LA & private)	5
Number of households in site accommodation expressing a desire to live in bricks and mortar housing.	0
New local authority pitches planned for delivery in 2007.	0
Applications for planning permission for private sites likely to gain approval in 2007.	0
(b) Total Pitch Provision Available	42
Households:	
- Seeking permanent site accommodation in area.	0
- On unauthorised encampments.	4
- On unauthorised developments for which planning permission is not expected.	0
- On authorised developments where temporary planning permission will expire	0
- Currently overcrowded.	4
- Migratory flow to and from Gloucestershire.	0
- In housing but with a need for site accommodation.	3
- Concealed households	4
(c) Total household demand	15
(d) Current shortfall in pitches [(a) + (c) – (b)]	10
(e) Expected household formation 2007 – 2012.	10
Extra pitch need 2007 – 2012 [(d) +(e)]	20

TEWKESBURY – Estimated Need for Residential Pitches: 2007 – 2012

Current Residential Supply	
Current supply of occupied local authority residential site pitches in local authority area.	74
Current supply of occupied authorised privately owned site pitches in local authority area.	135
(a) Total Households	209
Number of unused local authority pitches and vacancies on privately owned sites available in local authority area.	0
Number of existing pitches expected to become vacant (LA & private)	27
Number of households in site accommodation expressing a desire to live in bricks and mortar housing.	0
New local authority pitches planned for delivery in 2007.	5
Applications for planning permission for private sites likely to gain approval in 2007.	8
(b) Total Pitch Provision Available	249
Residential Demand	
Households:	
- Seeking permanent site accommodation in area.	0
- On unauthorised encampments.	0
- On unauthorised developments for which planning permission is not expected.	46
- On authorised developments where temporary planning permission will expire	8
- Currently overcrowded.	21
- Migratory flow to and from Gloucestershire.	0
- In housing but with a need for site accommodation.	3
- Concealed households	19
(c) Total household demand	97
(d) Current shortfall in pitches [(a) + (c) – (b)]	57
(e) Expected household formation 2007 – 2012.	41
Extra pitch need 2007 – 2012 [(d) +(e)]	98

7.3 Derivation of Figures and Assumptions Made in the Accommodation Need Assessment Calculation for Transit and Stopping Place Pitches

In this assessment a transit site is considered to be one where it is established on a permanent basis with basic amenities and services such as hardstandings, water supply, toilet and washing facilities, waste disposal, fencing and probably an electricity supply. Stopping places are less formal and less well serviced sites and are intended for shorter stays. Water supply, toilets and waste disposal might be the only amenities and services provided.

The assessment of transit pitch requirements is less easily defined and some GTAAs have actually declined to attempt this aspect of the assessment. The difficulty arises from the data tending to be taken at a fixed point in time and this may not reflect accurately the fluctuations that occur with a transient travelling population that is continually moving from place to place.

It may be assumed that all those households identified in the CLG biannual count occupying caravans on land that is “not tolerated”, regardless of ownership, are in need of transit provision. By the nature of the description “not tolerated” there is an implication that can be drawn that some form of enforcement action will follow to prevent the unauthorised use of the land or site where the caravans are stationed. The average of the number of caravans in this category over the last five counts is 36 but it should be noted that the biannual counts might not be particularly thorough. Information from the Project Group used in the calculation for permanent pitches set out above would lead to a figure of 44 households requiring transit site provision. Records also indicate occasional groups of Irish Travellers passing through the county and numbering up to 20 caravans at a time.

A research report *Local Authority Gypsy/Traveller Sites in England*, by Pat Niner, CURS, University of Birmingham, for the ODPM, June 2003, suggests that in any transit pitch calculation an allowance of 25% should be made to cover vacancies. This is assumed on the basis that transit accommodation is unlikely to ever be fully occupied to allow for mobility, periodic closure for clean-up or maintenance.

Plainly there is much scope here for error in any calculation. In the absence of definitive data it is therefore suggested that for the calculation a figure 44 pitches plus an allowance of a further 11 (25% of 44) should be applied giving a total requirement for 55 transit pitches.

It is also necessary to consider the nature of transit site provision. New Travellers seem to prefer a simple mode of lifestyle and it may be that designated stopping places with more basic amenities would be appropriate for their needs. Given the larger proportion of New Travellers in unauthorised encampments a balance of the order of 20 transit site pitches and 35 stopping place pitches would seem appropriate.

Perhaps 2 or 3 transit sites and 6 stopping place sites would suffice spread across the county.

At least one transit site should be in Tewkesbury District given the higher numbers of Travellers resorting there and the highest number on “not tolerated” unauthorised sites in the CLG biannual counts. It is suggested that Cheltenham also justifies a site as it shows the second highest number of “not tolerated” unauthorised sites or encampments and is conveniently located to the main travelling routes through the County, namely the M5, A40 and A417/A419.

Stopping places could be distributed more widely across the districts and consideration should be given to means of minimising the adverse impact of encampments associated with the biannual Stow Fairs.

8. CONCLUSIONS AND RECOMMENDATIONS

This is the first time that a detailed examination of the circumstances of Gypsies and Travellers has been attempted in Gloucestershire that encompasses all sections of the travelling community. A number of assumptions have had to be drawn in order to assess the accommodation needs of Gypsies and Travellers within the County and it is to be hoped that the Government will review this initial round of GTAA's and subsequently refine its advice and guidance on methodology and best practice.

A significant effort has gone into the primary research and secondary evaluation of the resulting data, policies and approach of the relevant organisations working in the field. The work has identified areas of good practice and issues that remain to be addressed. The following recommendations of necessity focus on the latter point and are based upon the information discussed in the various sections of this report.

In order to address adequately the issues facing the travelling community it is necessary for the various local authorities, agencies and organisations to work together to actively seek solutions.

Recommendations

1. That 187 additional permanent residential pitches be provided for Gypsies and Travellers within Gloucestershire and distributed as follows:

Cheltenham	4
Cotswold	17
Forest of Dean	30
Gloucester City	18
Stroud	20
Tewkesbury	98
2. That of these permanent pitches at least 18 plots be designated for occupation by Showpeople and designed to meet their needs for additional space. If the temporary planning permission for the site adjoining the Teddington Hands Roundabout is not renewed this figure should increase to 26 designated plots.
3. That 20 transit site pitches be provided within Gloucestershire located at two or three sites, one each of which should be provided in or close to Cheltenham and Tewkesbury.
4. That 35 stopping place pitches be provided within Gloucestershire located at up to 6 sites distributed across the County.
5. That design of new sites takes account of the latest guidance issued by CLG but that the specific needs of Showpeople and the more simple and eco-friendly lifestyle of New Travellers be taken into consideration.

6. That local planning authorities seek to work jointly to produce common policies for inclusion in Core Strategies, Development Plan Documents and Supplementary Planning Documents in relation to the provision of additional sites to accommodate Gypsies and Travellers. This to extend to agreement on the allocation of land and types of site to be provided to support delivery of the additional pitches identified in this GTAA.
7. That local planning policies recognise the differing accommodation needs of Showpeople compared to Gypsies and Travellers and in particular the requirements for adequate space to support their livelihoods.
8. That local housing authorities reflect in their Housing Strategies and Homelessness Strategies the particular accommodation needs of the travelling community as represented by this GTAA. Targets should be set for meeting the requirements for additional sites and pitches including the proportion to be met by the public sector.
9. That a common review process be agreed to monitor the on-going provision of additional sites and pitches for Gypsies and Travellers and that Annual Monitoring Reports produced by local planning authorities state progress against target.
10. That local authorities and/or RSLs should take advantage of the capital grants available for new site provision and work closely with partners to optimise utilisation of such funds.
11. That further research is undertaken to fill in the gaps in knowledge about the demographic make-up of the Gypsy and Traveller population of Gloucestershire so that a more accurate picture of new household formation can be derived to inform future decision making. This is particularly relevant to the population of New Travellers.
12. That a protocol is established between local housing authorities and registered social landlords to identify and monitor the housing circumstances of Gypsies and Travellers in relation to bricks and mortar accommodation. It should include their accommodation needs, tenures and housing and transfer requests to ensure that the particular needs of this community are considered and met.
13. That regular inspections of sites are conducted to ensure compliance with site licence conditions. Enforcement action should be taken where appropriate to improve unsatisfactory conditions.

14. That the health inequalities between Gypsies and Travellers and the settled population are further investigated and remedied at a local level with the provision of specific services where mainstream provision is not dealing adequately with the problems faced.
15. That adult educational programmes are targeted on the Gypsy and Traveller community to improve standards of adult literacy and numeracy and to offer vocational training.
16. That Supporting People funding be confirmed to support work targeted on improving the circumstances and quality of life of the travelling community.
17. That the local authorities and agencies in Gloucestershire jointly establish improved lines of communication and consultation with the representative bodies and stakeholders for Gypsies, Travellers and Showpeople across Gloucestershire. This should serve to assist the site provision process and better inform development of policy and services for the travelling community.
18. That the Travellers policy for the County and Protocol for Managing Unauthorised Encampments be reviewed and updated in the light of latest CLG guidance with a view to seeking renewed commitment to them from all partners.
19. That equality and diversity policies be reviewed to ensure that the needs of Gypsies and Travellers are adequately addressed in terms of policy development and service delivery.



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