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Gloucestershire
**(Cheltenham, Cotswold, Forest of Dean,
Gloucester, Stroud and Tewkesbury)**
Gypsy and Traveller
Accommodation Assessment

Final Report

March 2017



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1. Executive Summary

Introduction and Methodology

- 1.1 The primary objective of the 2016 Gypsy and Traveller Accommodation Assessment (GTAA) is to provide a robust assessment of current and future need for Gypsy, Traveller and Travelling Showpeople accommodation in the local authority areas of Cheltenham, Cotswold, Forest of Dean, Gloucester, Stroud and Tewkesbury.
- 1.2 As well as updating previous GTAAs, another key reason for completing the study was the publication of a revised version of Planning Policy for Traveller Sites (PPTS) in August 2015. This included a change to the definition of Gypsies, Travellers and Travelling Showpeople for planning purposes. The key change that was made was the removal of the term *persons...who have ceased to travel permanently*, meaning that those who have ceased to travel permanently will not now fall under the planning definition of a Traveller for the purposes of assessing accommodation need in a GTAA (see Paragraph 2.10 for the full definition).
- 1.3 The GTAA provides a credible evidence base which can be used to aid the implementation of Development Plan policies and the provision of new Gypsy and Traveller pitches and Travelling Showpeople plots for the period up to 2031. The outcomes of this study supersede the outcomes of any previous GTAAs completed in Cheltenham, Cotswold, Forest of Dean, Gloucester, Stroud and Tewkesbury.
- 1.4 As this was an update the GTAA has primarily sought to understand the accommodation needs of the Gypsy, Traveller and Travelling Showpeople population in Cheltenham, Cotswold, Forest of Dean, Gloucester City, Stroud and Tewkesbury through a combination of desk-based research and engagement with members of the travelling community living on all known sites and yards. A total of 96 interviews were completed with Gypsies and Travellers and a further 28 were completed with Travelling Showpeople living on authorised and unauthorised sites and yards. Despite extensive efforts to identify them no interviews were completed with Travellers living in bricks and mortar.
- 1.5 The fieldwork for the study was completed between February and March 2016, which was after the publication of PPTS (2015). As a result of this, changes were made to the household interview questions to enable the determination of the travelling status of households.
- 1.6 The baseline date for the study is **March 2016**.

Key Findings

Additional Pitch Needs – Gypsies and Travellers

- 1.7 Overall the additional pitch needs for Gypsies and Travellers from 2016-2031 are set out below. Additional needs are set out for those households that meet the planning definition of a Gypsy or Traveller, for those unknown households where an interview was not able to be completed (either due to households refusing to be interviewed, or not being present despite 3 visits to each site) who may meet the planning definition, and for those households that do not meet the planning definition.
- 1.8 Only the need from those households who meet the planning definition and from those of the unknown households who subsequently demonstrate that they meet it should be considered as need arising from the GTAA.
- 1.9 The need arising from households that meet the planning definition should be addressed through site allocation/intensification/expansion policies.
- 1.10 Councils will need to carefully consider how to address the needs associated with unknown Travellers as it is unlikely that all of this need will need to be addressed through the provision of conditioned Gypsy or Traveller pitches. In terms of Local Plan policies the Councils could consider the use of a criteria-based policy (as suggested in PPTS) for any unknown households that do provide evidence that they meet the planning definition.
- 1.11 The need for those households who do not meet the planning definition will need to be addressed through other means such as the Strategic Housing Market Assessment (SHMA) or Housing and Economic Development Needs Assessment (HEDNA). The figures for non-Travelling households are included in the tables below *for information only* and a full breakdown of these needs can be found in the appendices to this report.

Cheltenham

- 1.12 There were no Gypsy or Traveller households identified in Cheltenham that meet the planning definition, 2 unknown households that may meet the planning definition and no households that do not meet the planning definition.
- 1.13 Need of up to 3 additional pitches for unknown households is made up of 2 temporary pitches and new household formation of 1 from the 2 households. If the ORS national average¹ of 10% were applied this could result in a need for no additional pitches.

Figure 1 – Additional need for Gypsy and Traveller households in Cheltenham

Status	Total
Meet Planning Definition	0
Unknown	0-3
Do Not Meet Planning Definition	0

¹ Based on the outcomes of over 1,800 household interviews completed with Gypsies and Travellers by ORS since PPTS (2015) was published.

Cotswold

- 1.14 There were 3 Gypsy or Traveller households identified in Cotswold that meet the planning definition, 24 unknown households that may meet the planning definition and 15 households that do not meet the planning definition.
- 1.15 Need for **3 additional pitches** for households that meet the planning definition is made up of 3 concealed or adult households. There is no other current or future need.
- 1.16 Need of up to 11 additional pitches for unknown households is made up of 5 temporary pitches and new household formation of 6 from a maximum of 24 households. If the ORS national average of 10% were applied this could result in a need for 1 additional pitch.

Figure 2 – Additional need for Gypsy and Traveller households in Cotswold

Status	Total
Meet Planning Definition	3
Unknown	0-11
Do Not Meet Planning Definition	13

Forest of Dean

- 1.17 There were 11 Gypsy or Traveller households identified in Forest of Dean that meet the planning definition, 37 unknown households that may meet the planning definition and 12 households that do not meet the planning definition.
- 1.18 Need for **6 additional pitches** for households that meet the planning definition is made up of 1 concealed or adult household, 2 from older teenage children and 3 from new household formation.
- 1.19 Need of up to 9 additional pitches for unknown households is made up new household formation of 9 from a maximum of 37 households. If the ORS national average of 10% were applied this could result in a need for 1 additional pitch.

Figure 3 – Additional need for Gypsy and Traveller households in Forest of Dean

Status	Total
Meet Planning Definition	6
Unknown	0-9
Do Not Meet Planning Definition	18

Gloucester

- 1.20 There were no Gypsy or Traveller households identified in Gloucester that meet the planning definition, no unknown households that may meet the planning definition, and 1 household that does not meet the planning definition that generated a need for 2 additional pitches.

Figure 4 – Additional need for Gypsy and Traveller households in Gloucester

Status	Total
Meet Planning Definition	0
Unknown	0
Do Not Meet Planning Definition	2

Stroud

- 1.21 There was 1 Gypsy or Traveller household identified in Stroud that meets the planning definition, 34 unknown households that may meet the planning definition and 6 households that do not meet the planning definition.
- 1.22 There was no current or future need associated with the household that meets the planning definition.
- 1.23 Need of up to 7 additional pitches for unknown households is made up of new household formation of 9 from a maximum of 34 households – less the supply of 2 pitches in the first 5 years. If the ORS national average of 10% were applied this could result in a need for 1 additional pitch.

Figure 5 – Additional need for Gypsy and Traveller households in Stroud

Status	Total
Meet Planning Definition	0
Unknown	0-7
Do Not Meet Planning Definition	3

Tewkesbury

- 1.24 There were 6 Gypsy or Traveller households identified in Tewkesbury that meet the planning definition, 132 unknown households that may meet the planning definition and 39 households that do not meet the planning definition.
- 1.25 Need for **5 additional pitches** for households that meet the planning definition is made up of 4 from temporary pitches and 1 from new household formation.
- 1.26 Need of up to 48 additional pitches for unknown households is made up of 12 unauthorised pitches, 3 temporary pitches and new household formation of 33 from a maximum of 132 households. If the ORS national average of 10% were applied this could result in a need for 4 additional pitches.

Figure 6 – Additional need for Gypsy and Traveller households in Tewkesbury

Status	Total
Meet Planning Definition	5
Unknown	0-48
Do Not Meet Planning Definition	25

Additional Plot Needs - Travelling Showpeople

- 1.27 Overall the additional plot needs for Travelling Showpeople from 2016 to 2031 are set out in the tables below. Additional needs are set out for those households that meet the planning definition of a Travelling Showperson, for those unknown households where an interview was not able to be completed (either due to households refusing to be interviewed, or not being present despite 3 visits to each site) who may meet the planning definition, and for those households that do not meet the planning definition.
- 1.28 Only the need from those households who meet the planning definition and from those of the unknown households who subsequently demonstrate that they meet it, should be considered as need arising from the GTAA.

- 1.29 The need arising from households that meet the planning definition should be addressed through yard allocation/intensification/expansion policies.
- 1.30 Councils will need to carefully consider how to address the needs associated with unknown Travelling Showpeople as it is unlikely that all of this need will need to be addressed through the provision of conditioned Travelling Showpeople plots. In terms of Local Plan policies the Councils could consider the use of a criteria-based policy (as suggested in PPTS) for any unknown households that do provide evidence that they meet the planning definition.
- 1.31 The need for those households who do not meet the planning definition will need to be addressed through other means such as the SHMA or HEDNA.

Cheltenham

- 1.32 There were no Travelling Showpeople households identified in Cheltenham.

Figure 7 – Additional need for Travelling Showpeople households in Cheltenham

Status	Total
Meet Planning Definition	0
Unknown	0
Do Not Meet Planning Definition	0

Cotswold

- 1.33 There were no Travelling Showpeople households identified in Cotswold.

Figure 8 – Additional need for Travelling Showpeople households in Cotswold

Status	Total
Meet Planning Definition	0
Unknown	0
Do Not Meet Planning Definition	0

Forest of Dean

- 1.34 There were no Travelling Showpeople households identified in Forest of Dean.

Figure 9 – Additional need for Travelling Showpeople households in Forest of Dean

Status	Total
Meet Planning Definition	0
Unknown	0
Do Not Meet Planning Definition	0

Gloucester

- 1.35 There were 9 Travelling Showpeople households identified in Gloucester that meet the planning definition, 49 unknown households that may meet the planning definition and 4 households that do not meet the planning definition.

- 1.36 Need for **8 additional plots** for households that meet the planning definition is made up of 1 from bricks and mortar, 4 concealed or adult households, 1 for an older teenage child and 2 from new household formation.
- 1.37 Need of up to 8 additional plots for unknown households is made up from new household formation of 8 from a maximum of 49 households. If the ORS national average² of 70% were applied this could result in a need for 6 additional plots.

Figure 10 – Additional need for Travelling Showpeople households in Gloucester

Status	Total
Meet Planning Definition	8
Unknown	0-8
Do Not Meet Planning Definition	0

Stroud

- 1.38 There were 4 Travelling Showpeople households identified in Stroud that meet the planning definition, 26 unknown households that may meet the planning definition, and no households that do not meet the planning definition.
- 1.39 Need for **8 additional plots** for households that meet the planning definition is made up of 5 concealed or adult households and 3 for older teenage children. There is no other current or future need.
- 1.40 Need of up to 4 additional plots for unknown households is made up from new household formation of 4 from a maximum of 26 households. If the ORS national average of 70% were applied this could result in a need for 3 additional plots.

Figure 11 – Additional need for Travelling Showpeople households in Stroud

Status	Total
Meet Planning Definition	8
Unknown	0-4
Do Not Meet Planning Definition	0

Tewkesbury

- 1.41 There were 11 Travelling Showpeople households identified in Tewkesbury that meet the planning definition, 10 unknown households that may meet the planning definition and no households that do not meet the planning definition.
- 1.42 Need for **22 additional plots** for households that meet the planning definition is made up of 12 concealed or adult households, 5 for older teenage children and 5 from new household formation.
- 1.43 Need of up to 2 additional plots for unknown households is made up from new household formation of 2 from a maximum of 10 households. If the ORS national average of 70% were applied this could result in a need for 1 additional plot.

² Based on the outcomes of over 300 household interviews completed by ORS.

Figure 12 – Additional need for Travelling Showpeople households in Tewkesbury

Status	Total
Meet Planning Definition	22
Unknown	0-2
Do Not Meet Planning Definition	0

Transit Requirements

- ^{1.44} It has been suggested that there will need to be an increase in transit provision across the country as a result of changes to PPTS (2015) leading to more households travelling. This may well be the case but it will take some time for any changes to materialise. As such the use of historic evidence to make an assessment of future transit need is not recommended at this time. Any recommendation for future transit provision will need to make use of a robust post-PPTS (2015) evidence base and there has not been sufficient time yet for this to happen.
- ^{1.45} It is therefore recommended that the situation relating to levels of unauthorised encampments should be continually monitored whilst any potential changes associated with PPTS (2015) develop, and in the short-term the Councils should consider the use of short-term toleration or negotiated stopping agreements to deal with any encampments. A review of the evidence base relating to unauthorised encampments should be undertaken in autumn 2018 once there is a new 3 year evidence base following the changes to PPTS in August 2015. This will establish whether there is a need for investment in more formal transit sites or emergency stopping places.
- ^{1.46} The term ‘negotiated stopping’ is used to describe agreed short term provision for Gypsy and Traveller caravans. It does not describe permanent ‘built’ transit sites but negotiated agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets. Agreements are made between the authority and the (temporary) residents regarding expectations on both sides.
- ^{1.47} Temporary stopping places can be made available at times of increased demand due to fairs (such as Stow Fair) or cultural celebrations that are attended by Gypsies and Travellers. A charge may be levied as determined by the local authority although they only need to provide basic facilities including: a cold water supply; portaloos; sewerage disposal point and refuse disposal facilities.

2. Introduction

The Study

- 2.1 The primary objective of the 2016 Gypsy and Traveller Accommodation Assessment (GTAA) is to provide a robust assessment of current and future need for Gypsy, Traveller and Travelling Showpeople accommodation in Gloucestershire. The outcomes of this study supersede the outcomes of any previous Traveller and Travelling Showpeople Accommodation Needs Assessments completed in Gloucestershire.
- 2.2 The study provides an evidence base to enable the Councils to comply with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 1985, the National Planning Policy Framework (NPPF) 2012, Planning Practice Guidance (PPG) 2014, Planning Policy for Traveller Sites (PPTS) 2015, and the Housing and Planning Act 2016.
- 2.3 The GTAA is a credible evidence base which can be used to aid the implementation of development plan policies and the provision of Traveller pitches and plots into five year increments covering the period 2016 to 2031. As well as identifying current and future permanent accommodation needs, it also seeks to identify any need for the provision of transit sites or emergency stopping places.
- 2.4 We would note at the outset that the study covers the needs of Gypsies (including English, Scottish, Welsh and Romany Gypsies), Irish Travellers, New (Age) Travellers, and Travelling Showpeople, but for ease of reference we have referred to the study as a Gypsy and Traveller (and Travelling Showpeople) Accommodation Assessment (GTAA).
- 2.5 The baseline date for the study is **March 2016**.

Local Plan Policies

- 2.6 Providing for the needs of Gypsies, Travellers and Travelling Showpeople is covered by a wide range of local plan policies across the local authorities that make up the study area. These are set out below.

Figure 13 – Local Plan Policies

<p><u>Cheltenham</u></p> <p><u>Gloucester, Cheltenham & Tewkesbury Joint Core Strategy – Submission Version 2014</u></p> <p>Policy SD14: Gypsies, Travellers and Travelling Showpeople</p> <p>All proposals for new Gypsy, Traveller and Travelling Showpeople sites will be assessed against the following criteria:</p> <ul style="list-style-type: none"> I. There is a proven need for the development and/or the capacity of the site can be justified to meet needs for further Gypsy, Traveller and Travelling Showpeople sites, or extensions to existing sites II. Proposals on sites in areas of sensitive landscape will be considered in accordance with Policy SD7 (Landscape Policy) and Policy SD8 (The Cotswolds Area of Outstanding Natural Beauty). In all

other locations the proposal will not have an unacceptable impact on the character and appearance of the landscape and the amenity of neighbouring properties, and is sensitively designed to mitigate any impact on its surroundings

- III. The site has safe and satisfactory vehicular and pedestrian access to the surrounding principal highway network
- IV. No significant barriers to development exist in terms of flooding, poor drainage, poor ground stability or proximity to other hazardous land or installation where other forms of housing would not be suitable
- V. The site is situated in a suitable location in terms of access to local amenities, services and facilities, including schools, shops, health services, libraries and other community facilities
- VI. The site can be properly serviced and is supplied with essential services, such as water, power, sewerage and drainage, and waste disposal. The site should also be large enough to enable vehicle movements, parking and servicing to take place, having regard to the number of pitches/plots on site, as well as enabling access for service and emergency vehicles, including circulation space along with residential amenity and play areas.

The Gloucestershire GTTSA sets out the need for new pitches/plots resulting from existing traveller communities in Gloucestershire between 2013 and 2031. Within the JCS area, the assessment sets out the requirement for provision of 151 permanent pitches for Gypsies and Travellers (as shown in Table C4 below). Of these, 147 pitches relate to communities that currently reside in Tewkesbury Borough. The assessment further sets out a requirement for 36 permanent plots for Travelling Showpeople, relating to communities that currently reside in Gloucester City and Tewkesbury Borough.

The report also sets out that if transit pitches are considered necessary, a transit site of at least 10 pitches should be provided within Gloucestershire, but in a location in proximity to main road networks such as the M5 and A40. However, it also recommends that 'tolerated temporary stopping places' are used by some authorities as an alternative way of providing for temporary accommodation needs.

The nature of existing provision in Gloucestershire means that a very significant proportion of the needs arise in Tewkesbury Borough. However, the Government policy document 'Planning Policy for Traveller Sites' (2012) sets out that where there are special or strict planning constraints across an area, local planning authorities should consider working together through the 'Duty to Co-operate' to provide for traveller needs, in order to provide more flexibility in the identification of sites, including the preparation of joint development plans. Further to this, the assessment confirms issues with the ability to bring forward sites for traveller communities in urban areas for reasons such as limited land availability and site viability. Depending on the availability of deliverable sites, it may also be necessary to work with other Gloucestershire authorities to address needs arising from their communities.

In terms of the JCS, significant development will be coming forward through the Strategic Allocations and urban extensions. It may be possible for sites for traveller communities to be provided as part of well-masterplanned Strategic Allocations, as required at Policy SA1, and the potential for such provision will be fully considered through the planning process. Further non-strategic site allocations will be considered by each of the JCS authorities in district plans, in the context of locally set targets.

'Planning Policy for Traveller Sites' requires that local planning authorities provide a criterion-based policy in district plans. Where need is identified, this policy will form the criteria against which potential site allocations will be assessed. It will also form the policy against which other speculative applications that may come forward should be assessed.

The purpose of Policy SD14 is to set out the overall numbers of pitches and plots required within the JCS area for gypsies, travellers and travelling Showpeople, and to set out a criteria-based policy for use in the assessment of potential sites. Policy SA1 provides detail with regard to site provision through the JCS.

In order to bring forward adequate numbers of sites for gypsies, travellers and travelling show people

communities, it will also be necessary for site provision to come forward through smaller non-strategic sites, particularly during the first five years of the plan. This will be established through the lower-level district plans.

Cotswold

Cotswold District Local Plan 2011-2031 – Submission Draft Regulation 19 (June 2016)

Gypsies and travellers pursue an active, itinerant lifestyle and are generally self-employed people. However, gypsy and traveller communities are increasingly becoming more settled. Travelling Showpeople are business people who have traditionally been involved in holding fairs and circuses for many hundreds of years.

National Planning Policy for Traveller Sites (PPTS), which was updated in August 2015, requires Local Authorities to use evidence to plan positively and manage development for the travelling community, using ‘a robust evidence base to establish accommodation needs to inform the preparation of Local Plan and make planning decisions’.

Policy H7 - Gypsies, Travellers and Travelling Showpeople Accommodation

Gypsy, Traveller and Travelling Showpeople sites:

- 1) Existing authorised sites for Gypsy, Traveller and Travelling Showpeople uses will be safeguarded provided there remains a need for these uses within the District.
- 2) The following locations, indicated on the Policies Maps in Appendix C, are identified as preferred sites for accommodating the future needs of gypsies and travellers:
 - a) Shorncote, South Cerney – 2 pitches
 - b) Seven Springs, Coberley – 1 pitch
 - c) Meadow View, Fosse Way, Bourton-on-the-Water – 4 pitches
 - d) Green’s Close, Great Rissington – 2 pitches
- 3) If any shortfall is identified in the supply of Gypsy and traveller accommodation, the following reserve site will be brought forward: Seven Springs, Coberley (second site) – 2 pitches
- 4) The following sequential approach will be used to determine the acceptability, in principle, of planning applications for gypsy and traveller development:
 - a) First preference will be sites specifically allocated in this Plan for gypsies and travellers.
 - b) Second preference will be to designate additional pitches /plots within the boundaries of existing suitable gypsies and travellers sites, including sites that have already been identified for this use.
 - c) Third preference will be to extend existing suitable gypsies and travellers sites adjacent to existing boundaries.
 - d) Only where a sufficient supply of pitches or plots cannot be achieved at the above locations will new sites be considered.

The most recent assessment of pitches required by the travelling community across the Gloucestershire Housing Market Area was commissioned jointly in 2013 (GTTSAA). The GTTSAA, which was prepared in the context of the first PPTS (March 2012), concluded that there was a need to provide an additional 26 pitches for travellers over the period 2013-2031 in Cotswold District, essentially broken down into five year periods as follows:

Period	Pitches required
2013-17	5
2018- 22	6
2023-27	8
2028-31	7

The GTTSAA indicated broad geographical locations where the need for sites tends to occur and where the search for future sites would ideally be concentrated. It suggested, secondly, that consideration could

be given to other locations, including around sustainable settlements, where there is good access to the highway network. The GTTSAA concluded that there was no requirement to provide pitches for travelling Showpeople within Cotswold District. A review of the GTTSAA is being produced in the light of the updated PPTS and other material considerations. Further updating of this policy may therefore be required when the review has been completed.

A report examining potential travellers' sites concluded that sufficient land had been identified to meet the need for 26 pitches in accordance with the GTTSAA. The report found there to be a potential over-supply of specific sites for years 1-5 (2013-2017) and years 6-10 (2018-2022). Since then, in March 2016, permission was granted for 2 pitches on a new site in South Cerney parish.

An advisory panel assessed all potential sites to determine their suitability for allocation in the Local Plan. The outcome of that exercise resulted in sufficient, suitable sites being identified to meet the accommodation needs of gypsies and travellers to 2022. After that date, some of the 'broad locations' identified in the November 2014 sites report, together with any others that may come forward in the meantime, would need to be assessed to help establish a sufficient supply of sites for the remainder of the plan period. A review of potential gypsy and traveller's sites will be undertaken as soon as the latest GTTSAA has been completed.

On the grounds that sufficient and suitable land has been allocated to meet future identified needs within the District, any proposals for pitches will be directed to those allocations in the first instance. The majority of future need arises from the growth of existing families that are resident within the District. Therefore, the proposed approach is to seek to meet needs where they arise. A sequential approach towards future provision is proposed, which provides for the intensification, and then extension of existing suitable gypsies and travellers sites, before any new sites are sought. Should any of the allocated sites be considered unsuitable, compelling reasons must be produced as to why it is necessary to consider an alternative location.

The position will be monitored carefully over the course of the Plan period and, while there is a sufficient supply of sites to 2022, an early review will be undertaken should a shortfall become evident at any point.

Forest of Dean

Core Strategy - Adopted 2012

Policy CSP.6 - Sites for gypsies, travellers and travelling Showpeople

Sites will be provided for Gypsies, Travellers and Travelling Showpeople according to needs identified within the district.

Allocations will be made to reflect any identified need for sites in particular parts of the district with preference given to locations near or in the towns and larger villages.

Allocated and unallocated sites should:

- Minimise their impact on the surrounding landscape and be compatible with nearby land uses.
- Provides safe and convenient access to highway network, with adequate parking and turning on site
- Be able to provide services (e.g. water supply, sewage disposal/treatment)
- Be reasonably close to or in a settlement with local services and community facilities
- Be capable of providing a satisfactory environment, appropriate landscaping and play/amenity space

The above policy sets out how the needs of Gypsies, Travellers and Travelling Showpeople will be met. Implementation will be by means of sites coming forward for planning permission which meet the criteria and by allocations in the "allocations" DPD.

Initially sites will be allocated to meet the requirements of Gypsies and Travellers in accordance with the need assessed in the Gypsy and Traveller Area Assessment (GTAA) which is a local assessment prepared originally to inform the RSS. This showed a shortfall of 30 permanent pitches in the District. The need has reduced as some sites now have consent but early in 2010, there was still a balance of about 26 pitches to find. Allocations will be made in the "Allocations" development plan document to be prepared after this Core Strategy. These will be made against the prevailing estimate of need at the time, and will take into account any known requirements in terms of location. Site proposals will be judged against the above policy and other relevant policies contained in the Strategy. Surplus accommodation at sites already providing accommodation for these or similar groups should be fully utilised and there may be scope for the expansion of existing sites.

There is a shortage of pitches for Travelling Showpeople in the County. The main need appears to be for site(s) close to the M5 and suitable land in the Forest of Dean could help meet this need. The allocations DPD will consider the need for allocated sites but in their absence, proposals will be considered against the Core Strategy and other prevailing guidance.

Gloucester

Gloucester, Cheltenham & Tewkesbury Joint Core Strategy – Submission Version 2014

Policy SD14: Gypsies, Travellers and Travelling Showpeople

All proposals for new Gypsy, Traveller and Travelling Showpeople sites will be assessed against the following criteria:

- I. There is a proven need for the development and/or the capacity of the site can be justified to meet needs for further Gypsy, Traveller and Travelling Showpeople sites, or extensions to existing sites
- II. Proposals on sites in areas of sensitive landscape will be considered in accordance with Policy SD7 (Landscape Policy) and Policy SD8 (The Cotswolds Area of Outstanding Natural Beauty). In all other locations the proposal will not have an unacceptable impact on the character and appearance of the landscape and the amenity of neighbouring properties, and is sensitively designed to mitigate any impact on its surroundings
- III. The site has safe and satisfactory vehicular and pedestrian access to the surrounding principal highway network
- IV. No significant barriers to development exist in terms of flooding, poor drainage, poor ground stability or proximity to other hazardous land or installation where other forms of housing would not be suitable
- V. The site is situated in a suitable location in terms of access to local amenities, services and facilities, including schools, shops, health services, libraries and other community facilities
- VI. The site can be properly serviced and is supplied with essential services, such as water, power, sewerage and drainage, and waste disposal. The site should also be large enough to enable vehicle movements, parking and servicing to take place, having regard to the number of pitches/plots on site, as well as enabling access for service and emergency vehicles, including circulation space along with residential amenity and play areas.

The Gloucestershire GTTSA sets out the need for new pitches/plots resulting from existing traveller communities in Gloucestershire between 2013 and 2031. Within the JCS area, the assessment sets out the requirement for provision of 151 permanent pitches for Gypsies and Travellers (as shown in Table C4 below). Of these, 147 pitches relate to communities that currently reside in Tewkesbury Borough. The

assessment further sets out a requirement for 36 permanent plots for Travelling Showpeople, relating to communities that currently reside in Gloucester City and Tewkesbury Borough.

The report also sets out that if transit pitches are considered necessary, a transit site of at least 10 pitches should be provided within Gloucestershire, but in a location in proximity to main road networks such as the M5 and A40. However, it also recommends that ‘tolerated temporary stopping places’ are used by some authorities as an alternative way of providing for temporary accommodation needs.

The nature of existing provision in Gloucestershire means that a very significant proportion of the needs arise in Tewkesbury Borough. However, the Government policy document ‘Planning Policy for Traveller Sites’ (2012) sets out that where there are special or strict planning constraints across an area, local planning authorities should consider working together through the ‘Duty to Co-operate’ to provide for traveller needs, in order to provide more flexibility in the identification of sites, including the preparation of joint development plans. Further to this, the assessment confirms issues with the ability to bring forward sites for traveller communities in urban areas for reasons such as limited land availability and site viability. Depending on the availability of deliverable sites, it may also be necessary to work with other Gloucestershire authorities to address needs arising from their communities.

In terms of the JCS, significant development will be coming forward through the Strategic Allocations and urban extensions. It may be possible for sites for traveller communities to be provided as part of well-masterplanned Strategic Allocations, as required at Policy SA1, and the potential for such provision will be fully considered through the planning process. Further non-strategic site allocations will be considered by each of the JCS authorities in district plans, in the context of locally set targets.

‘Planning Policy for Traveller Sites’ requires that local planning authorities provide a criterion-based policy in district plans. Where need is identified, this policy will form the criteria against which potential site allocations will be assessed. It will also form the policy against which other speculative applications that may come forward should be assessed.

The purpose of Policy SD14 is to set out the overall numbers of pitches and plots required within the JCS area for gypsies, travellers and travelling Showpeople, and to set out a criteria-based policy for use in the assessment of potential sites. Policy SA1 provides detail with regard to site provision through the JCS.

In order to bring forward adequate numbers of sites for gypsies, travellers and travelling show people communities, it will also be necessary for site provision to come forward through smaller non-strategic sites, particularly during the first five years of the plan. This will be established through the lower-level district plans.

Stroud

Stroud District Local Plan – Adopted 2015

Core Policy CP10 – Gypsy, Traveller and Travelling Showpeople Sites

The Council will safeguard existing authorised sites for Gypsy, Traveller and Travelling Showpeople uses provided there remains a need for these uses within the District.

A locally set target of 31 additional pitches is identified to meet Gypsy and Traveller residential needs from 2012 to 2031. A locally set target of 8 additional plots was also identified to meet Travelling Showpeople residential needs from 2012 to 2031.

The Council will ensure that a five years’ supply of specific deliverable sites is maintained throughout the lifetime of the Local Plan by adopting the following sequential approach:

1. First preference will be to include additional pitches /plots within the boundaries of existing suitable

sites

2. Second preference will be to extend existing suitable sites
3. Only where a sufficient supply of additional pitches or plots cannot be achieved through sustainable development at the above locations should new sites be identified.

If the need cannot be met at any existing suitable site, the following location criteria will apply:

- a) The proposal will not have a significant detrimental impact on neighbouring residential amenity or other land uses
- b) The site has safe and satisfactory vehicular and pedestrian access to the surrounding principal highway network
- c) The site is situated in a suitable location in terms of local amenities and services including schools, shops, health services, libraries and other community facilities
- d) The site is capable of providing adequate on-site services for water supply, mains electricity, waste disposal and foul and surface water drainage
- e) The site will enable vehicle movements, parking and servicing to take place, having regard to the number of pitches/plots and their requirements as well as enabling access for service and emergency vehicles
- f) The site is not situated within an unacceptable flood risk area.

Tewkesbury

Gloucester, Cheltenham & Tewkesbury Joint Core Strategy – Submission Version 2014

Policy SD14: Gypsies, Travellers and Travelling Showpeople

All proposals for new Gypsy, Traveller and Travelling Showpeople sites will be assessed against the following criteria:

- I. There is a proven need for the development and/or the capacity of the site can be justified to meet needs for further Gypsy, Traveller and Travelling Showpeople sites, or extensions to existing sites
- II. Proposals on sites in areas of sensitive landscape will be considered in accordance with Policy SD7 (Landscape Policy) and Policy SD8 (The Cotswolds Area of Outstanding Natural Beauty). In all other locations the proposal will not have an unacceptable impact on the character and appearance of the landscape and the amenity of neighbouring properties, and is sensitively designed to mitigate any impact on its surroundings
- III. The site has safe and satisfactory vehicular and pedestrian access to the surrounding principal highway network
- IV. No significant barriers to development exist in terms of flooding, poor drainage, poor ground stability or proximity to other hazardous land or installation where other forms of housing would not be suitable
- V. The site is situated in a suitable location in terms of access to local amenities, services and facilities, including schools, shops, health services, libraries and other community facilities
- VI. The site can be properly serviced and is supplied with essential services, such as water, power, sewerage and drainage, and waste disposal. The site should also be large enough to enable vehicle movements, parking and servicing to take place, having regard to the number of pitches/plots on site, as well as enabling access for service and emergency vehicles, including circulation space along with residential amenity and play areas.

The Gloucestershire GTTSA sets out the need for new pitches/plots resulting from existing traveller communities in Gloucestershire between 2013 and 2031. Within the JCS area, the assessment sets out the requirement for provision of 151 permanent pitches for Gypsies and Travellers (as shown in Table C4 below). Of these, 147 pitches relate to communities that currently reside in Tewkesbury Borough. The assessment further sets out a requirement for 36 permanent plots for Travelling Showpeople, relating to

communities that currently reside in Gloucester City and Tewkesbury Borough.

The report also sets out that if transit pitches are considered necessary, a transit site of at least 10 pitches should be provided within Gloucestershire, but in a location in proximity to main road networks such as the M5 and A40. However, it also recommends that ‘tolerated temporary stopping places’ are used by some authorities as an alternative way of providing for temporary accommodation needs.

The nature of existing provision in Gloucestershire means that a very significant proportion of the needs arise in Tewkesbury Borough. However, the Government policy document ‘Planning Policy for Traveller Sites’ (2012) sets out that where there are special or strict planning constraints across an area, local planning authorities should consider working together through the ‘Duty to Co-operate’ to provide for traveller needs, in order to provide more flexibility in the identification of sites, including the preparation of joint development plans. Further to this, the assessment confirms issues with the ability to bring forward sites for traveller communities in urban areas for reasons such as limited land availability and site viability. Depending on the availability of deliverable sites, it may also be necessary to work with other Gloucestershire authorities to address needs arising from their communities.

In terms of the JCS, significant development will be coming forward through the Strategic Allocations and urban extensions. It may be possible for sites for traveller communities to be provided as part of well-masterplanned Strategic Allocations, as required at Policy SA1, and the potential for such provision will be fully considered through the planning process. Further non-strategic site allocations will be considered by each of the JCS authorities in district plans, in the context of locally set targets.

‘Planning Policy for Traveller Sites’ requires that local planning authorities provide a criterion-based policy in district plans. Where need is identified, this policy will form the criteria against which potential site allocations will be assessed. It will also form the policy against which other speculative applications that may come forward should be assessed.

The purpose of Policy SD14 is to set out the overall numbers of pitches and plots required within the JCS area for gypsies, travellers and travelling Showpeople, and to set out a criteria-based policy for use in the assessment of potential sites. Policy SA1 provides detail with regard to site provision through the JCS.

In order to bring forward adequate numbers of sites for gypsies, travellers and travelling show people communities, it will also be necessary for site provision to come forward through smaller non-strategic sites, particularly during the first five years of the plan. This will be established through the lower-level district plans.

Definitions

- 2.7 The current definition for a Gypsy, Traveller or Travelling Showperson is set out in PPTS (2015). The previous definition set out in the Housing Act (2004) was repealed by the Housing and Planning Act (2016).
- 2.8 Provisions set out in the Housing and Planning Act (2016) now include a duty (under Section 8 of the 1985 Housing Act that covers the requirement for a periodical review of housing needs) for local authorities to consider the needs of people residing in or resorting to their district with respect to the provision of sites on which caravans can be stationed, or places on inland waterways where houseboats can be moored. Draft Guidance³ related to this section of the Act has been published setting out how the government would want local housing authorities to undertake this assessment and it is the same as the GTAA assessment process. The implication is therefore that the housing needs of any Gypsy and Traveller

³ “Draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats.” (March 2016)

households who do not meet the planning definition of a Traveller will need to be assessed as part of the wider housing needs of the area through the SHMA or HEDNA process, and will form a subset of the wider need arising from households residing in caravans.

- 2.9 Another key issue is that there may also be Romany, Irish and Scottish Travellers who no longer travel so will not fall under the planning definition, but Councils may still need to meet their needs through the provision of culturally suitable housing under the requirements of the Equality Act (2010).

The Planning Definition in PPTS (2015)

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

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

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

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

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

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

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

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

- 2.11 The key change that was made to both definitions was the removal of the term *persons...who have ceased to travel permanently*, meaning that those who have ceased to travel permanently will not now fall under the planning definition of a Traveller for the purposes of assessing accommodation need in a GTAA.

Definition of Travelling

- 2.12 One of the most important questions that GTAAs will need to address in terms of applying the planning definition is *what constitutes travelling?* This has been determined through case law that has tested the meaning of the term ‘*nomadic*’.
- 2.13 **R v South Hams District Council (1994)** – defined Gypsies as “*persons who wander or travel for the purpose of making or seeking their livelihood (not persons who travel from place to place without any connection*

between their movements and their means of livelihood.)” This includes ‘born’ Gypsies and Travellers as well as ‘elective’ Travellers such as New Age Travellers.

- 2.14 In **Maidstone BC v Secretary of State for the Environment and Dunn (2006)**, it was held that a Romany Gypsy who bred horses and travelled to horse fairs at Appleby, Stow-in-the-Wold and the New Forest, where he bought and sold horses, and who remained away from his permanent site for up to two months of the year, at least partly in connection with this traditional Gypsy activity, was entitled to be accorded Gypsy status.
- 2.15 In **Greenwich LBC v Powell (1989)**, Lord Bridge of Harwich stated that a person could be a statutory Gypsy if he led a nomadic way of life *only seasonally*.
- 2.16 The definition was widened further by the decision in **R v Shropshire CC ex p Bungay (1990)**. The case concerned a Gypsy family that had not travelled for some 15 years in order to care for its elderly and infirm parents. An aggrieved resident living in the area of the family’s recently approved Gypsy site sought judicial review of the local authority’s decision to accept that the family had retained their Gypsy status even though they had not travelled for some considerable time. Dismissing the claim, the judge held that a person could remain a Gypsy even if he or she did not travel, provided that their nomadism was held in abeyance and not abandoned.
- 2.17 That point was revisited in the case of **Hearne v National Assembly for Wales (1999)**, where a traditional Gypsy was held not to be a Gypsy for the purposes of planning law as he had stated that he intended to abandon his nomadic habit of life, lived in a permanent dwelling and was taking a course that led to permanent employment.
- 2.18 **Wrexham County Borough Council v National Assembly of Wales and Others (2003)** determined that households and individuals could continue to lead a nomadic way of life with a permanent base from which they set out from and return to.
- 2.19 The implication of these rulings in terms of applying the planning definition is that it will **only include those who travel (or have ceased to travel temporarily) for work purposes and in doing so stay away from their usual place of residence**. It can include those who have a permanent site or place of residence, but that it will not include those who travel for purposes other than work – such as visiting horse fairs and visiting friends or relatives. It will in the view of ORS also **not cover** those who commute to work daily from a permanent place of residence.
- 2.20 It will also be the case in our view that a household where some family members travel for nomadic purposes on a regular basis, but where other family members stay at home to look after children in education, or other dependents with health problems etc. the household unit would be defined as travelling under the planning definition.
- 2.21 Households will also fall under the planning definition if they can provide information that they have ceased to travel temporarily as a result of their own or their family’s or dependants’ educational or health needs or old age. In order to have ceased to travel temporarily these households will need to demonstrate that they have travelled in the past. In addition households may also have to provide information that they plan to travel again in the future.
- 2.22 This approach was endorsed by a Planning Inspector in a recent Decision Notice for an appeal in East Hertfordshire (Appeal Ref: APP/J1915/W/16/3145267). A summary can be seen below.

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

Legislation and Guidance for Gypsies and Travellers

^{2.23} Decision-making for policy concerning Gypsies, Travellers and Travelling Showpeople sits within a complex legislative and national policy framework and this study must be viewed in the context of this legislation and guidance. For example, the following key pieces of legislation and guidance are relevant when developing policies relating to Gypsies, Travellers and Travelling Showpeople:

- » The Housing and Planning Act, 2016
- » Planning Policy for Traveller Sites (PPTS), 2015
- » National Planning Policy Framework (NPPF), 2012
- » Planning Practice Guidance⁴ (PPG), 2014

^{2.24} The primary guidance for undertaking the assessment of housing need for Gypsies, Travellers and Travelling Showpeople is set out in PPTS (2015). It should be read in conjunction with the NPPF. In addition the Housing and Planning Act (2016) makes provisions for the assessment of need for those Gypsy, Traveller and Travelling Showpeople households living on sites and yards who do not meet the planning definition – through the assessment of all households living in caravans.

PPTS (2015)

^{2.25} PPTS (2015) sets out the direction of Government policy. As well as introducing the revised planning definition of a Traveller, PPTS is closely linked to the NPPF. Among other objectives, the aims of the policy in respect of Traveller sites are (PPTS Paragraph 4):

- » *Local planning authorities should make their own assessment of need for the purposes of planning.*
- » *To ensure that local planning authorities, working collaboratively, develop fair and effective strategies to meet need through the identification of land for sites.*
- » *To encourage local planning authorities to plan for sites over a reasonable timescale.*
- » *That plan-making and decision-taking should protect Green Belt from inappropriate development.*

⁴ With particular reference to the sections on Housing and Economic Development Needs Assessments.

- » *To promote more private Traveller site provision while recognising that there will always be those Travellers who cannot provide their own sites.*
- » *That plan-making and decision-taking should aim to reduce the number of unauthorised developments and encampments and make enforcement more effective.*
- » *For local planning authorities to ensure that their Local Plan includes fair, realistic and inclusive policies.*
- » *To increase the number of Traveller sites in appropriate locations with planning permission, to address under provision and maintain an appropriate level of supply.*
- » *To reduce tensions between settled and Traveller communities in plan-making and planning decisions.*
- » *To enable provision of suitable accommodation from which Travellers can access education, health, welfare and employment infrastructure.*
- » *For local planning authorities to have due regard to the protection of local amenity and local environment.*

^{2.26} In practice, the document states that (PPTS Paragraph 9):

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

^{2.27} PPTS goes on to state (Paragraph 10) that in producing their Local Plan local planning authorities should:

- » *Identify and annually update a supply of specific deliverable sites sufficient to provide five years' worth of sites against their locally set targets.*
- » *Identify a supply of specific, developable sites or broad locations for growth, for years 6-10 and, where possible, for years 11-15.*
- » *Consider production of joint development plans that set targets on a cross-authority basis, to provide more flexibility in identifying sites, particularly if a local planning authority has special or strict planning constraints across its area (local planning authorities have a duty to cooperate on strategic planning issues that cross administrative boundaries).*
- » *Relate the number of pitches or plots to the circumstances of the specific size and location of the site and the surrounding population's size and density.*
- » *Protect local amenity and environment.*

^{2.28} Local Authorities now have a duty to ensure a 5 year land supply to meet the identified needs for Traveller sites. However, 'Planning Policy for Traveller Sites' also notes in Paragraph 11 that:

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

3. Methodology

Background

- 3.1 Over the past 10 years, ORS has continually refined a methodology for undertaking robust and defensible Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessments. This has been updated in light of changes to the PPG in 2014, PPTS (2015) and the Housing and Planning Act (2016), as well as responding to changes set out by Planning Ministers, with particular reference to new household formation rates. This is an evolving methodology that has been adaptive to changes in planning policy as well as the outcomes of Local Plan Examinations and Planning Appeals.
- 3.2 PPTS (2015) contains a number of requirements for local authorities which must be addressed in any methodology. This includes the need to pay particular attention to early and effective community engagement with both settled and traveller communities (including discussing travellers' accommodation needs with travellers themselves); identification of permanent and transit site accommodation needs separately; working collaboratively with neighbouring local planning authorities; and establishing whether households fall within the planning definition for Gypsies, Travellers and Travelling Showpeople.
- 3.3 The stages below provide a summary of the methodology that was used to complete this study. More information on each stage is provided in the appropriate sections of this report.
- 3.4 The approach currently used by ORS was considered in April 2016 by the Planning Inspector for the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy who concluded:

'The methodology behind this assessment included undertaking a full demographic study of all occupied pitches, interviewing Gypsy and Traveller households, including those living in bricks and mortar accommodation, and considering the implications of the new Government policy. On the evidence before me, I am satisfied that the assessment has been appropriately carried out, and there is no reason for me to dispute the figures.'

Glossary of Terms

- 3.5 A Glossary of Terms can be found in **Appendix A**.

Desk-Based Review

- 3.6 ORS collated a range of secondary data that was used to support the study. This included:
- » Census data.
 - » Site records.
 - » Caravan counts.
 - » Records of unauthorised sites/encampments.
 - » Information on planning applications/appeals.
 - » Information on enforcement actions.
 - » Existing Needs Assessments and other relevant local studies.

- » Existing national and local policy, guidance and best practice.

Stakeholder Engagement

- 3.7 As this report is a re-assessment of a recent study that was published in August 2013 no further stakeholder interviews were completed at this time.

Working Collaboratively with Neighbouring Planning Authorities

- 3.8 Being a re-assessment of the recent August 2013 study no additional interviews with neighbouring authorities were completed – although ORS have completed studies in the following areas since the new PPTS was published and the outcomes of these studies have been considered as evidence to support this update where appropriate:

- » South Gloucestershire
- » Stratford-upon-Avon
- » West Oxfordshire
- » Wiltshire

- 3.9 It is understood that the Councils are actively involved in collaborating with each other and with neighbouring authorities across a range of Local Plan issues.

Survey of Travelling Communities

- 3.10 Through the desk-based research and the stakeholder interviews, ORS sought to identify all authorised and unauthorised sites/yards and encampments in the study area and attempted to complete an interview with the residents on all occupied pitches and plots. In order to gather robust information to use to assess households against the planning definition of a Traveller multiple visits were made to households where it was not possible to conduct an interview because they were not in or not available.

- 3.11 Our experience suggests that an attempt to interview households on all pitches is more robust, as opposed to a sample based approach which often leads to an under-estimate of need - an approach which is regularly challenged by the Planning Inspectorate and at planning appeals.

- 3.12 ORS worked closely with the Councils to ensure that the interviews collected all the necessary information to support the study. The Site Record Form that was used has been updated to take account of PPTS (2015) and to collect the information ORS feel is necessary to apply the planning definition. All pitches and plots were visited either by members of our dedicated team of experienced interviewers who work on our GTAA studies across England and Wales. They conducted semi-structured interviews with residents to determine their current demographic characteristics, their current or future accommodation needs, whether there is any over-crowding or the presence of concealed households and travelling characteristics. Interviewers also sought to identify contacts living in bricks and mortar to interview, as well as an overall assessment of each site to determine any opportunities for intensification or expansion to meet future needs. They also sought information from residents on the type of pitches they may require in the future – for example private or socially rented, together with any features they may wish to be provided on a new pitch or site.

- 3.13 Where it was not possible to undertake an interview, staff sought to capture as much information as possible about each pitch using a Pitch Outcome Form from sources including neighbouring residents and site management (if present).

Engagement with Bricks and Mortar Households

- 3.14 ORS apply a rigorous approach to making contact with bricks and mortar households as this is a common issue raised at Local Plan examinations and planning appeals. Contacts were identified through a range of sources including the interviews with people on existing sites and yards, information from waiting lists and adverts on social media (including the Friends Families and Travellers Facebook group). Examples are shown below. Through this approach we endeavoured to do everything within our means to give households living in bricks and mortar the opportunity to make their views known to us.
- 3.15 As a rule we do not extrapolate the findings from our fieldwork with bricks and mortar households up to the total estimated bricks and mortar population as a whole as in our experience this leads to a significant over-estimate of the number of households wishing to move to a site or a yard. We work on the assumption that all those wishing to move will make their views known to us based on the wide range of publicity we will put in place. Thus we are seeking to shift the burden of responsibility on to those living in bricks and mortar through demonstrating rigorous efforts to make them aware of the study.

Figure 14 – Bricks and Mortar Adverts



Friends, Families and Travellers
4 mins · 🌐

Opinion Research Services (ORS) is an independent research company who carry out Gypsy, Traveller and Travelling Showpeople Accommodation Assessments across the country. These assessments must be carried out by every council to inform them how many new pitches and plots will need to be provided in the future.

ORS would like to speak to Gypsies, Travellers and Travelling Showpeople who are looking to develop a site or yard or who live in bricks and mortar and would prefer to live on a site or yard in any of the following areas:
Aylesbury Vale, Basildon, Braintree, Brentwood, Bristol, Cambridge, Castle Point, Central Bedfordshire, Chelmsford, Cheltenham, Chiltern, Colchester, Cotswold, Daventry, East Cambridgeshire, Eastleigh, Elmbridge, Epping Forest, Forest Heath, Forest of Dean, Gloucester, Hambleton, Harlow, Hart, Havering, Huntingdonshire, King's Lynn and West Norfolk, Lewisham, Maldon, Northampton, Peterborough, Plymouth, Reigate and Banstead, Rochford, Selby, South Bucks, South Cambridgeshire, South Gloucestershire, South Hams, South Northamptonshire, Southend-on-Sea, St Edmundsbury, Stroud, Tandridge, Tower Hamlets, Tendring, Tewkesbury, Thurrock, Tower Hamlets, Uttlesford, West Devon, West Oxfordshire, Wycombe, Wyre and York.

Your views are very important to us.

If you would like to speak to ORS about your accommodation needs please contact Claire Thomas on 01792 535337 or email claire.thomas@ors.org.uk

👍 Like 💬 Comment ➦ Share



Opinion Research Services
Excellent research for the public, voluntary and private sectors

Gypsy, Traveller & Travelling Showpeople Accommodation Assessments

Opinion Research Services (ORS) is an independent research company who carry out Gypsy, Traveller and Travelling Showpeople Accommodation Assessments across the country. These assessments must be carried out by every council to inform them how many new pitches and plots will need to be provided in the future.

ORS would like to speak to Gypsies, Travellers and Travelling Showpeople who are looking to develop a site or yard or who live in bricks and mortar and would prefer to live on a site or yard in any of the following areas:

Aylesbury Vale, Basildon, Blackpool, Braintree, Brentwood, Bristol, Cambridge, Castle Point, Central Bedfordshire, Chelmsford, Cheltenham, Chiltern, Colchester, Cotswold, Daventry, East Cambridgeshire, Eastleigh, Elmbridge, Forest Heath, Forest of Dean, Fylde, Gloucester, Hambleton, Harlow, Huntingdonshire, King's Lynn and West Norfolk, Lambeth, Lewisham, Maldon, Northampton, Peterborough, Plymouth, Reigate and Banstead, Rochford, Selby, South Bucks, South Cambridgeshire, South Gloucestershire, South Hams, South Northamptonshire, Southend-on-Sea, St Edmundsbury, Stroud, Tandridge, Tendring, Tewksbury, Thurrock, Tower Hamlets, Uttlesford, Vale of Glamorgan, West Devon, Wycombe, Wyre and York

Your views are very important to us.

If you would like to speak to ORS about your accommodation needs please contact **Claire Thomas** on **01792 535337** or email claire.thomas@ors.org.uk

Timing of the Fieldwork

- ^{3.16} ORS are fully aware of the transient nature of many travelling communities and subsequent seasonal variations in site and yard occupancy. As such all of the fieldwork was undertaken during the non-travelling season, and also avoided days of known local or national events. Fieldwork was completed between February and June 2016.

Waiting Lists

- ^{3.17} ORS obtained details of households on the waiting lists for public sites and undertook detailed analysis of the waiting lists to identify households living in bricks and mortar to interview, to eliminate any double counting from doubled up or concealed households on sites, and to identify those living outside of the study area.

Calculating Current and Future Need

- ^{3.18} The primary change PPTS (2015) in relation to the assessment of need is the change in the definition of a Gypsy, Traveller or Travelling Showperson for planning purposes. Through the site interviews ORS sought to collect information necessary to assess each household against the planning definition. As PPTS (2015) has only recently been issued only a small number of relevant appeal decisions have been issued by the Planning Inspectorate on how the planning definition should be applied – these support the view that households need to be able to provide information that they travel for work purposes to meet the planning definition, and stay away from their usual place of residence when doing so.
- ^{3.19} To identify need, PPTS (2015) requires an assessment for current and future pitch requirements, but does not provide a methodology for this. However, as with any housing assessment, the underlying calculation

can be broken down into a relatively small number of factors. In this case, the key issue is to compare the supply of pitches available for occupation with the current and future needs of the population.

Unknown Households

- 3.20 As well as calculating need for households that meet the planning definition, the needs of the households where an interview was not completed (either due to refusal to be interviewed or households that were not present during the fieldwork period) need to be assessed as part of the GTAA where they are believed to be ethnic Gypsies and Travellers who **may** meet the planning definition. Whilst there is no law or guidance that sets out how the needs of these households should be addressed, an approach has been taken that seeks an estimate of potential need from these households. This will be a maximum additional need figure over and above the need identified for households that do meet the planning definition.
- 3.21 The estimate seeks to identify potential current and future need from any pitches known to be temporary or unauthorised, and through new household formation. For the latter the national rate of 1.50% has been used as the demographics of residents are unknown. This approach is consistent with the outcomes of a recent Planning Appeal where access to a site was not possible but basic information was known about the number of households residing there. (Planning Inspectorate Ref: APP/Z6950/A/14/2212012).
- 3.22 Should further information be made available to the Councils that will allow for the planning definition to be applied, these households could either form a component of need to be added to the known need figure for those who meet the planning definition in the GTAA, or a component of need to be added to the need for those who do not meet the planning definition to be assessed as part of the wider housing needs of the area through the SHMA or HEDNA for example.
- 3.23 ORS are of the opinion that it would not be appropriate when producing a robust assessment of need to make any firm assumptions about whether or not households where an interview was not completed meet the planning definition based on the outcomes of households where an interview was completed.
- 3.24 However, data that has been collected from over 1,800 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that overall approximately 10% of households who have been interviewed meet the planning definition (this rises to 70% for Travelling Showpeople based on over 250 interviews that have been completed) – and in some local authorities, particularly London Boroughs, 100% of households do not meet the planning definition.
- 3.25 ORS are not implying that this is an Official National Statistic - rather a national statistic based on the outcomes of our fieldwork since the introduction of PPTS (2015). It is estimated that there are between 12,000-14,000 Gypsy and Traveller pitches in England and we have spoken to over 12% of them at a representative range of sites and just over 10% meet the planning definition. ORS also asked similar questions on travelling in over 2,000 pre-PPTS (2015) household interviews and also found that 10% of households would have met the PPTS (2015) planning definition. It is ORS' view therefore that this is the most comprehensive national statistic in relation to households that meet the planning definition in PPTS (2015) and should be seen as a robust statistical figure.
- 3.26 This would suggest that it is likely that only a small proportion of the potential need identified from these households will need new Gypsy and Traveller pitches, and that the needs of the majority will need to be addressed through the SHMA or HEDNA.

^{3.27} Councils will need to carefully consider how to address the needs associated with unknown Travellers. Based on the household interviews completed by ORS since changes to PPTS it is likely that only 10% of this need will need to be addressed through the provision of Gypsy or Traveller pitches as only a small proportion of households are likely to meet the planning definition based on national evidence. In terms of Local Plan policies the Councils could consider the use of a criteria-based policy (as suggested in PPTS) for any unknown households that do provide evidence that they meet the planning definition. Given that these households will be ethnic Gypsies and Travellers it is highly likely that they will continue to want to live on caravan sites. An assessment of need for unknown Travellers can be found in **Appendix B**.

Non-Travelling Households

^{3.28} Whilst households who do not travel fall outside the planning definition of a Traveller, Romany Gypsies and Irish and Scottish Travellers may be able to demonstrate a right to culturally appropriate accommodation under the Equality Act 2010. In addition provisions set out in the new Housing and Planning Act (2016) now include a duty (under Section 8 of the 1985 Housing Act that covers the requirement for a periodical review of housing needs) for local authorities to consider the needs of people residing in or resorting to their district with respect to the provision of sites on which caravans can be stationed, or places on inland waterways where houseboats can be moored. Draft Guidance⁵ related to this section of the Act has been published setting out how the government would want local housing authorities to undertake this assessment and it is the same as the GTAA assessment process. The implication is therefore that the housing needs of any Gypsy and Traveller households who do not meet the planning definition of a Traveller will need to be assessed as part of the wider housing needs of the area, for example through the SHMA or HEDNA process, and will form a subset of the wider need arising from households residing in caravans. Given that these households will be ethnic Gypsies and Travellers it is highly likely that they will continue to want to live on caravan sites. An assessment of need for Travellers that do not meet the planning definition can be found in **Appendix B**.

Applying the Planning Definition

^{3.29} The household survey included a structured section of questions to record information about the travelling characteristics of household members. This included questions on the following key issues:

- » Whether any household members have travelled in the past 12 months.
- » Whether household members have ever travelled.
- » The main reasons for travelling.
- » Where household members travelled to.
- » The times of the year that household members travelled.
- » Where household members stay when they are away travelling.
- » When household members stopped travelling.
- » The reasons why household members stopped travelling.
- » Whether household members intend to travel again in the future.

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

- » When and the reasons why household members plan to travel again in the future.

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

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

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

3.32 Whilst the needs of those households that do not meet the planning definition do not need to be included in the GTAA, they will be assessed to provide the Council with components of need to as part of their work on wider housing needs assessments.

Supply of Pitches

3.33 The first stage of the assessment sought to determine the number of occupied, vacant and potentially available supply in the study area:

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

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

Current Need

3.35 The second stage was to identify components of current need. It is important to address issues of double counting – for example concealed or doubled-up households may also be on the waiting list, as may households in bricks and mortar. Current need is made up of the following:

- » Households on unauthorised developments for which planning permission is not expected.

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

Future Need

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

- » Older teenage children in need of a pitch of their own.
- » Households living on sites with temporary planning permissions.
- » New household formation.
- » In-migration.

3.37 Household formation rates are often the subject of challenge at appeals or examinations. We agree with the position now being taken by DCLG and firmly believe that any household formation rates should use a robust local evidence base where household interviews have been completed, rather than simply relying on precedent. This is set out in more detail later in Chapter 6 of this report.

3.38 All of these components of supply and need are presented in easy to understand tables which identify the overall net need for current and future accommodation for both Gypsies and Travellers, and for Travelling Showpeople. This has proven to be a robust model for identifying needs. The residential and transit pitch needs for Gypsies and Travellers are identified separately and the needs are identified in 5 year periods to 2031.

Pitch Turnover

3.39 Some assessments of need make use of pitch turnover as an ongoing component of supply. ORS do not agree with this approach or about making any assumptions about annual turnover rates. This is an approach that usually ends up with a significant under-estimate of need as in the majority of cases vacant pitches on sites are not available to meet any additional need. The use of pitch turnover has been the subject of a number of Inspectors' Decisions, for example APP/J3720/A/13/2208767 found a GTAA to be unsound when using pitch turnover and concluded:

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

3.40 In addition a GTAA Best Practice Guide was produced in June 2016 by a number of organisations including Friends, Families and Travellers, the London Gypsy and Traveller Unit, the York Travellers Trust, the Derbyshire Gypsy Liaison Group, Garden Court Chambers and Leeds GATE concluded that:

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

- ^{3.41} As such, other than current vacant pitches on sites that are known to be available, or pitches and plots known to become available through the households interviews, pitch turnover has not been considered as a component of supply in this GTAA.

Transit Provision

- ^{3.42} PPTS also requires an assessment of the need for any transit sites or stopping places. While the majority of Gypsies and Travellers have permanent bases either on Gypsy and Traveller sites or in bricks and mortar and no longer travel, other members of the community either travel permanently or for part of the year. Due to the mobile nature of the population, a range of sites or management approaches can be developed to accommodate Gypsies and Travellers as they move through different areas.

- » Transit sites
- » Temporary/Emergency stopping places
- » Temporary (seasonal) sites
- » Negotiated Stopping Agreements

- ^{3.43} In order to investigate the potential need for transit provision when undertaking work to support the study, ORS sought to undertake analysis of any records of unauthorised sites and encampments, as well as information from the CLG Caravan Count. The outcomes of the interviews with Council Officers, Officers from neighbouring local authorities and other stakeholders were also taken into consideration when determining this element of need in the study area.

4. Gypsy, Traveller and Travelling Showpeople Sites and Population

Introduction

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

Cheltenham

- 4.6 In Cheltenham there is currently 1 Gypsy or Traveller sites with temporary planning permission for 2 pitches, and no other provision. Further details can be found in Chapter 5 and **Appendix C**.

Figure 15 - Total amount of authorised provision in Cheltenham (March 2016)

Category	Sites/Yards	Pitches/Plots
Private with permanent planning permission	0	0
Private sites with temporary planning permission	1	2
Public Sites (Council and Registered Providers)	0	0
Public Transit Provision	0	0
Private Transit Provision	0	0
Travelling Showpeople Provision	0	0

Cotswold

- 4.7 In Cotswold there is currently 1 public site with 4 pitches; 3 private sites with permanent planning permission with 35 pitches; 2 sites with temporary planning permission with 6 pitches; 1 site that is tolerated for planning purposes with 8 pitches; no unauthorised sites; and no Travelling Showpeople yards. There is no transit provision in Cotswold. Further details can be found in Chapter 5 and **Appendix C**.

Figure 16 - Total amount of authorised provision in Cotswold (March 2016)

Category	Sites/Yards	Pitches/Plots
Private with permanent planning permission	3	35
Private sites with temporary planning permission	2	6
Public Sites (Council and Registered Providers)	1	4
Public Transit Provision	0	0
Private Transit Provision	0	0
Travelling Showpeople Provision	0	0

Forest of Dean

- 4.8 In Forest of Dean there are currently no public sites; 9 private sites with permanent planning permission with 53 pitches; no sites with temporary planning permission; 2 sites that are tolerated for planning purposes with 17 pitches; 1 unauthorised pitch; and no Travelling Showpeople yards. There is 1 private transit site with 15 pitches. Further details can be found in Chapter 5 and **Appendix C**.

Figure 17 - Total amount of authorised provision in Forest of Dean (March 2016)

Category	Sites/Yards	Pitches/Plots
Private with permanent planning permission	9	53
Private sites with temporary planning permission	0	0
Public Sites (Council and Registered Providers)	0	0
Public Transit Provision	0	0
Private Transit Provision	0	0
Travelling Showpeople Provision	0	0

Gloucester

- 4.9 In Gloucester there are currently no public sites; no private sites with permanent planning permission; 1 site with temporary planning permission with 1 pitch; no sites that are tolerated for planning purposes; and 2 Travelling Showpeople yards with 61 plots. There is no transit provision in Gloucester. Further details can be found in Chapter 5 and **Appendix C**.

Figure 18 - Total amount of authorised provision in Gloucester (March 2016)

Category	Sites/Yards	Pitches/Plots
Private with permanent planning permission	0	0
Private sites with temporary planning permission	1	1
Public Sites (Council and Registered Providers)	0	0
Public Transit Provision	0	0
Private Transit Provision	0	0
Travelling Showpeople Provision	2	61

Stroud

- 4.10 In Stroud there are currently no public sites; 8 private sites with permanent planning permission with 68 pitches; no sites with temporary planning permission; 1 site that is tolerated for planning purposes with 5 pitches; 1 unauthorised site with 3 pitches; and 2 Travelling Showpeople yards with 30 plots. There is 1 private transit site with 6 pitches in Stroud. Further details can be found in Chapter 5 and **Appendix C**.

Figure 19 - Total amount of authorised provision in Stroud (March 2016)

Category	Sites/Yards	Pitches/Plots
Private with permanent planning permission	8	68
Private sites with temporary planning permission	0	0
Public Sites (Council and Registered Providers)	0	0
Public Transit Provision	0	0
Private Transit Provision	1	6
Travelling Showpeople Provision	2	30

Tewkesbury

- 4.11 In Tewkesbury there are currently 3 public sites with 72 pitches; 16 private sites with permanent planning permission with 94 pitches; 2 sites with temporary planning permission with 8 pitches; 2 sites that are tolerated for planning purposes with 21 pitches; 3 unauthorised sites with 13 pitches; and 2 Travelling Showpeople yards with 21 pitches. There is 1 private transit site with 7 pitches in Tewkesbury. Further details can be found in Chapter 5 and **Appendix C**.

Figure 20 - Total amount of authorised provision in Tewkesbury (March 2016)

Category	Sites/Yards	Pitches/Plots
Private with permanent planning permission	16	94
Private sites with temporary planning permission	2	8
Public Sites (Council and Registered Providers)	3	72

Public Transit Provision	0	0
Private Transit Provision	1	8
Travelling Showpeople Provision	2	21

Caravan Count

- ^{4.12} Another source of information available on the Gypsy, Traveller and Travelling Showpeople population is the bi-annual Traveller Caravan Count which is conducted by each Local Authority in England on a specific date in January and July of each year, and reported to DCLG. This is a statistical count of the number of *caravans* on both authorised and unauthorised sites across England. With effect from July 2013, DCLG has renamed the ‘Gypsy and Traveller Caravan Count’ as the ‘Traveller Caravan Count.’
- ^{4.13} As this count is of caravans and not households, it makes it more difficult to interpret for a study such as this because it does not count pitches or resident households. The count is merely a ‘snapshot in time’ conducted by the Local Authority on a specific day, and any unauthorised sites or encampments which occur on other dates will not be recorded. Likewise any caravans that are away from sites on the day of the count will not be included. As such it is not considered appropriate to use the outcomes from the Traveller Caravan Count in the calculation of current and future need as the information collected during the site visits is seen as more robust and fit-for-purpose. However the Caravan Count data has been used to *support* the identification of the need to provide for transit provision and this is set out in Chapter 6.

5. Survey of Travelling Communities

Interviews with Gypsies and Travellers

- 5.1 One of the major components of this study was a detailed survey of the Gypsy, Traveller and Travelling Showpeople population living on sites and yards in the study area. This aimed to identify current households with housing needs and to assess likely future housing need from within existing households, to help judge the need for any future site provision. The Site Record Form can be found in **Appendix D**.
- 5.2 Through the desk-based research and stakeholder interviews ORS sought to identify all authorised and unauthorised sites and yards and encampments in the study area. Interviews were completed between February and March 2016. Up to 3 attempts were made to interview each household where they were not present when interviewers visited. The tables below identify the sites that ORS staff visited during the course of the fieldwork, and also set out the number of interviews that were completed at each site, together with the reasons why interviews were not completed where this information is available. All of the site lists have been agreed with each local authority and also include any unimplemented pitches with planning permission. A summary of the overall findings from the site interviews will be included in a separate summary note.

Cheltenham

Figure 21 - Sites and Yards Visited in Cheltenham

Status	Pitches/Plots	Interviews	Reasons why interviews were not completed
Public Sites			
None	-	-	-
Private Sites			
None	-	-	-
Temporary Sites			
Castle Dream Stud, Mill Lane	2	0	2 x no contact possible
Tolerated Sites			
None	-	-	-
Unauthorised Sites			
None	-	-	-
Travelling Showpeople Yards			
None	-	-	-

Cotswold

Figure 22 - Sites and Yards Visited in Cotswold

Status	Pitches/Plots	Interviews	Reasons for not completing interviews
Public Sites			
Culkerton	4	2	2 x no contact possible
Private Sites			
Land adjacent to Cirencester Road, Coberley	1	0	1 x no contact possible
Shorncote	32	11	11 x unimplemented pitches, 10 x no contact possible
Quarry Farm, South Cerney	2	0	2 x no contact possible
Temporary Sites			
Land parcel south of Meadow View, Bourton on the Water	4	0	4 x vacant
Norris site, Coberley	2	2	-
Tolerated Sites			
Hollow Fosse	8	3	5 x refusals
Unauthorised Sites			
None	-	-	-
Travelling Showpeople Yards			
None	-	-	-

Forest of Dean

Figure 23 - Sites and Yards Visited in Forest of Dean

Status	Pitches/Plots	Interviews	Reasons for not completing interviews
Public Sites			
None	-	-	-
Private Sites			
Chaxhill, Crowgate Lane	1	0	1 x vacant
Cooks Lane, Redmarley	1	1	-
Delkatina, Blakeney	7	0	7 x vacant
Foscombe Hill, Corse (Greenacres) ⁶	1	2	-
Hillview, Dymock	2	0	No contact possible
Land at Oak Tree Park, Churcham	7	4	3 x no contact possible
Picked Acre, Churcham	1	1	-
Southend Lane	13	4	4 x vacant, 5 x no contact possible
The Woodlands, Bromsberrow	20	4	16 x no contact possible
Temporary Sites			
None	-	-	-
Tolerated Sites			
Horsefair Lane, Newent	11	5	6 x no contact possible
Land opposite Hillview, Dymock	6	1	5 x refusals

⁶ There was one doubled-up household living on the pitch.

Unauthorised Sites			
Cooks Lane, Redmarley	1	1	-
Travelling Showpeople Yards			
None	-	-	-

Gloucester

Figure 24 – Sites and Yards Visited in Gloucester

Status	Pitches/Plots	Interviews	Reasons for not completing interviews
Public Sites			
None	-	-	-
Private Sites			
None	-	-	-
Temporary Sites			
40 Sims Lane, Quedgeley	1	1	-
Tolerated Sites			
None	-	-	-
Unauthorised Sites			
None	-	-	-
Travelling Showpeople Yards			
Fair View and Pool Meadow, West End Parade	61	12	49 x no contact possible
20A West End Parade (bricks and mortar)	1	1	-

Stroud

Figure 25 – Sites and Yards Visited in Stroud

Status	Pitches/Plots	Interviews	Reasons why interviews were not completed
Public Sites			
None	-	-	-
Private Sites			
Brookside, Moreton Valence	1	0	1 x refusal
Green Acres, Hardwicke	1	1	-
Land adjacent railway & 84 Draycott, Cam	1	0	1 x no contact possible
Land adjacent to Mount View, Naas Lane	3	0	3 unimplemented pitches
Land adjacent to St. Joseph's Traveller Park	8	0	8 x under construction
Mount View, Brookthorpe	16	3	13 x no contact possible
Northway House, Whitminster	4	1	3 x no contact possible
St. Joseph's Traveller Park	34	2	20 x under construction, 12 x refusals by the owner of site
Temporary Sites			
None	-	-	-
Tolerated Sites			
Land adjacent to Coronation Cottage, Wotton-under-Edge	5	1	4 x no contact possible
Unauthorised Sites			

Land east of Toad Hall & Opposite Briarwood, Hardwicke	3	0	3 x vacant
Travelling Showpeople Yards			
Danters Showmans Guild Yard	9	3	6 x no contact possible
Fair Lands, Stonehouse	21	1	20 x no contact possible

Tewkesbury

Figure 26 - Sites and Yards Visited in Tewkesbury

Status	Pitches/Plots	Interviews	Reasons why interviews were not completed
Public Sites			
Cursey Lane Caravan Site, Hardwicke	19	5	14 x no contact possible
Showborough Caravan Site, Twyning	5	0	5 x refusals
The Willows Caravan Site, Gloucester	48	23	12 x no contact possible, 13 x refusals
Private Sites			
Cherry Orchard, Minsterworth	4	3	1 x no contact possible
Coach House, Minsterworth	2	0	2 x refusals
Field View Caravan Park, The Leigh	16	1	15 x refusals by owner
Hillview, Staverton	2	0	2 x refusals
Hygrove Place, Minsterworth	4	1	3 x no contact possible
Kimberly House	4	2	2 x refusals
Buzz Bungalow, Sandhurst	9	3	5 x no contact possible, 1 x refusal
Land at Claydon Lane, Fiddington	2	0	2 x under construction
Land Parcel 7710	5	0	5 x under construction
New Bungalow, Over	3	0	3 x refusals
Rosebank, Twyning	1	0	1 x no contact possible
Taylor's Yard, Over	3	0	3 x refusals
The Lodge, Minsterworth	19	0	19 x no contact possible
The Mad House	13	1	12 x no contact possible
Vienna Caravan Park, Over	6	0	6 x no contact possible
Westwood, Over	1	0	1 x no contact possible
Temporary Sites			
Brookside Stables, Badgeworth	4	4	-
North and South Stables	4	1	3 x vacant
Tolerated Sites			
Beggars Roost ('The Willows')	20	0	20 x vacant
The Treetops, Twyning	1	0	1 x refusal
Unauthorised Sites			
Kayte Lane, Bishops Cleeve	1	0	1 x no contact possible
Land North Of Gubberhill Farm	4	1	3 x no contact possible
The Barn, Uckington	8	0	8 x no contact possible
Travelling Showpeople Yards			
Locks Paddock	4	0	4 x no contact possible
Showlands	17	11	6 x no contact possible

Efforts to contact bricks and mortar households

- ^{5.3} ORS applied a rigorous approach to making contact with bricks and mortar households (see 3.15-3.16) as this is a common issue raised at Local Plan examinations and planning appeals. Contacts were identified through a range of sources including the interviews with people on existing sites and yards, intelligence from the Council and housing providers, and adverts on social media (including the Friends Families and Travellers Facebook group). At the time of concluding this report no contacts had been identified to interview.

6. Current and Future Pitch Provision

Introduction

- 6.1 This section focuses on the additional pitch provision which is needed by the local authorities in the study area currently and to 2031. This includes both current unmet need and need which is likely to arise in the future. This time period allows for robust forecasts of the requirements for future provision, based upon the evidence contained within this study and also secondary data sources. Whilst the difficulty in making accurate assessments beyond 5 years has been highlighted in previous studies, the approach taken in this study to estimate new household formation has been accepted by Planning Inspectors as the most appropriate methodology to use.
- 6.2 We would note that this section is based upon a combination of the on-site surveys, planning records and stakeholder interviews. In many cases, the survey data is not used in isolation, but instead is used to validate information from planning records or other sources.
- 6.3 This section concentrates not only upon the total additional provision which is required in the area, but also whether there is a need for any transit sites and/or emergency stopping place provision.

Planning Definition

- 6.4 As well as assessing housing need, PPTS (2015) requires a GTAA to determine whether households living on sites, yards, encampments and in bricks and mortar fall within the planning definition of a Gypsy, Traveller or Travelling Showperson. Only households that fall within the planning definition, and those who *may* meet the definition (households where an interview was not completed), will have their housing needs assessed separately from the wider population in the GTAA. The planning definition now excludes those who have ceased to travel permanently.

New Household Formation Rates

- 6.5 Nationally, a household formation and growth rate of 3.00% net per annum has been commonly assumed and widely used in local Gypsy and Traveller assessments, even though there is no statistical evidence of households growing so quickly. The result has been to inflate both national and local requirements for additional pitches unrealistically. In this context, ORS has prepared a *Technical Note on Household Formation and Growth Rates (2015)*. The main conclusions are set out here and the full paper is in **Appendix E**.
- 6.6 Those seeking to provide evidence of high annual net household growth rates for Gypsies and Travellers have sometimes sought to rely on increases in the number of caravans, as reflected in caravan counts. However, caravan count data is unreliable and erratic – so the only proper way to project future population and household growth is through demographic analysis.

6.7 The Technical Note concludes that in fact, the growth in the national Gypsy and Traveller population may be as low as 1.25% per annum – much less than the 3.00% per annum often assumed, but still greater than in the settled community. Even using extreme and unrealistic assumptions, it is hard to find evidence that net Gypsy and Traveller population and household growth rates are above 2.00% per annum nationally.

6.8 The often assumed 3.00% per annum net household growth rate is unrealistic and would require clear statistical evidence before being used for planning purposes. In practice, the best available evidence supports a national net household growth rate of 1.50% per annum for Gypsies and Travellers. This view has been supported by Planning Inspectors in a number of Decision Notices. The most recent was in relation to an appeal in Doncaster that was issued in November 2016 (Ref: APP/F4410/W/15/3133490) where the agent acting on behalf of the appellant claimed that a rate closer to 3.00% should be used. The Inspector concluded:

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

6.9 In addition the Technical Note has recently been accepted as a robust academic evidence base and has been published by the Social Research Association in its journal Social Research Practice. The overall purpose of the journal is to encourage and promote high standards of social research for public benefit. It aims to encourage methodological development by giving practitioners the space and the incentive to share their knowledge – see link below.

<http://the-sra.org.uk/journal-social-research-practice/>

6.10 ORS assessments take full account of the net local household growth rate per annum for each local authority, calculated on the basis of demographic evidence from the site surveys, and the 'baseline' includes all current authorised households, all households identified as in current need (including concealed households, movement from bricks and mortar and those on waiting lists not currently living on a pitch or plot), as well as households living on tolerated unauthorised pitches or plots who are not included as current need. The assessments of future need also take account of modelling projections based on birth and death rates, and in-/out-migration.

6.11 Overall, the household growth rate used for the assessment of future needs has been informed by local evidence for each local authority. This demographic evidence has been used to adjust the national growth rate of 1.50% up or down based on the proportion of those aged under 18 in each local authority (by travelling status) – see table below)

- 6.12 In certain circumstances where the numbers of households and children are low it may not be appropriate to apply a % rate for new household formation. In these cases a judgement will be made on likely new household formation based on the age and gender of the children. This will be based on the assumption that 50% of likely households to form will stay in the area. This is based on evidence from other GTAAs that ORS have completed across England and Wales.
- 6.13 In addition research by ORS has identified a national growth rate of 1.00% for Travelling Showpeople and this has also been adjusted locally based on site demographics.

Figure 27 – Household Formation Rates used in Gloucestershire

Local Authority	Gypsies and Travellers		Travelling Showpeople	
	Travelling	Non-Travelling	Travelling	Non-Travelling
Cheltenham	-	-	-	-
Cotswold	Demographics	1.90% (45% < 18)	-	-
Forest of Dean	1.40% (35% < 18)	1.40% (33% < 18)	-	-
Gloucester	-	Demographics	1.00% (25% < 18)	-
Stroud	Demographics	2.50% (59% < 18)	Demographics	-
Tewkesbury	Demographics	1.90% (46% < 18)	1.10% (28% < 18)	-

Breakdown by 5 Year Bands

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

Applying the Planning Definition

- 6.15 The outcomes from the questions in the household survey on travelling were used to determine the status of each household against the planning definition in PPTS (2015). This assessment was based on the verbal responses to the questions given to interviewers as it is understood that oral evidence is capable of being sufficient when determining whether households meet the planning definition. Only those households that meet the planning definition, in that they stated during the interview that they travel for work purposes, and stay away from their usual place of residence when doing so – or that they have ceased to travel temporarily due to education, ill health or old age, form the components of need that will form the baseline of need in the GTAA. Households where an interview was not completed who **may** meet the planning definition have also been included as a potential additional component of need from unknown households.

Cheltenham

6.16 In summary there is **no need for any additional pitches** in Cheltenham for Gypsy and Traveller households that meet the planning definition; a need for up to 3 additional pitches for Gypsy and Traveller households that may meet the planning definition – although if the ORS national average of 10% were to be applied this could be as few as no additional pitches; and a need for no additional pitches for Gypsy and Traveller households who do not meet the planning definition.

6.17 There is **no need for any additional plots** for Travelling Showpeople as there are no yards in Cheltenham.

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

Figure 28 – Planning status of households in Cheltenham

Site Status	Meets Planning Definition	Does Not Meet Planning Definition	Unknown
Gypsies and Travellers			
Public Sites	-	-	-
Private Sites	-	-	-
Temporary Sites	0	0	2
Tolerated Sites	-	-	-
Unauthorised Sites	-	-	-
Sub-Total	0	0	2
Travelling Showpeople			
Public Yards	-	-	-
Private Yards	-	-	-
Temporary Yards	-	-	-
Tolerated Yards	-	-	-
Unauthorised Yards	-	-	-
Sub-Total	-	-	-
TOTAL	0	0	2

6.19 Figure 28 shows that ORS were not able to speak to either of the 2 households on the site with temporary planning permission in Cheltenham. The reason for this was that the households that were not present during the fieldwork period – despite up to 3 visits.

Bricks and Mortar Interviews

6.20 Despite efforts that were made it was not possible to interview any households living in bricks and mortar in Cheltenham.

New Household Formation Rate

- 6.21 As we were not able to speak to the households there is no demographic information to report on. As such the national household formation rate of 1.50% has been used to estimate future need for unknown households.

Pitch Needs – Gypsies and Travellers that meet the Planning Definition

- 6.22 There were no households in Cheltenham that meet the planning definition so there are no current or future accommodation needs to include in the GTAA.

Pitch Needs – Unknown Gypsies and Travellers

- 6.23 Whilst it was not possible to determine the travelling status of a total of 2 households as they were not on site at the time of the fieldwork, the needs of these households still need to be recognised by the GTAA as they are believed to be ethnic Gypsies and Travellers and **may** meet the planning definition as defined in PPTS (2015).
- 6.24 ORS are of the opinion that it would not be appropriate when producing a robust assessment of need to make any firm assumptions about whether or not households where an interview was not completed meet the planning definition based on the outcomes of households in that local authority where an interview was completed.
- 6.25 However data that has been collected from over 1,800 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that nationally approximately 10% of households that have been interviewed meet the planning definition – and in some local authorities, particularly London Boroughs, 100% of households do not meet the planning definition.
- 6.26 This would suggest that it is likely that only a small proportion of the potential need identified from these households will need new Gypsy and Traveller pitches, and that the needs of the majority will need to be addressed through other means.
- 6.27 Should further information be made available to the Council that will allow for the planning definition to be applied to the unknown households, the overall level of need could rise by up to 2 from pitches with temporary planning permission and 1 pitch from new household formation (this uses a base of the 2 households and a net growth rate of 1.50%⁷). Therefore additional need *could* increase by up to a further 3 pitches, plus any concealed adult households or 5 year need arising from older teenagers living in these households (if all 3 unknown pitches are deemed to meet the planning definition). However, as an illustration, if the ORS national average of 10% were to be applied this could be as few as no additional pitches. Tables setting out the components of need for unknown households can be found in **Appendix B**.

Waiting Lists

- 6.28 There are no public sites in Cheltenham so there is no waiting list.

⁷ The ORS *Technical Note on Population and Household Growth (2015)* has identified a national growth rate of 1.50% for Gypsies and Travellers which has been applied in the absence of further demographic information about these households.

Public/Private Split

- ^{6.29} There are no public sites so it is likely that all of the potential need from unknown households living on the site with temporary permission would need to be met through private pitches.

Travelling Showpeople Needs

- ^{6.30} There were no Travelling Showpeople identified in Cheltenham.

Cotswold

6.31 In summary there is a need for **3 additional pitches** in Cotswold for Gypsy and Traveller households that meet the planning definition; a need for up to 11 additional pitches for Gypsy and Traveller households that may meet the planning definition – although if the ORS national average of 10% were to be applied this could be as few as 1 additional pitch; and a need for 13 additional pitches for Gypsy and Traveller households who do not meet the planning definition.

6.32 There is **no need for any additional plots** for Travelling Showpeople as there are no yards in Cotswold.

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

Figure 29 – Planning status of households in Cotswold

Site Status	Meets Planning Definition	Does Not Meet Planning Definition	Unknown
Gypsies and Travellers			
Public Sites	0	2	2
Private Sites	1	12	12
Temporary Sites	0	2	5
Tolerated Sites	1	0	5
Unauthorised Sites	-	-	-
Sub-Total	2	16	24
Travelling Showpeople			
Public Yards	-	-	-
Private Yards	-	-	-
Temporary Yards	-	-	-
Tolerated Yards	-	-	-
Unauthorised Yards	-	-	-
Sub-Total	0	0	0
TOTAL	2	16	22

6.34 Figure 29 shows that for Gypsies and Travellers 2 households meet the planning definition of a Traveller in that they stated during the interview that they travel for work purposes and stay away from their usual place of residence, or have ceased to travel temporarily. A total of 16 Gypsy and Traveller households did not meet the planning definition as they were not able to provide information that they travel away from their usual place of residence for the purpose of work, or that they have ceased to travel temporarily due to children in education, ill health or old age. Some did travel for cultural reasons to visit fairs, relatives or friends, and others had ceased to travel permanently – these households did not meet the planning definition.

6.35 The number of households on each site where an interview was not possible are recorded as unknown. The reasons for this included households that refused to be interviewed and households that were not present during the fieldwork period – despite up to 3 visits.

Bricks and Mortar Interviews

6.36 No interviews were completed with households living in bricks and mortar in Cotswold.

New Household Formation Rate

6.37 The demographics from the households that met the planning definition suggest that evidence from the household interviews should be used instead of applying a new household formation rate in Cotswold.

Pitch Needs – Gypsies and Travellers that meet the Planning Definition

6.38 The 2 households who meet the planning definition of Travelling were found on 1 private site and 1 tolerated site. Analysis of the household interviews indicated that there is a current need for 3 additional pitches as a result of concealed or doubled up households or adults. The site demographics suggest no new household formation during the 15 year GTAA period.

6.39 Therefore the overall level of additional need for those households who meet the planning definition of a Gypsy or Traveller is for **3 additional pitches** over the 15 year GTAA period.

Figure 30 – Additional need for Gypsy and Traveller households in Cotswold that meet the Planning Definition (2016-31)

Gypsies and Travellers - Meeting Planning Definition	Pitches
Supply of Pitches	
Additional supply from vacant public and private pitches	0
Additional supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	3
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	3
Future Need	
Households on sites with temporary planning permission	0
5 year need from older teenage children	0
In-migration	0
New household formation	0
<i>(Derived from site demographics)</i>	
Total Future Needs	3
Net Pitch Need = (Current and Future Need – Total Supply)	3

Figure 31 – Additional need for Gypsy and Traveller households in Cotswold that meet the Planning Definition by 5 year periods

Years	0-5	6-10	11-15	
	2016-21	2021-26	2026-31	Total
	3	0	0	3

Pitch Needs – Unknown Gypsies and Travellers

- 6.40 Whilst it was not possible to determine the travelling status of a total of 24 households as they either refused to be interviewed, or were not on site at the time of the fieldwork, the needs of these households still need to be recognised by the GTAA as they are believed to be ethnic Gypsies and Travellers and **may** meet the planning definition.
- 6.41 ORS are of the opinion that it would not be appropriate when producing a robust assessment of need to make any firm assumptions about whether or not households where an interview was not completed meet the planning definition based on the outcomes of households in that local authority where an interview was completed.
- 6.42 However data that has been collected from over 1,800 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that nationally approximately 10% of households that have been interviewed meet the planning definition – and in some local authorities, particularly London Boroughs, 100% of households do not meet the planning definition.
- 6.43 This would suggest that it is likely that only a small proportion of the potential need identified from these households will need new Gypsy and Traveller pitches, and that the needs of the majority will need to be addressed through other means.
- 6.44 Should further information be made available to the Council that will allow for the planning definition to be applied to the unknown households, the overall level of need could rise by up to 5 pitches with temporary planning permission and 6 pitches from new household formation (this uses a base of the 24 households and a net growth rate of 1.50%⁸). Therefore additional need *could* increase by up to a further 11 pitches, plus any concealed adult households or 5 year need arising from older teenagers living in these households (if all 11 unknown pitches are deemed to meet the planning definition). However, as an illustration, if the ORS national average of 10% were to be applied this could be as few as 1 additional pitch. Tables setting out the components of need for unknown households can be found in **Appendix B**.

Waiting Lists

- 6.45 There is a small public site in Cotswold. At the time of the GTAA there were no households on the waiting list for this site. All households on the waiting lists had expressed a preference for one of the sites in Tewkesbury.

⁸ The ORS *Technical Note on Population and Household Growth (2015)* has identified a national growth rate of 1.50% for Gypsies and Travellers which has been applied in the absence of further demographic information about these households.

Public/Private Split

- ^{6.46} There is one small public site and no need was identified for travelling households or non-travelling households. It is possible that need from the 2 unknown households may need be met through additional public pitches. It is likely that all of the potential need from unknown households would need to be met through private pitches.

Travelling Showpeople Needs

- ^{6.47} There were no Travelling Showpeople identified in Cotswold.

Forest of Dean

6.48 In summary there is a need for **6 additional pitches** in the Forest of Dean for Gypsy and Traveller households that meet the planning definition; a need for up to 9 additional pitches for Gypsy and Traveller households that may meet the planning definition – although if the ORS national average of 10% were to be applied this could be as few as 1 additional pitch; and a need for 18 additional pitches for Gypsy and Traveller households who do not meet the planning definition.

6.49 There is **no need for any additional plots** for Travelling Showpeople as there are no yards in the Forest of Dean.

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

Figure 32 – Planning status of households in Forest of Dean

Site Status	Meets Planning Definition	Does Not Meet Planning Definition	Unknown
Gypsies and Travellers			
Public Sites	-	-	-
Private Sites	5	11	26
Temporary Sites	-	-	-
Tolerated Sites	6	-	11
Unauthorised Sites	-	1	-
Sub-Total	11	12	37
Travelling Showpeople			
Public Yards	-	-	-
Private Yards	-	-	-
Temporary Yards	-	-	-
Tolerated Yards	-	-	-
Unauthorised Yards	-	-	-
Sub-Total	0	0	0
TOTAL	11	12	37

6.51 Figure 32 shows that for Gypsies and Travellers 11 households meet the planning definition of a Traveller in that they stated during the interview that they travel for work purposes and stay away from their usual place of residence, or have ceased to travel temporarily. A total of 12 Gypsy and Traveller households did not meet the planning definition as they were not able to provide information that they travel away from their usual place of residence for the purpose of work, or that they have ceased to travel temporarily due to children in education, ill health or old age. Some did travel for cultural reasons to visit fairs, relatives or friends, and others had ceased to travel permanently – these households did not meet the planning definition. There are no Travelling Showpeople yards in the Forest of Dean.

6.52 The number of households on each site where an interview was not possible are recorded as unknown. The reasons for this included households that refused to be interviewed and households that were not present during the fieldwork period – despite up to 3 visits.

Bricks and Mortar Interviews

6.53 Despite efforts that were made it was not possible to interview any households living in bricks and mortar in the Forest of Dean.

New Household Formation Rate

6.54 Demographic information from the 11 households that meet the planning definition suggests that a new household formation rate of 1.40% should be applied to the household base.

Pitch Needs – Gypsies and Travellers that meet the Planning Definition

6.55 The 11 households who meet the planning definition of Travelling were found on 3 private sites and 3 tolerated sites. Analysis of the household interviews indicated that there is a current need for 1 additional pitch as a result of concealed or doubled up households or adults, and 2 additional pitches to meet the need of older teenage children.

6.56 The household demographics suggest that a new household formation rate of 1.40% should be used. This gives a total of 3 additional pitches through new household formation over the 15 year GTAA period to 2031.

6.57 Therefore the overall level of additional need for those households who meet the planning definition of a Gypsy or Traveller is for **6 additional pitches** over the 15 year GTAA period.

Figure 33 – Additional need for Gypsy and Traveller households in the Forest of Dean that meet the Planning Definition (2016-31)

Gypsies and Travellers - Meeting Planning Definition	Pitches
Supply of Pitches	
Additional supply from vacant public and private pitches	0
Additional supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	1
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	1
Future Need	
Households on sites with temporary planning permission	0
5 year need from older teenage children	2

In-migration	0
New household formation	3
<i>(Household base = 14 and formation rate = 1.40%)</i>	
Total Future Needs	5
Net Pitch Need = (Current and Future Need – Total Supply)	6

Figure 34 – Additional need for Gypsy and Traveller households in the Forest of Dean that meet the Planning Definition by 5 year periods

Years	0-5	6-10	11-15	
	2016-21	2021-26	2026-31	Total
	4	1	1	6

Pitch Needs – Unknown Gypsies and Travellers

- 6.58 Whilst it was not possible to determine the travelling status of a total of 37 households as they either refused to be interviewed, or were not on site at the time of the fieldwork, the needs of these households still need to be recognised by the GTAA as they are believed to be ethnic Gypsies and Travellers and may meet the planning definition.
- 6.59 ORS are of the opinion that it would not be appropriate when producing a robust assessment of need to make any firm assumptions about whether or not households where an interview was not completed meet the planning definition based on the outcomes of households in that local authority where an interview was completed.
- 6.60 However data that has been collected from over 1,800 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that nationally approximately 10% of households that have been interviewed meet the planning definition – and in some local authorities, particularly London Boroughs, 100% of households do not meet the planning definition.
- 6.61 This would suggest that it is likely that only a small proportion of the potential need identified from these households will need new Gypsy and Traveller pitches, and that the needs of the majority will need to be addressed through other means.
- 6.62 Should further information be made available to the Council that will allow for the planning definition to be applied to the unknown households, the overall level of need could rise by up to 9 pitches from new household formation (this uses a base of the 37 households and a net growth rate of 1.50%⁹). Therefore additional need could increase by up to a further 9 pitches, plus any concealed adult households or 5 year need arising from older teenagers living in these households (if all 37 unknown pitches are deemed to meet the planning definition). However, as an illustration, if the ORS national average of 10% were to be applied this could be as few as 1 additional pitch. Tables setting out the components of need for unknown households can be found in **Appendix B**.

⁹ The ORS *Technical Note on Population and Household Growth (2015)* has identified a national growth rate of 1.50% for Gypsies and Travellers which has been applied in the absence of further demographic information about these households.

Waiting Lists

- 6.63 There are no public sites in the Forest of Dean Heath so there is no waiting list.

Public/Private Split

- 6.64 There are no public sites so it is likely that all of the potential need from unknown households living on private and unauthorised sites would need to be met through private pitches.

Travelling Showpeople Needs

- 6.65 There are no Travelling Showpeople yards in Forest of Dean so there is no current or future need for plots, and no other need was identified for a new yard.
- 6.66 The previous GTAA identified a group of Travelling Showpeople seeking to develop a yard in the Forest of Dean who living in neighbouring areas. They had purchased land but were unsuccessful obtaining planning consent. This GTAA has found no evidence of any Travelling Showpeople living elsewhere in Gloucestershire who stated they were seeking to move to a new yard in the Forest of Dean. In addition ORS have completed GTAAs in nearby local authorities including South Gloucestershire, Wiltshire and West Oxfordshire and have found no evidence in these areas of households seeking to move to the Forest of Dean.

Gloucester

- 6.67 In summary there is **no need for additional pitches** in Gloucester for Gypsy and Traveller households that meet the planning definition; no need for additional pitches for Gypsy and Traveller households that may meet the planning definition; and a need for 2 additional pitches for Gypsy and Traveller households who do not meet the planning definition.
- 6.68 There is a need **for 8 additional plots** for Travelling Showpeople households that meet the planning definition; a need for up to 8 additional plots for households that may meet the planning definition – although if the ORS national average of 70% were to be applied this could be as little as 6 additional plots; and no need for additional plots for households that do not meet the planning definition.

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

Figure 35 – Planning status of households in Gloucester

Site Status	Meets Planning Definition	Does Not Meet Planning Definition	Unknown
Gypsies and Travellers			
Public Sites	-	-	-
Private Sites	-	-	-
Temporary Sites	-	1	-
Tolerated Sites	-	-	-
Unauthorised Sites	-	-	-
Sub-Total	0	1	0
Travelling Showpeople			
Public Yards	-	-	-
Private Yards	9 ¹⁰	4	49
Temporary Yards	-	-	-
Tolerated Yards	-	-	-
Unauthorised Yards	-	-	-
Sub-Total	9	0	49
TOTAL	9	5	49

6.70 Figure 35 shows that for Gypsies and Travellers no households meet the planning definition of a Traveller in that none stated during the interview that they travel for work purposes and stay away from their usual place of residence, or have ceased to travel temporarily. A total of 9 Travelling Showpeople households meet the planning definition. A total of 1 Gypsy and Traveller and 4 Travelling Showpeople households did not meet the planning definition as they were not able to provide information that they travel away from their usual place of residence for the purpose of work, or that they have ceased to travel temporarily due

¹⁰ Including 1 household living in bricks and mortar adjacent to the yards.

to children in education, ill health or old age. Some did travel for cultural reasons to visit fairs, relatives or friends, and others had ceased to travel permanently – these households did not meet the planning definition.

- 6.71 The number of households on each site where an interview was not possible are recorded as unknown. The reasons for this include households that refused to be interviewed and households that were not present during the fieldwork period – despite up to 3 visits.

Bricks and Mortar Interviews

- 6.72 Following efforts that were made it was possible to interview 1 Travelling Showperson household living in bricks and mortar in Gloucester.

New Household Formation Rate

- 6.73 No Gypsies and Travellers met the planning definition. Demographic information from the 9 Travelling Showperson households that meet the planning definition suggests that a 1.00% new household formation rate should be applied to the household base.

Pitch Needs – Gypsies and Travellers that meet the Planning Definition

- 6.74 There were no households in Gloucester that meet the planning definition so there are no current or future accommodation needs to include in the GTAA.

Pitch Needs – Unknown Gypsies and Travellers

- 6.75 All Gypsy and Traveller households in Gloucester were interviewed so there are no unknown households.

Waiting Lists

- 6.76 There no public sites in Gloucester so no waiting list.

Plot Needs Travelling Showpeople

- 6.77 There are 2 adjacent yards in Gloucester with a total of 61 plots. In addition an interview was completed with a household living in bricks and mortar adjacent to the yards.
- 6.78 A total of 8 Travelling Showpeople living on the yards, and 1 living in bricks and mortar meet the planning definition. Need associated with these households is for 1 additional plot currently living in bricks and mortar, a need for 4 additional plots from concealed households or adult children, and a need for 1 additional plot for an older teenage child. A formation rate of 1.00% has been applied giving a further 2 additional plots. Therefore the total need in Gloucester for Travelling Showpeople that meet the planning definition **is for 8 additional plots** for the GTAA period to 2031.

Figure 36 – Additional need for Travelling Showpeople households in Gloucester that meet the Planning Definition (2016-31)

Travelling Showpeople - Meeting Planning Definition	Plots
Supply of Plots	
Additional supply from vacant public and private plots	0
Additional supply from plots on new yards	0
Plots vacated by households moving to bricks and mortar	0
Plots vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	4
Movement from bricks and mortar	1
Households on waiting lists for public yards	0
Total Current Need	5
Future Need	
Households on yards with temporary planning permission	0
5 year need from older teenage children	1
In-migration	0
New household formation	2
<i>(Household base = 14 and formation rate = 1.00%)</i>	
Total Future Needs	3
Net Plot Need = (Current and Future Need – Total Supply)	8

Figure 37 – Additional Need for ‘Travelling’ Showpeople Households in Gloucester by 5 Year Periods

Years	0-5	6-10	11-15	
	2016-21	2021-26	2026-31	Total
	6	1	1	8

Plot Needs – Unknown Travelling Showpeople

- 6.79 Whilst it was not possible to determine the travelling status of a total of 49 households as they either refused to be interviewed, or were not on the yards at the time of the fieldwork, the needs of these households still need to be recognised by the GTAA as they are believed to be Travelling Showpeople and may meet the planning definition.
- 6.80 ORS are of the opinion that it would not be appropriate when producing a robust assessment of need to make any firm assumptions about whether or not households where an interview was not completed meet the planning definition based on the outcomes of households in that local authority where an interview was completed.
- 6.81 However data that has been collected from over 250 household interviews that have been completed with Travelling Showpeople by ORS since the changes to PPTS in 2015 suggests that nationally approximately 70% of households that have been interviewed meet the planning definition.

- ^{6.82} This would suggest that it is likely that only a proportion of the potential need identified from these households will need new plots, and that the needs of the remainder will need to be addressed through other means.
- ^{6.83} Should further information be made available to the Council that will allow for the planning definition to be applied to the unknown households, the overall level of need could rise by up to 8 plots from new household formation (this uses a base of the 49 households and a net growth rate of 1.00%¹¹). Therefore additional need could increase by up to a further 8 plots, plus any concealed adult households or 5 year need arising from older teenagers living in these households (if all 49 unknown plots are deemed to meet the planning definition). However, as an illustration, if the ORS national average of 70% were to be applied this could be as few as 6 additional plots. Tables setting out the components of need for unknown households can be found in **Appendix B**.

¹¹ GTAA's completed by ORS across England have identified a national growth rate of 1.00% for Travelling Showpeople which has been applied in the absence of further demographic information about these households.

Stroud

- 6.84 In summary there is **no need for additional pitches** in Stroud for Gypsy and Traveller households that meet the planning definition; a need for up to 7 additional pitches for Gypsy and Traveller households that may meet the planning definition – although if the national figure of 10% were to be applied this could be as few as 1 additional pitch; and a need for 3 additional pitches for Gypsy and Traveller households who do not meet the planning definition.
- 6.85 There is a need **for 8 additional plots** for Travelling Showpeople households that meet the planning definition; a need for up to 4 additional plots for households that may meet the planning definition – although if the ORS national average of 70% were to be applied this could be as little as 3 additional plots; and no need for additional plots for households that do not meet the planning definition.
- 6.86 Information that was sought from households where an interview was completed allowed each household to be assessed against the planning definition of a Traveller. This included information on whether households have ever travelled; why they have stopped travelling; the reasons that they travel; and whether they plan to travel again in the future. The tables below sets out the planning status of households in Stroud. One household that was interviewed on a private site was not a Gypsy or Traveller.

Figure 38 – Planning status of households in Stroud

Site Status	Meets Planning Definition	Does Not Meet Planning Definition	Unknown
Gypsies and Travellers			
Public Sites	-	-	-
Private Sites	1	5	30
Temporary Sites	-	-	-
Tolerated Sites	0	1	4
Unauthorised Sites	-	-	-
Sub-Total	1	6	34
Travelling Showpeople			
Public Yards	-	-	-
Private Yards	4	0	26
Temporary Yards	-	-	-
Tolerated Yards	-	-	-
Unauthorised Yards	-	-	-
Sub-Total	4	0	26
TOTAL	5	6	60

- 6.87 Figure 38 shows that for Gypsies and Travellers 1 household meets the planning definition of a Traveller in that they stated during the interview that they travel for work purposes and stay away from their usual place of residence, or have ceased to travel temporarily. A total of 4 Travelling Showpeople households also meet the planning definition. A total of 6 Gypsy and Traveller households did not meet the planning definition as they were not able to demonstrate that they travel away from their usual place of residence for the purpose of work, or that they have ceased to travel temporarily due to children in education, ill

health or old age. Some did travel for cultural reasons to visit fairs, relatives or friends, and others had ceased to travel permanently – these households did not meet the planning definition.

- 6.88 The number of households on each site where an interview was not possible are recorded as unknown. The reasons for this include households that refused to be interviewed and households that were not present during the fieldwork period – despite up to 3 visits.

Bricks and Mortar Interviews

- 6.89 Despite efforts that were made it was not possible to interview any households living in bricks and mortar in Stroud.

New Household Formation Rate

- 6.90 1 Gypsy and Traveller household meets the planning definition and no future need from new household formation was identified.

Pitch Needs – Gypsies and Travellers that meet the Planning Definition

- 6.91 The 1 household who meets the planning definition of Travelling has no current or future accommodation needs.

Figure 39 – Additional need for Gypsy and Traveller households in Stroud that meet the Planning Definition (2016-31)

Gypsies and Travellers - Meeting Planning Definition	Plots
Supply of Pitches	
Additional supply from vacant public and private pitches	0
Additional supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	0
Future Need	
Households on sites with temporary planning permission	0
5 year need from older teenage children	0
In-migration	0
New household formation	0
<i>(No new households formation identified)</i>	
Total Future Needs	0
Net Pitch Need = (Current and Future Need – Total Supply)	0

Figure 40 – Additional need for Gypsy and Traveller households in Stroud that meet the Planning Definition by 5 year periods

Years	0-5	6-10	11-15	
	2016-21	2021-26	2026-31	Total
	0	0	0	0

Pitch Needs – Unknown Gypsies and Travellers

- 6.92 Whilst it was not possible to determine the travelling status of a total of 34 households as they either refused to be interviewed, or were not on site at the time of the fieldwork, the needs of these households still need to be recognised by the GTAA as they are believed to be ethnic Gypsies and Travellers and **may** meet the planning definition.
- 6.93 ORS are of the opinion that it would not be appropriate when producing a robust assessment of need to make any firm assumptions about whether or not households where an interview was not completed meet the planning definition based on the outcomes of households in that local authority where an interview was completed.
- 6.94 However data that has been collected from over 1,800 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that nationally approximately 10% of households that have been interviewed meet the planning definition – and in some local authorities, particularly London Boroughs, 100% of households do not meet the planning definition.
- 6.95 This would suggest that it is likely that only a small proportion of the potential need identified from these households will need new Gypsy and Traveller pitches, and that the needs of the majority will need to be addressed through other means.
- 6.96 Should further information be made available to the Council that will allow for the planning definition to be applied to the unknown households, the overall level of need could rise by up to 9 pitches from new household formation (this uses a base of the 34 households and a net growth rate of 1.50%¹²). In addition there is a supply of up to 28 pitches that are currently under construction at St Joseph’s Park and the owners have made it clear that they are to meet local need. It has been assumed at this point that 2 of these new pitches will meet the need for the first 5 years of the GTAA. Therefore overall need from unknown households could be up to 7 additional pitches.
- 6.97 As far as meeting the need for the remaining 10 years of the GTAA is concerned the pitches have not been included as supply as there is no certainty that they will be available in 5-15 years’ time. However the owners have suggested that they plan to implement the pitches gradually over time so it could be the case that they may be available to meet medium to long-term need. This situation should be regularly reviewed by the Council.
- 6.98 Tables setting out the components of need for unknown households can be found in **Appendix B**.

¹² The ORS *Technical Note on Population and Household Growth (2015)* has identified a national growth rate of 1.50% for Gypsies and Travellers which has been applied in the absence of further demographic information about these households.

Waiting Lists

6.99 There are no public sites in Stroud so there is no waiting list.

Plot Needs Travelling Showpeople

6.100 There are 2 yards in Stroud with a total of 30 plots. All 4 households that were interviewed meet the planning definition.

6.101 Need associated with these households is for 5 additional plots from concealed households or adult children, and a need for 3 additional pitches for an older teenage child. There is no further need through new household formation. Therefore the total need in Stroud for Travelling Showpeople that meet the planning definition is **for 8 additional plots** for the GTAA period to 2031.

Figure 41 – Additional need for Travelling Showpeople households in Stroud that meet the Planning Definition (2016-31)

Travelling Showpeople - Meeting Planning Definition	Plots
Supply of Plots	
Additional supply from vacant public and private plots	0
Additional supply from plots on new yards	0
Plots vacated by households moving to bricks and mortar	0
Plots vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	5
Movement from bricks and mortar	0
Households on waiting lists for public yards	0
Total Current Need	5
Future Need	
Households on yards with temporary planning permission	0
5 year need from older teenage children	3
In-migration	0
New household formation	0
<i>(No further new household formation)</i>	
Total Future Needs	3
Net Plot Need = (Current and Future Need – Total Supply)	8

Figure 42 – Additional need for Travelling Showpeople households in Stroud that meet the Planning Definition by 5 year periods

Years	0-5	6-10	11-15	
	2016-21	2021-26	2026-31	Total
	8	0	0	8

Plot Needs – Unknown Travelling Showpeople

- ^{6.102} Whilst it was not possible to determine the travelling status of a total of 26 households as they either refused to be interviewed, or were not on the yards at the time of the fieldwork, the needs of these households still need to be recognised by the GTAA as they are believed to be Travelling Showpeople and may meet the planning definition.
- ^{6.103} ORS are of the opinion that it would not be appropriate when producing a robust assessment of need to make any firm assumptions about whether or not households where an interview was not completed meet the planning definition based on the outcomes of households in that local authority where an interview was completed.
- ^{6.104} However data that has been collected from over 250 household interviews that have been completed with Travelling Showpeople by ORS since the changes to PPTS in 2015 suggests that nationally approximately 70% of households that have been interviewed meet the planning definition.
- ^{6.105} This would suggest that it is likely that only a proportion of the potential need identified from these households will need new plots, and that the needs of the remainder will need to be addressed through other means.
- ^{6.106} Should further information be made available to the Council that will allow for the planning definition to be applied to the unknown households, the overall level of need could rise by up to 4 plots from new household formation (this uses a base of the 26 households and a net growth rate of 1.00%¹³). Therefore additional need could increase by up to a further 4 plots, plus any concealed adult households or 5 year need arising from older teenagers living in these households (if all 26 unknown plots are deemed to meet the planning definition). However, as an illustration, if the ORS national average of 70% were to be applied this could be as few as 3 additional plots. Tables setting out the components of need for unknown households can be found in **Appendix B**.

¹³ GTAA's completed by ORS across England have identified a national growth rate of 1.00% for Travelling Showpeople which has been applied in the absence of further demographic information about these households.

Tewkesbury

6.107 In summary there is a need for **5 additional pitches** in Tewkesbury for Gypsy and Traveller households that meet the planning definition; a need for up to 48 additional pitches for Gypsy and Traveller households that may meet the planning definition – although if the national figure of 10% were to be applied this could be as few as 5 additional pitches; and a need for 25 additional pitches for Gypsy and Traveller households who do not meet the planning definition.

6.108 There is a need for **22 additional plots** for Travelling Showpeople households that meet the planning definition; a need for up to 2 additional plots for households that may meet the planning definition; and no need for additional plots for households that do not meet the planning definition.

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

Figure 43 – Planning status of households in Tewkesbury

Site Status	Meets Planning Definition	Does Not Meet Planning Definition	Unknown
Gypsies and Travellers			
Public Sites	1	27	44
Private Sites	1	10	76
Temporary Sites	4	1	0
Tolerated Sites	-	-	-
Unauthorised Sites	0	1	12
Sub-Total	6	39	132
Travelling Showpeople			
Public Yards	-	-	-
Private Yards	11	0	10
Temporary Yards	-	-	-
Tolerated Yards	-	-	-
Unauthorised Yards	-	-	-
Sub-Total	11	0	10
TOTAL	17	39	142

6.110 Figure 43 shows that for Gypsies and Travellers 6 households meet the planning definition of a Traveller in that they stated during the interview that they travel for work purposes and stay away from their usual place of residence, or have ceased to travel temporarily. A total of 11 Travelling Showpeople households also meet the planning definition.. A total of 39 Gypsy and Traveller households did not meet the planning definition as they were not able to demonstrate that they travel away from their usual place of residence for the purpose of work, or that they have ceased to travel temporarily due to children in education, ill health or old age. Some did travel for cultural reasons to visit fairs, relatives or friends, and others had

ceased to travel permanently – these households did not meet the planning definition. The number of households on each site where an interview was not possible are recorded as unknown. The reasons for this include households that refused to be interviewed and households that were not present during the fieldwork period – despite up to 3 visits.

Bricks and Mortar Interviews

^{6.111} Despite all the efforts that were made no households living in bricks and mortar were identified to interview.

New Household Formation

^{6.112} Due to the small number of households that meet the planning definition the site demographics have been used to determine new household formation. The national household formation rate of 1.50% has been used to estimate future need for unknown households.

Pitch Needs – Gypsies and Travellers that meet the Planning Definition

^{6.113} There is a need for 4 additional pitches as a result of temporary planning consents and a need for 1 additional pitch through new household formation. Therefore there is a need for **5 additional pitches** for Gypsy and Traveller households who met the planning definition over the 15 year GTAA period.

Figure 44 – Additional need for Gypsy and Traveller households in Tewkesbury that meet the Planning Definition (2016-31)

Gypsies and Travellers - Meeting Planning Definition	Pitches
Supply of Pitches	
Additional supply from vacant public and private pitches	0
Additional supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	0
Future Need	
Households on sites with temporary planning permission	4
5 year need from older teenage children	0
In-migration	0
New household formation	1
<i>(New household formation based on site demographics)</i>	
Total Future Needs	5
Net Pitch Need = (Current and Future Need – Total Supply)	5

Figure 45 – Additional need for Gypsy and Traveller households in Tewkesbury that meet the Planning Definition by 5 year periods

Years	0-5	6-10	11-15	
	2016-21	2021-26	2026-31	Total
	4	0	1	5

Pitch Needs – Unknown Gypsies and Travellers

- 6.114 Whilst it was not possible to determine the travelling status of a total of 132 households as they either refused to be interviewed, or were not on site at the time of the fieldwork, the needs of these households still need to be recognised by the GTAA as they are believed to be ethnic Gypsies and Travellers and **may** meet the planning definition.
- 6.115 ORS are of the opinion that it would not be appropriate when producing a robust assessment of need to make any firm assumptions about whether or not households where an interview was not completed meet the planning definition based on the outcomes of households in that local authority where an interview was completed.
- 6.116 However data that has been collected from over 1,800 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that nationally approximately 10% of households that have been interviewed meet the planning definition – and in some local authorities, particularly London Boroughs, 100% of households do not meet the planning definition.
- 6.117 This would suggest that it is likely that only a small proportion of the potential need identified from these households will need new Gypsy and Traveller pitches, and that the needs of the majority will need to be addressed through other means.
- 6.118 Should further information be made available to the Council that will allow for the planning definition to be applied to the unknown households, the overall level of need could rise by up to 12 from unauthorised pitches, up to a further 3 pitches from temporary planning consents and up to 33 pitches from new household formation (this uses a base of the 132 households and a net growth rate of 1.50%¹⁴). Therefore additional need could increase by up to a further 48 pitches, plus any concealed adult households or 5 year need arising from older teenagers living in these households (if all 132 unknown pitches are deemed to meet the planning definition). However, as an illustration, if the ORS national average of 10% were to be applied this could be as few as 5 additional pitches. Tables setting out the components of need for unknown households can be found in **Appendix B**.

Waiting Lists

- 6.119 There are 3 public sites in Tewkesbury and all are managed by Gloucestershire County Council. It was confirmed by the County Council that there are currently 9 active applications across the 3 sites. A total of 5 are currently doubled-up/over-crowded on one of the 3 sites and these have already been included as components of need (all for non-Travelling households). Two of the other households are currently living on other sites in Tewkesbury and the remaining households are from outside Gloucestershire.

¹⁴ The ORS *Technical Note on Population and Household Growth (2015)* has identified a national growth rate of 1.50% for Gypsies and Travellers which has been applied in the absence of further demographic information about these households.

6.120 Should any households wish to be considered for a tenancy on one of the public sites they may have to provide information on their travelling patterns during the site allocation process as and when a pitch becomes available – depending on what the occupancy conditions are for a tenancy.

Public/Private Split

6.121 All of the need for households that meet the planning definition come from pitches on private/temporary sites. Therefore it is likely that this need will need to be met on private/temporary sites.

6.122 A total of 44 of the unknown households were living on a public site so the likely potential need arising from these households is for 11 additional public pitches over the GTAA period as a result of new household formation. It is likely that all of the other potential need from unknown households not living on public sites would need to be met through private pitches.

Plot Needs Travelling Showpeople

6.123 There are 3 yards in Tewkesbury with a total of 21 plots. All 11 households that were interviewed meet the planning definition.

6.124 Need associated with these households is for 12 additional plots from concealed households or adult children, a need for 5 additional pitches for older teenage children, and a need for 5 additional plots through new household formation. This uses a rate of 1.10% based on the site demographics. Therefore the total need in Tewkesbury for Travelling Showpeople that meet the planning definition is for **22 additional plots** for the GTAA period to 2031.

Figure 46 – Additional need for Travelling Showpeople households in Tewkesbury that meet the Planning Definition (2016-31)

Travelling Showpeople - Meeting Planning Definition	Plots
Supply of Plots	
Additional supply from vacant public and private plots	0
Additional supply from plots on new yards	0
Plots vacated by households moving to bricks and mortar	0
Plots vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	12
Movement from bricks and mortar	0
Households on waiting lists for public yards	0
Total Current Need	12
Future Need	
Households on yards with temporary planning permission	0
5 year need from older teenage children	5
In-migration	0
New household formation	5

<i>(Formation base = 28 and formation rate = 1.10%)</i>	
Total Future Needs	10
Net Plot Need = (Current and Future Need – Total Supply)	22

Figure 47 – Additional need for Travelling Showpeople households in Tewkesbury that meet the Planning Definition by 5 year periods

Years	0-5	6-10	11-15	
	2016-21	2021-26	2026-31	Total
	18	2	2	22

Plot Needs – Unknown Travelling Showpeople

- 6.125 Whilst it was not possible to determine the travelling status of a total of 10 households as they either refused to be interviewed, or were not on the yards at the time of the fieldwork, the needs of these households still need to be recognised by the GTAA as they are believed to be Travelling Showpeople and may meet the planning definition.
- 6.126 ORS are of the opinion that it would not be appropriate when producing a robust assessment of need to make any firm assumptions about whether or not households where an interview was not completed meet the planning definition based on the outcomes of households in that local authority where an interview was completed.
- 6.127 However data that has been collected from over 250 household interviews that have been completed with Travelling Showpeople by ORS since the changes to PPTS in 2015 suggests that nationally approximately 70% of households that have been interviewed meet the planning definition.
- 6.128 This would suggest that it is likely that only a proportion of the potential need identified from these households will need new plots, and that the needs of the remainder will need to be addressed through other means.
- 6.129 Should further information be made available to the Council that will allow for the planning definition to be applied to the unknown households, the overall level of need could rise by up to 2 plots from new household formation (this uses a base of the 10 households and a net growth rate of 1.00%¹⁵). Therefore additional need could increase by up to a further 2 plots, plus any concealed adult households or 5 year need arising from older teenagers living in these households (if all 10 unknown plots are deemed to meet the planning definition). However, as an illustration, if the ORS national average of 70% were to be applied this could still be for 2 additional plots. Tables setting out the components of need for unknown households can be found in **Appendix B**.

¹⁵ GTAAs completed by ORS across England have identified a national growth rate of 1.00% for Travelling Showpeople which has been applied in the absence of further demographic information about these households.

Transit Requirements

6.130 When determining the potential need for transit provision the assessment has looked at data from the DCLG Caravan Count, the outcomes of the stakeholder interviews completed for the previous GTAA, local records on numbers of unauthorised encampments, and the potential wider issues related to changes made to PPTS in 2015.

Stakeholder Interviews and Local Data

6.131 There are small private transit sites in Stroud and Tewkesbury and there is a tolerated transit site in the Forest of Dean at The Woodlands, Bromsberrow Hill.

6.132 Stakeholders interviewed for the previous GTAA provided a range of views on current and future transit provision and these, together with the overall recommendations from the previous study, can be found below.

Cheltenham

There is little Traveller movement through the area. One officer reported two recent unauthorised stops; one on Morrison's car park, and another at Sanford Parks Lido. Both sites were apparently short-term. One Member referred to a past issue with unauthorised encampments on a car park in the town – but preventative measures have since been introduced at the car park, and the encampments no longer occur there.

Cotswold

There are a number of unauthorised transit sites, the most notable on the Fosse Way junction near Bourton-on-the-Water, which is a fairly regular stopping point because of its proximity to the bi-annual Stow Fair. In general, the majority of unauthorised encampments in Cotswold District arise around the time of the Stow Fair.

Forest of Dean

Officers referred to a number of sites in the area. The largest, at Bromsberrow Heath, has been there since 2002, currently has 46 pitches and caters for Gypsies and Travellers. It is currently a transit site with a six month occupancy limit, but has an outstanding planning permission for 20 permanent and 15 transit pitches, which would reduce the site to 35 pitches.

In terms of transit provision, it was felt that the District is providing its fair share across Gloucestershire, even when there is a reduction to 15 pitches (at the aforementioned Bromsberrow Heath site).

Gloucester

Unauthorised encampments were not considered to be a major issue, though there are apparently slight rises during the summer period. The Elected Member felt that the provision of some transit provision could be of benefit for seasonal Travellers.

Stroud

The future provision of transit sites was considered valuable by both officers, particularly due to the various fairs in Cotswold District. Indeed, one officer noted that the previous GTAA had identified a need for such sites – and the other added that a transit site would be useful for Travelling Showpeople passing through the area to fairs in the North or Southwest.

Tewkesbury

Members also gave examples of unauthorised encampments in the area, including one in Abbey car park and one in Twyning. Such encampments are apparently asked to move on in a friendly manner; interviewees were of the opinion that they attract few problems and usually move-on quickly with no further action needed. When asked what attracts Travellers to set up short-term unauthorised encampments, officers and Elected Members felt that family ties, the availability of work (sometimes seasonal), and fairs (particularly the Stow fair) are important factors.

Recommendations – Previous GTAA

Transit site provision is clearly a complex issue for an area such as Gloucestershire which sees many households travel through the area each year for the Stow Fair. One option available, and one which ORS would propose the authorities follow, is to follow the likes of Malvern Hills and Wychavon District Councils who have a formal temporary toleration policy which generally meets the needs of Travellers moving through the County, without establishing a formal transit site. This is relatively effective, cheap, and simple and avoids the need to have a permanently managed public site.

If the authorities wished to have a more powerful mechanism for addressing unauthorised encampments they could seek to provide a suitably located publically provided transit site of at least 10 pitches. 10 pitches is generally considered to be the minimum size of site necessary to be effective for addressing unauthorised developments. We would note that transit sites are an area where cross boundary working could prove to be particularly effective and that the needs of Gypsy and Travellers visiting Gloucestershire are an issue which should be considered at a strategic level.

A further issue to consider with transit sites is that the pitches on one existing private transit site in the Forest of Dean and also the undeveloped private transit site in Stroud District may be considered for conversion to permanent pitches. If this occurs then these pitches would count towards the future supply of permanent pitches in these areas. However, it would leave only one small private transit site in operation across the whole of Gloucestershire.

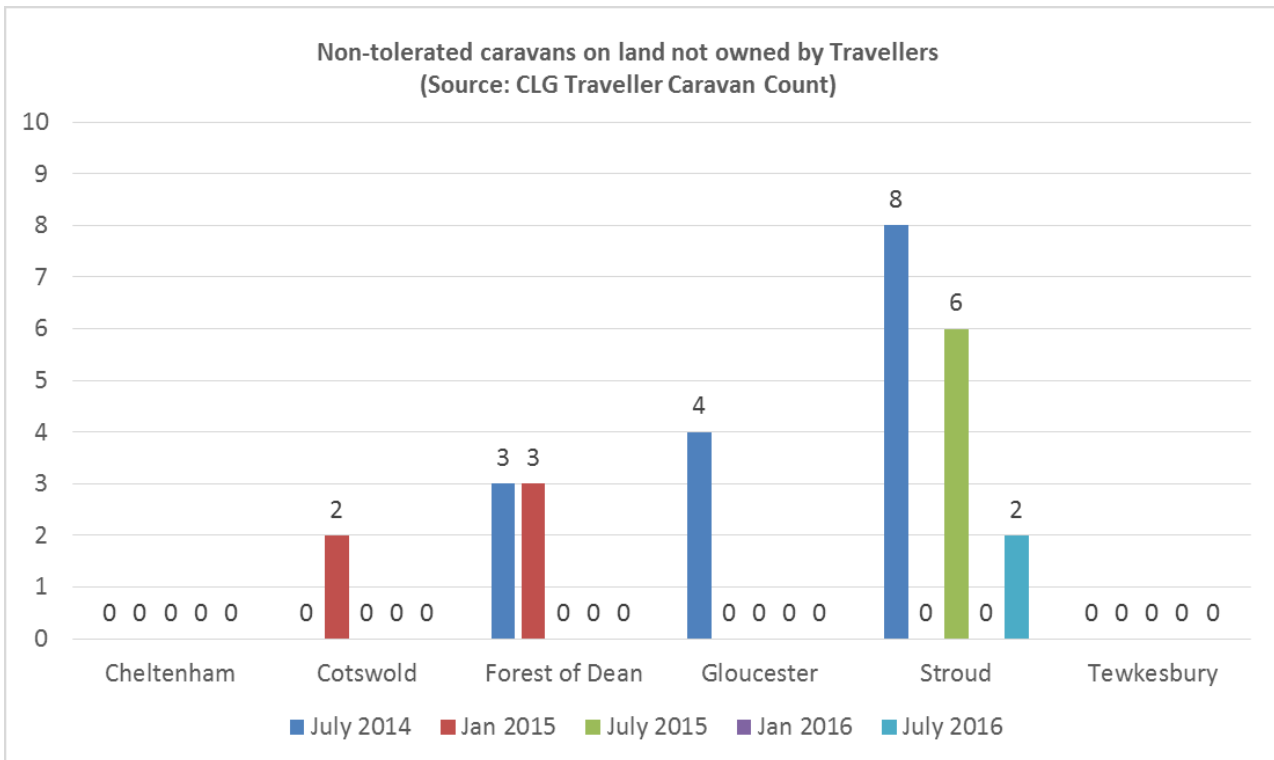
DCLG Caravan Count

^{6.133} Whilst it is considered to be a comprehensive national dataset on numbers of authorised and unauthorised caravans across England, it is acknowledged that the Caravan Count is a count of caravans and not households. It also does not record the reasons for unauthorised caravans. This makes it very difficult to interpret in relation to assessing future need because it does not count pitches or resident households. The count is also only a twice yearly (January and July) ‘snapshot in time’ conducted by local authorities on a specific day, and any caravans on unauthorised sites or encampments which occur on other dates are not recorded. Likewise any caravans that are away from sites on the day of the count are not included. As such

it is not considered appropriate to use the outcomes from the Traveller Caravan Count in the assessment of future transit provision. It does however provide valuable historic and trend data on whether there are instances of unauthorised caravans in local authority areas.

^{6.134} Data from the Caravan Count shows that there have been very low numbers of non-tolerated unauthorised caravans on land not owned by Travellers recorded in the study area in recent years.

Figure 48 – DGLG Traveller Caravan Count Data



Potential Implications of PPTS (2015)

^{6.135} It has been suggested by a number of organisations and individuals representing the Travelling Community that there will need to be an increase in transit provision across the country as a result of changes to PPTS leading to more households travelling seeking to meet the planning definition. This may well be the case but it will take some time for any changes to pan out. As such the use of historic evidence to make an assessment of future transit need is not recommended at this time. Any recommendation for future transit provision will need to make use of a robust post-PPTS (2015) evidence base and there has not been sufficient time yet for this to happen at this point in time.

Transit Recommendations

^{6.136} It is recommended that whilst there may be relatively high numbers of encampments in some areas, the situation relating to levels of unauthorised encampments should be continually monitored whilst any potential changes associated with PPTS (2015) develop.

^{6.137} A review of the evidence base relating to unauthorised encampments should be undertaken in autumn 2018 once there is a new 3 year evidence base following the changes to PPTS in 2015 – including attempts

to try and identify whether households on encampments meet the planning definition. This will establish whether there is a need for investment in any new transit sites or emergency stopping places.

^{6.138} In the short-term the Councils should consider the use of existing transit provision or short-term toleration/negotiated stopping agreements to deal with any encampments, as opposed to taking forward an infrastructure-based approach. At this point whilst consideration should also be given as to how to deal with households that do and do not meet the planning definition, from a practical point of view it is likely that households on all unauthorised encampments will need to be dealt with in the same way.

^{6.139} The term 'negotiated stopping' is used to describe agreed short term provision for Gypsy and Traveller caravans. It does not describe permanent 'built' transit sites but negotiated agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets. Agreements are made between the authority and the (temporary) residents regarding expectations on both sides.

^{6.140} Temporary stopping places can be made available at times of increased demand due to fairs (such as Stow Fair) or cultural celebrations that are attended by Gypsies and Travellers. A charge may be levied as determined by the local authority although they only need to provide basic facilities including: a cold water supply; portaloos; sewerage disposal point and refuse disposal facilities.

Appendix A: Glossary of Terms

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

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

Appendix B: Unknown and Households Not Meeting Planning Definition

Cheltenham

Figure 49 – Additional need for unknown households in Cheltenham (2016-31)

Gypsies and Travellers - Unknown	Pitches
Supply of Pitches	
Additional supply from vacant public and private pitches	0
Additional supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	0
Future Need	
Households on sites with temporary planning permission	2
5 year need from older teenage children	0
In-migration	0
New household formation	1
<i>(New household formation = 1.50%)</i>	
Total Future Needs	3
Net Pitch Need = (Current and Future Need – Total Supply)	3

Figure 50 – Additional need for unknown households in Cheltenham by 5 year periods

Years	0-5	6-10	11-15	
	2016-21	2021-26	2026-31	Total
	2	0	1	3

There were no non-Travelling households identified in Cheltenham, or any Travelling Showpeople.

Cotswold

Figure 51 – Additional need for unknown households in Cotswold (2016-31)

Gypsies and Travellers - Unknown	Pitches
Supply of Pitches	
Additional supply from vacant public and private pitches	0
Additional supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	0
Future Need	
Households on sites with temporary planning permission	5
5 year need from older teenage children	0
In-migration	0
New household formation	6
<i>(Household formation base = 24 and rate = 1.50%)</i>	
Total Future Needs	11
Net Pitch Need = (Current and Future Need – Total Supply)	11

Figure 52 – Additional need for unknown households in Cotswold by 5 year periods

Years	0-5	6-10	11-15	
	2016-21	2021-26	2026-31	Total
	7	2	2	11

Figure 53 – Additional need for Gypsy and Traveller households in Cotswold that do not meet the Planning Definition (2016-31)

Gypsies and Travellers – Not Meeting Planning Definition	Pitches
Supply of Pitches	
Additional supply from vacant public and private pitches	0
Additional supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	1

Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	1
Future Need	
Households on sites with temporary planning permission	0
5 year need from older teenage children	5
In-migration	0
New household formation	7
<i>(Household formation base = 22 and rate = 1.90%)</i>	
Total Future Needs	12
Net Pitch Need = (Current and Future Need – Total Supply)	13

Figure 54 – Additional need for Gypsy and Traveller households in Cotswold that do not meet the planning definition by 5 year periods

Years	0-5	6-10	11-15	
	2016-21	2021-26	2026-31	Total
	8	2	3	13

There were no Travelling Showpeople households identified in Cotswold.

Forest of Dean

Figure 55 – Additional need for unknown households in the Forest of Dean (2016-31)

Gypsies and Travellers - Unknown	Pitches
Supply of Pitches	
Additional supply from vacant public and private pitches	0
Additional supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	0
Future Need	
Households on sites with temporary planning permission	0
5 year need from older teenage children	0
In-migration	0
New household formation	9
<i>(Household formation base = 37 and rate = 1.50%)</i>	
Total Future Needs	9
Net Pitch Need = (Current and Future Need – Total Supply)	9

Figure 56 – Additional need for unknown households in the Forest of Dean by 5 year periods

Years	0-5	6-10	11-15	
	2016-21	2021-26	2026-31	Total
	3	3	3	9

Figure 57 – Additional need for Gypsy and Traveller households in the Forest of Dean that do not meet the Planning Definition (2016-31)

Gypsies and Travellers – Not Meeting Planning Definition	Pitches
Supply of Pitches	
Additional supply from vacant public and private pitches	0
Additional supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	1
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	5

Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	6
Future Need	
Households on sites with temporary planning permission	0
5 year need from older teenage children	6
In-migration	0
New household formation	6
<i>(Household formation base = 22 and rate = 1.40%)</i>	
Total Future Needs	12
Net Pitch Need = (Current and Future Need – Total Supply)	18

Figure 58 – Additional need for Gypsy and Traveller households in the Forest of Dean that do not meet the Planning Definition by 5 year periods

Years	0-5	6-10	11-15	
	2016-21	2021-26	2026-31	Total
	14	2	2	18

There were no Travelling Showpeople households identified in the Forest of Dean.

Gloucester

All Gypsy and Traveller households in Gloucester were interviewed so there are no unknown households.

Figure 59 – Additional need for Gypsy and Traveller households in Gloucester that do not meet the Planning Definition (2016-31)

Gypsies and Travellers - Not Meeting Planning Definition	Pitches
Supply of Pitches	
Additional supply from vacant public and private pitches	0
Additional supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	0
Future Need	
Households on sites with temporary planning permission	1
5 year need from older teenage children	0
In-migration	0
New household formation	1
<i>(Household formation from site demographics)</i>	
Total Future Needs	2
Net Pitch Need = (Current and Future Need – Total Supply)	2

Figure 60 – Additional need for Gypsy and Traveller households in Gloucester that do not meet the planning definition by 5 year periods

Years	0-5	6-10	11-15	
	2016-21	2021-26	2026-31	Total
	1	0	1	2

Figure 61 – Additional need for unknown Travelling Showpeople households in Gloucester (2016-31)

Travelling Showpeople – Unknown	Plots
Supply of Plots	
Additional supply from vacant public and private plots	0
Additional supply from plots on new yards	0
Plots vacated by households moving to bricks and mortar	0
Plots vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	0

Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public yards	0
Total Current Need	0
Future Need	
Households on yards with temporary planning permission	0
5 year need from older teenage children	0
In-migration	0
New household formation	8
<i>(Formation base = 49 and formation rate = 1.00%)</i>	
Total Future Needs	8
Net Plot Need = (Current and Future Need – Total Supply)	8

Figure 62 – Additional need for unknown Travelling Showpeople in Gloucester by 5 year periods

Years	0-5	6-10	11-15	
	2016-21	2021-26	2026-31	Total
	2	3	3	8

There is no current or future need for the 4 non-Travelling Showpeople households in Gloucester as all the residents were aged over 70.

Stroud

Figure 63 – Additional need for unknown households in Stroud (2016-31)

Gypsies and Travellers - Unknown	Pitches
Supply of Pitches	
Additional supply from vacant public and private pitches	0
Additional supply from pitches on new sites ¹⁶	2
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	2
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	0
Future Need	
Households on sites with temporary planning permission	0
5 year need from older teenage children	0
In-migration	0
New household formation	9
<i>(Formation base = 34 and formation rate = 1.50%)</i>	
Total Future Needs	9
Net Pitch Need = (Current and Future Need – Total Supply)	7

Figure 64 – Additional need for unknown households in Stroud by 5 year periods

Years	0-5	6-10	11-15	
	2016-21	2021-26	2026-31	Total
	0	3	4	7

Figure 65 – Additional need for Gypsy and Traveller households in Stroud that do not meet the Planning Definition (2016-31)

Gypsies and Travellers – Not Meeting Planning Definition	Pitches
Supply of Pitches	
Additional supply from vacant public and private pitches	0
Additional supply from pitches on new sites ¹³	4
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	4
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0

¹⁶ There are 28 pitches under construction at St Joseph's Park

Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	0
Future Need	
Households on sites with temporary planning permission	0
5 year need from older teenage children	3
In-migration	0
New household formation	4
<i>(Formation base = 9 and formation rate = 2.50%)</i>	
Total Future Needs	7
Net Pitch Need = (Current and Future Need – Total Supply)	3

Figure 66 – Additional need for Gypsy and Traveller households in Stroud that do not meet the Planning Definition by 5 year periods

Years	0-5	6-10	11-15	
	2016-21	2021-26	2026-31	Total
	0	1	2	3

Figure 67 – Additional need for unknown Travelling Showpeople households in Stroud (2016-31)

Travelling Showpeople - Unknown	Plots
Supply of Plots	
Additional supply from vacant public and private plots	0
Additional supply from plots on new yards	0
Plots vacated by households moving to bricks and mortar	0
Plots vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public yards	0
Total Current Need	0
Future Need	
Households on yards with temporary planning permission	0
5 year need from older teenage children	0
In-migration	0
New household formation	4
<i>(Formation base = 26 and formation rate = 1.00%)</i>	
Total Future Needs	4
Net Plot Need = (Current and Future Need – Total Supply)	4

Figure 68 – Additional need for unknown Travelling Showpeople households in Stroud by 5 year periods

Years	0-5	6-10	11-15	
	2016-21	2021-26	2026-31	Total
	1	1	2	4

There are no current Travelling Showpeople households in Stroud that do not meet the planning definition.

Tewkesbury

Figure 69 – Additional need for unknown households in Tewkesbury (2016-31)

Gypsies and Travellers - Unknown	Pitches
Supply of Pitches	
Additional supply from vacant public and private pitches	0
Additional supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	12
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	12
Future Need	
Households on sites with temporary planning permission	3
5 year need from older teenage children	0
In-migration	0
New household formation	33
<i>(Formation base = 132 and formation rate = 1.50%)</i>	
Total Future Needs	36
Net Pitch Need = (Current and Future Need – Total Supply)	48

Figure 70 – Additional need for unknown households in Tewkesbury by 5 year periods

Years	0-5	6-10	11-15	
	2016-21	2021-26	2026-31	Total
	25	11	12	48

Figure 71 – Additional need for Gypsy and Traveller households in Tewkesbury that do not meet the Planning Definition (2016-31)

Gypsies and Travellers – Not Meeting Planning Definition	Pitches
Supply of Pitches	
Additional supply from vacant public and private pitches	0
Additional supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	1
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0

Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	1
Future Need	
Households on sites with temporary planning permission	1
5 year need from older teenage children	7
In-migration	0
New household formation	16
<i>(Formation base = 47 and formation rate = 1.90%)</i>	
Total Future Needs	24
Net Pitch Need = (Current and Future Need – Total Supply)	25

Figure 72 – Additional need for Gypsy and Traveller households in Tewkesbury that do not meet the Planning Definition by 5 year periods

Years	0-5	6-10	11-15	
	2016-21	2021-26	2026-31	Total
	14	5	6	25

Figure 73 – Additional need for unknown Travelling Showpeople households in Tewkesbury (2016-31)

Travelling Showpeople - Unknown	Plots
Supply of Plots	
Additional supply from vacant public and private plots	0
Additional supply from plots on new yards	0
Plots vacated by households moving to bricks and mortar	0
Plots vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public yards	0
Total Current Need	0
Future Need	
Households on yards with temporary planning permission	0
5 year need from older teenage children	0
In-migration	0
New household formation	2
<i>(Formation base = 10 and formation rate = 1.00%)</i>	
Total Future Needs	2
Net Plot Need = (Current and Future Need – Total Supply)	2

Figure 74 – Additional need for unknown Travelling Showpeople households in Tewkesbury by 5 year periods

Years	0-5	6-10	11-15	
	2016-21	2021-26	2026-31	Total
	0	1	1	2

There are no current Travelling Showpeople households in Tewkesbury that do not meet the planning definition.

Appendix C: Site and Yard Lists (March 2016)

Cheltenham

Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
Public Sites		
None	-	-
Private Sites with Permanent Permission		
None	-	-
Private Sites with Temporary Permission		
Castle Dream Stud, Mill Lane	2	-
Tolerated Sites – Long-term without Planning Permission		
None	-	-
Unauthorised Developments		
None	-	-
TOTAL PITCHES	2	0
Authorised Travelling Showpeople Yards		
None	-	-
Unauthorised Travelling Showpeople Yards		
None	-	-
TOTAL PLOTS	0	0
Transit Provision		
None	-	-

Cotswold

Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
Public Sites		
Culkerton	4	-
Private Sites with Permanent Permission		
Land adjacent to Cirencester Road, Coberley	1	-
Shorncote	32	-
Quarry Farm, South Cerney	2	
Private Sites with Temporary Permission		
Land parcel south of Meadow View, Bourton-on-the-Water	4	-
Norris Site, Coberley	2	
Tolerated Sites – Long-term without Planning Permission		
Hollow Fosse	-	8
Unauthorised Developments		
None	-	-
TOTAL PITCHES	45	8
Authorised Travelling Showpeople Yards		
None	-	-
Unauthorised Travelling Showpeople Yards		
None	-	-
TOTAL PLOTS	0	0
Transit Provision		
None	-	-

Forest of Dean

Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
Public Sites		
None	-	-
Private Sites with Permanent Permission		
Chaxhill, Crowgate Lane	1	-
Cooks Lane, Redmarley	1	-
Delkatina, Blakeney	7	-
Foscombe Hill, Corse (Greenacres) ¹⁷	1	-
Hillview, Dymock	2	-
Land at Oak Tree Park, Churcham	7	-
Picked Acre, Churcham	1	-
Southend Lane	13	-
The Woodlands, Bromsberrow	20	-
Private Sites with Temporary Permission		
None	-	-
Tolerated Sites – Long-term without Planning Permission		
Horsefair Lane, Newent	-	11
Land opposite Hillview, Dymock	-	6
Unauthorised Developments		
Cooks Lane, Redmarley	-	1
TOTAL PITCHES	53	18
Authorised Travelling Showpeople Yards		
None	-	-
Unauthorised Travelling Showpeople Yards		
None	-	-
TOTAL PLOTS	0	0
Transit Provision		
The Woodlands, Bromsberrow	15	-

¹⁷ There is one doubled-up household living permanently on this pitch.

Gloucester

Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
Public Sites		
None	-	-
Private Sites with Permanent Permission		
None	-	-
Private Sites with Temporary Permission		
40 Sims Lane, Quedgeley	1	-
Tolerated Sites – Long-term without Planning Permission		
None	-	-
Unauthorised Developments		
None	-	-
TOTAL PITCHES	1	0
Authorised Travelling Showpeople Yards		
Fair View and Pool Meadow, off Westgate Street, West End Parade	61	-
Unauthorised Travelling Showpeople Yards		
None	-	-
TOTAL PLOTS	61	0
Transit Provision		
None	-	-

Stroud

Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
Public Sites		
None	-	-
Private Sites with Permanent Permission		
Brookside, Moreton Valence	1	-
Green Acres, Hardwicke	1	-
Land adjacent railway and 84 Draycott, Cam	1	-
Land adjacent to Mount View, Naas Lane	3	-
Land adjacent to St. Joseph's Traveller Park	8	-
Mount View, Brookthorpe	16	-
Northway House, Whitminster	4	-
St. Joseph's Traveller Park	34	-
Private Sites with Temporary Permission		
None	-	-
Tolerated Sites – Long-term without Planning Permission		
Land adjacent to Coronation Cottage, Wotton-under-Edge	-	5
Unauthorised Developments		
Land east of Toad Hall & Opp Briarwood, Hardwicke	-	3
TOTAL PITCHES	68	8
Authorised Travelling Showpeople Yards		
Danthers Showmans Guild Site	9	-
Fair Lands, Stonehouse	21	-
Unauthorised Travelling Showpeople Yards		
None	-	-
TOTAL PLOTS	30	0
Transit Sites		
St. Joseph's Traveller Park	6	-

Tewkesbury

Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
Public Sites		
Cursey Lane Caravan Site, Hardwicke	19	-
Showborough Caravan Site, Twyning	5	-
The Willows Caravan Site, Gloucester	48	-
Private Sites with Permanent Permission		
Cherry Orchard, Minsterworth	4	-
Coach House, Minsterworth	2	-
Field View Caravan Park, The Leigh	16	-
Hillview, Staverton	2	-
Hygrove Place, Minsterworth	4	-
Kimberly House	4	-
Buzz Bungalow, Sandhurst	9	-
Land at Claydon Lane, Fiddington	2	-
Land Parcel 7710	5	-
New Bungalow, Over	3	-
Rosebank, Twyning	1	-
Taylor's Yard, Over	3	-
The Lodge, Minsterworth	19	-
The Mad House	13	-
Vienna Caravan Park, Over	6	-
Westwood, Over	1	-
Private Sites with Temporary Permission		
Brookside Stables, Badgeworth	4	-
North and South Stables	4	-
Tolerated Sites – Long-term without Planning Permission		
Beggars Roost now called 'The Willows'	20	-
The Treetops, Twyning	1	-
Unauthorised Developments		
Kayte Lane, Bishops Cleeve	-	1
Land North Of Gubberhill Farm	-	4
The Barn, Uckington	-	8
TOTAL PITCHES	196	13
Authorised Travelling Showpeople Yards		
Locks Paddock	4	-
Showlands	17	-
TOTAL PLOTS	21	0
Transit Sites		
Land at Starcroft Lane	7	-

Appendix D: Site Record Form

GTAA Questionnaire 2016



INTERVIEWER: Good Morning/afternoon/evening. My name is < > from Opinion Research Services, working on behalf of < > Council.

The Council are undertaking a study of Gypsy, Traveller and Travelling Showpeople accommodation needs assessment in this area. This is needed to make sure that accommodation needs are properly assessed and to get a better understanding of the needs of the Travelling Community.

The Council need to try and speak with every Gypsy, Traveller and Travelling Showpeople household in the area to make sure that the assessment of need is accurate.

Your household will not be identified and all the information collected will be anonymous and will only be used to help understand the needs of Gypsy, Traveller and Travelling Showpeople households.

You do not have to answer all the questions but the more information you can provide the better the survey will be. The survey will take around 10-15 minutes to complete.

For each question, put a cross in the appropriate box like this . Mark only one box for each question unless otherwise instructed. If you mark the wrong box, fill in the box and cross the correct one.

A General Information

A1 Name of planning authority:
INTERVIEWER please write in

A2 Date/time of site visit(s):
INTERVIEWER please write in

A3 Name of interviewer:
INTERVIEWER please write in

A4 Address and pitch number:
INTERVIEWER please write in

A5 Type of accommodation:
INTERVIEWER please cross one box only

Council	Private	Unauthorised	Bricks and Mortar
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

A6 Name of Family:
INTERVIEWER please write in

A7 Ethnicity of Family:
INTERVIEWER please cross one box only

Romany Gypsy	Irish Traveller	Scots Gypsy or Traveller	Show Person
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
New Traveller	English Traveller	Welsh Gypsy	Non-Traveller
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other (please specify)			

A8 Number of units on the pitch:
INTERVIEWER please write in

Mobile homes	Touring Caravans	Day Rooms	Other (please specify)
<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>

A9 How long have you lived here? If you have moved in the past 5 years, where did you move from? *INTERVIEWER: Please write in below*

Years	Months	If you have moved in the past 5 years, where did you move from?
-------	--------	---

A10 Did you live here out of your own choice or because there was no other option? If there was no other option, why? *INTERVIEWER: Please cross one box only*

Choice No option If no option, why?

A11 Is this site suitable for your household? If so why and if not why not? (For example close to schools, work, healthcare, family and friends etc.) *INTERVIEWER: Please cross one box only*

Yes No Reasons (please specify)

A12 How many separate families or unmarried adults live on this pitch? *INTERVIEWER: Please cross one box only*

1 2 3 4 5 6 7 8 9 10

B Demographics

B1 Demographics — Household 1 *INTERVIEWER: Please write-in*

Person 1		Person 2		Person 3	
Sex	Age	Sex	Age	Sex	Age

Complete additional forms for each household on pitch *INTERVIEWER: Please write-in*

Person 4		Person 5		Person 6		Person 7		Person 8	
Sex	Age	Sex	Age	Sex	Age	Sex	Age	Sex	Age

C Accommodation Needs

C1 How many families or unmarried adults living on this pitch are in need of a pitch of their own in the next 5 years? *INTERVIEWER: Please cross one box only*

1 2 3 4 5 6 7 8 9 10

Other Please specify

C2 How many of your children will need a home of their own in the next 5 years as a result of getting married or leaving home? If they live here now, will they want to stay on this site? If not, where would they wish to move? (e.g. other site, in bricks and mortar etc.) If they do not live on this site, would they want to move on this site or another local site if they could get a pitch? *INTERVIEWER: Please cross one box only*

1 2 3 4 5 6 7 8 9 10

Other Please specify

Details (Please specify)

D		Waiting List		
D1	Is anyone living here on the waiting list for a pitch in this area? <i>INTERVIEWER: Please cross one box only</i>			
	Yes	<input type="checkbox"/>	→	Continue to D2
	No	<input type="checkbox"/>	→	Go to D4
D2	How many people living here are on the waiting list for a pitch in this area? <i>INTERVIEWER: Please cross one box only</i>			
	1	2	3	4
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	5	6	7	8
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	9	10	Other (Please specify) <input style="width: 100%;" type="text"/>	
	Details (Please specify) <input style="width: 100%;" type="text"/>			
D3	How long have they been on the waiting list? <i>INTERVIEWER: Please cross one box only</i>			
	0-3 months	3-6 months	6-12 months	1-2 years
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	2+ years			<input type="checkbox"/>
	Other (Please specify) <input style="width: 100%;" type="text"/>			
	Details (Please specify) <input style="width: 100%;" type="text"/>			
D4	If they are not on the waiting list, do any of the people living here want to be on the waiting list? If they do not want to be on the waiting list, why not? <i>INTERVIEWER: Please cross one box only</i>			
	1	2	3	4
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	5	6	7	8
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	9	10	Other (Please specify) <input style="width: 100%;" type="text"/>	
	Details (Please specify) <input style="width: 100%;" type="text"/>			
E		Future Accommodation Needs		
E1	Do you plan to move from this site in the next 5 years? If so, why? <i>INTERVIEWER: Please cross one box only</i>			
	Yes	<input type="checkbox"/>	→	Continue to E2
	No	<input type="checkbox"/>	→	Go to F1
	If so, why? (please specify) <input style="width: 100%;" type="text"/>			
E2	Where would you move to? <i>INTERVIEWER: Please cross one box only</i>			
	Another site in this area	A site in another council	Bricks and mortar in this area	Bricks and mortar in another council
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Other (Please specify)			<input type="checkbox"/>
	Please specify <input style="width: 100%;" type="text"/>			
E3	If you want to move would you prefer to buy a private pitch or site, or rent a pitch on a public or private site? <i>INTERVIEWER: Please cross one box only</i>			
	Private buy	Private rent	Public rent	
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

E4 Can you afford to buy a private pitch or site? INTERVIEWER: Please cross one box only

Yes No

F Travelling

F1 How many trips, living in a caravan or trailer, have you or members of your family made away from your permanent base in the last 12 months? INTERVIEWER: Please cross one box only

0 1 2 3 4 5+

↓
Go to F6

Continue to F2

F2 If you or members of your family have travelled in the last 12 months, which family members travelled? INTERVIEWER: Please cross one box only

All the family Adult males Other

F3 What was the main reason for travelling? INTERVIEWER: Please cross one box only

Work Holidays Visiting family Fairs Other

F4 At what time of year do you or family members usually travel? And for how long? INTERVIEWER: Please cross one box only

All year Summer Winter

F5 Where do you or family members usually stay when they are travelling? INTERVIEWER: Please cross all boxes that apply

Transit sites Roadside Friends/family Other

F6 INTERVIEWER: Ask F6 — F8 ONLY if F1 = 0. Otherwise, go to F9

Have you or family members ever travelled? INTERVIEWER: Please cross one box only

Yes → Continue to F7

No → Go to F9

F7 When did you or family members stop travelling? INTERVIEWER: Please write in

F8 Why do you not travel anymore? INTERVIEWER: Cross all boxes that apply & probe for details

Children in school Ill health Old age Settled now Nowhere to stop No work opportunities Other

F9 Do family members plan to travel in the future?

INTERVIEWER: Please cross one box only

- Yes —————> *Continue to F10*
No —————> *Go to G1*

F10 When, and for what purpose do they plan to travel?

Details

G

Bricks & Mortar Contacts

G1 Contacts for Bricks and Mortar interviews? *INTERVIEWER: Please write in*

Details

G2 Any other information about this site or your accommodation needs?

INTERVIEWER: Please write in

Details (e.g. can current and future needs be met by expanding or intensifying the existing site?)

G3 Site/Pitch plan? Any concerns? *INTERVIEWER: Please sketch & write in*

Sketch of Site/Pitch — any concerns?

INTERVIEWER: May I also take your name, telephone number and address? ORS may wish to contact you to confirm that this interview took place. These details will only be used for this purpose and will not be passed onto anyone else.

Respondent's Name.....

Respondent's Telephone.....

Respondent's Email.....

INTERVIEWER: Thank you for your time and help completing this questionnaire

INTERVIEWERS DECLARATION:

I certify that I have conducted this interview personally with the person named above in accordance with the Market Research Society Code of Conduct

Interviewers Signature:

Appendix E: Technical Note on Household Formation and Growth Rates



Technical Note

Gypsy and Traveller Household Formation and Growth Rates

August 26th 2015

Opinion Research Services
Spin-out company of Swansea University



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Household Growth Rates

Abstract and conclusions

1. National and local household formation and growth rates are important components of Gypsy and Traveller accommodation assessments, but little detailed work has been done to assess their likely scale. Nonetheless, nationally, a net growth rate of 3% per annum has been commonly assumed and widely used in local assessments – even though there is actually no statistical evidence of households growing so quickly. The result has been to inflate both national and local requirements for additional pitches unrealistically.
2. Those seeking to provide evidence of high annual net household growth rates for Gypsies and Travellers have sometimes sought to rely on increases in the number of caravans, as reflected in caravan counts. However, caravan count data are unreliable and erratic – so the only proper way to project future population and household growth is through demographic analysis (which, of course, is used to assess housing needs in the settled community).
3. The growth in the Gypsy and Traveller population may be as low as 1.25% per annum – a rate which is much less than the 3% per annum often assumed, but still at least four times greater than in the general population. Even using extreme and unrealistic assumptions, it is hard to find evidence that net Gypsy and Traveller population and household growth rates are above 2% per annum nationally.
4. The often assumed 3% per annum net household growth rate is unrealistic and would require clear statistical evidence before being used for planning purposes. In practice, the best available evidence supports a national net household growth rate of 1.5% per annum for Gypsies and Travellers.
5. Some local authorities might perhaps allow for a household growth rate of up to 2.5% per annum, to provide a ‘margin’ if their populations are relatively youthful; but in areas where on-site surveys indicate that there are fewer children in the Gypsy and Traveller communities, the lower estimate of 1.5% per annum should be used for planning purposes.

Introduction

6. The rate of household growth is a key element in all housing assessments, including Gypsy and Traveller accommodation assessments. Compared with the general population, the relative youthfulness of many Gypsy and Traveller populations means that their birth rates are likely to generate higher-than-average population growth, and proportionately higher *gross* household formation rates. However, while their *gross* rate of household growth might be high, Gypsy and Traveller communities’ future accommodation needs are, in practice, affected by any reduction in the number of households due to dissolution and/or by movements in/out of the area and/or by transfers into other forms of housing. Therefore, the *net* rate of household growth is the *gross* rate of formation *minus* any reductions in households due to such factors. Of course, it is the *net* rate that is important in determining future accommodation needs for Gypsies and Travellers.

7. In this context, it is a matter of concern that many Gypsy and Traveller accommodation needs assessments have not distinguished *gross* and *net* growth rates nor provided evidence for their assumed rates of household increase. These deficiencies are particularly important because when assumed growth rates are unrealistically high, and then compounded over a number of planning years, they can yield exaggerated projections of accommodation needs and misdirect public policy. Nonetheless, assessments and guidance documents have assumed 'standard' *net* growth rates of about 3% without sufficiently recognising either the range of factors impacting on the *gross* household growth rates or the implications of unrealistic assumptions when projected forward on a compound basis year by year.
8. For example, in a study for the Office of the Deputy Prime Minister ('Local Authority Gypsy and Traveller Sites in England', 2003), Pat Niner concluded that *net* growth rates as high as 2%-3% per annum should be assumed. Similarly, the Regional Spatial Strategies (RSS) (which continued to be quoted after their abolition was announced in 2010) used *net* growth rates of 3% per annum without providing any evidence to justify the figure (For example, 'Accommodation for Gypsies and Travellers and Travelling Showpeople in the East of England: A Revision to the Regional Spatial Strategy for the East of England July 2009').
9. However, the guidance of the Department of Communities and Local Government ('Gypsy and Traveller Accommodation Needs Assessments: Guidance', 2007) was much clearer in saying that:

The 3% family formation growth rate is used here as an example only. The appropriate rate for individual assessments will depend on the details identified in the local survey, information from agencies working directly with local Gypsy and Traveller communities, and trends identified from figures previously given for the caravan count. [In footnote 6, page 25]
10. The guidance emphasises that local information and trends should always be taken into account – because the *gross* rate of household growth is moderated by reductions in households through dissolution and/or by households moving into bricks and mortar housing or moving to other areas. In other words, even if 3% is plausible as a *gross* growth rate, it is subject to moderation through such reductions in households through dissolution or moves. It is the resulting *net* household growth rate that matters for planning purposes in assessing future accommodation needs.
11. The current guidance also recognises that assessments should use local evidence for *net* future household growth rates. A letter from the Minister for Communities and Local Government (Brandon Lewis MP), to Andrew Selous MP (placed in the House of Commons library on March 26th 2014) said:

I can confirm that the annual growth rate figure of 3% does not represent national planning policy.

The previous Administration's guidance for local authorities on carrying out Gypsy and Traveller Accommodation Assessments under the Housing Act 2004 is unhelpful in that it uses an illustrative example of calculating future accommodation need based on the 3% growth rate figure. The guidance notes that the appropriate rate for individual assessments will depend on the details identified in the local authority's own assessment of need. As such the Government is not endorsing or supporting the 3% growth rate figure.'

12. Therefore, while there are many assessments where a national Gypsy and Traveller household growth rate of 3% per annum has been assumed (on the basis of 'standard' precedent and/or guidance), there is little to justify this position and it conflicts with current planning guidance. In this context, this document seeks to integrate available evidence about *net* household growth rates in order to provide a more robust basis for future assessments.

Compound growth

13. The assumed rate of household growth is crucially important for Gypsy and Traveller studies because for future planning purposes it is projected over time on a compound basis – so errors are progressively enlarged. For example, if an assumed 3% *net* growth rate is compounded each year then the implication is that the number of households will double in only 23.5 years; whereas if a *net* compound rate of 1.5% is used then the doubling of household numbers would take 46.5 years. The table below shows the impact of a range of compound growth rates.

Table 1
Compound Growth Rates and Time Taken for Number of Households to Double

Household Growth Rate per Annum	Time Taken for Household to Double
3.00%	23.5 years
2.75%	25.5 years
2.50%	28 years
2.25%	31 years
2.00%	35 years
1.75%	40 years
1.50%	46.5 years

14. The above analysis is vivid enough, but another illustration of how different rates of household growth impact on total numbers over time is shown in the table below – which uses a baseline of 100 households while applying different compound growth rates over time. After 5 years, the difference between a 1.5% growth rate and a 3% growth rate is only 8 households (116 minus 108); but with a 20-year projection the difference is 46 households (181 minus 135).

Table 2
Growth in Households Over time from a Baseline of 100 Households

Household Growth Rate per Annum	5 years	10 years	15 years	20 years	50 years	100 years
3.00%	116	134	156	181	438	1,922
2.75%	115	131	150	172	388	1,507
2.50%	113	128	145	164	344	1,181
2.25%	112	125	140	156	304	925
2.00%	110	122	135	149	269	724
1.75%	109	119	130	141	238	567
1.50%	108	116	125	135	211	443

15. In summary, the assumed rate of household growth is crucially important because any exaggerations are magnified when the rate is projected over time on a compound basis. As we have shown, when compounded and projected over the years, a 3% annual rate of household growth implies much larger future Gypsy and Traveller accommodation requirements than a 1.5% per annum rate.

Caravan counts

16. Those seeking to demonstrate national Gypsy and Traveller household growth rates of 3% or more per annum have, in some cases, relied on increases in the number of caravans (as reflected in caravan counts) as their evidence. For example, some planning agents have suggested using 5-year trends in the national caravan count as an indication of the general rate of Gypsy and Traveller household growth. For example, the count from July 2008 to July 2013 shows a growth of 19% in the number of caravans on-site – which is equivalent to an average annual compound growth rate of 3.5%. So, *if plausible*, this approach could justify using a 3% or higher annual household growth rate in projections of future needs.
17. However, caravan count data are unreliable and erratic. For example, the July 2013 caravan count was distorted by the inclusion of 1,000 caravans (5% of the total in England) recorded at a Christian event near Weston-Super-Mare in North Somerset. Not only was this only an estimated number, but there were no checks carried out to establish how many caravans were occupied by Gypsies and Travellers. Therefore, the resulting count overstates the Gypsy and Traveller population and also the rate of household growth.
18. ORS has applied the caravan-counting methodology hypothetically to calculate the implied national household growth rates for Gypsies and Travellers over the last 15 years, and the outcomes are shown in the table below. The January 2013 count suggests an average annual growth rate of 1.6% over five years, while the July 2013 count gives an average 5-year rate of 3.5%; likewise a study benchmarked at January 2004 would yield a growth rate of 1%, while one benchmarked at January 2008 would imply a 5% rate of growth. Clearly any model as erratic as this is not appropriate for future planning.

Table 3
National CLG Caravan Count July 1998 to July 2014 with Growth Rates (Source: CLG)

Date	Number of caravans	5 year growth in caravans	Percentage growth over 5 years	Annual over last 5 years.
Jan 2015	20,123	1,735	9.54%	1.84%
July 2014	20,035	2,598	14.90%	2.81%
Jan 2014	19,503	1,638	9.17%	1.77%
July 2013	20,911	3,339	19.00%	3.54%
Jan 2013	19,359	1,515	8.49%	1.64%
Jul 2012	19,261	2,112	12.32%	2.35%
Jan 2012	18,746	2,135	12.85%	2.45%
Jul 2011	18,571	2,258	13.84%	2.63%
Jan 2011	18,383	2,637	16.75%	3.15%
Jul 2010	18,134	2,271	14.32%	2.71%
Jan 2010	18,370	3,001	19.53%	3.63%
Jul 2009	17,437	2,318	15.33%	2.89%
Jan 2009	17,865	3,503	24.39%	4.46%
Jul 2008	17,572	2,872	19.54%	3.63%
Jan 2008	17,844	3,895	27.92%	5.05%

Jul 2007	17,149	2,948	20.76%	3.84%
Jan 2007	16,611	2,893	21.09%	3.90%
Jul 2006	16,313	2,511	18.19%	3.40%
Jan 2006	15,746	2,352	17.56%	3.29%
Jul 2005	15,863	2,098	15.24%	2.88%
Jan 2005	15,369	1,970	14.70%	2.78%
Jul 2004	15,119	2,110	16.22%	3.05%
Jan 2004	14,362	817	6.03%	1.18%
Jul 2003	14,700			
Jan 2003	13,949			
Jul 2002	14,201			
Jan 2002	13,718			
Jul 2001	13,802			
Jan 2001	13,394			
Jul 2000	13,765			
Jan 2000	13,399			
Jan 1999	13,009			
Jul 1998	13,545			

19. The annual rate of growth in the number of caravans varies from slightly over 1% to just over 5% per annum. We would note that if longer time periods are used the figures do become more stable. Over the 36 year period 1979 (the start of the caravan counts) to 2015 the compound growth rate in caravan numbers has been 2.5% per annum.
20. However, there is no reason to assume that these widely varying rates correspond with similar rates of increase in the household population. In fact, the highest rates of caravan growth occurred between 2006 and 2009, when the first wave of Gypsy and Traveller accommodation needs assessments were being undertaken – so it seems plausible that the assessments prompted the inclusion of additional sites and caravans (which may have been there, but not counted previously). Counting caravan numbers is very poor proxy for Gypsy and Traveller household growth. Caravans counted are not always occupied by Gypsy and Traveller families and numbers of caravans held by families may increase generally as affluence and economic conditions improve, (but without a growth in households)
21. There is no reason to believe that the varying rates of increase in the number of caravans are matched by similar growth rates in the household population. The caravan count is not an appropriate planning guide and the only proper way to project future population and household growth is through demographic analysis – which should consider both population and household growth rates. This approach is not appropriate to needs studies for the following reasons:

Modelling population growth

Introduction

22. The basic equation for calculating the rate of Gypsy and Traveller population growth seems simple: start with the base population and then calculate the average increase/decrease by allowing for births, deaths and in-/out-migration. Nevertheless, deriving satisfactory estimates is difficult because the evidence is often tenuous – so, in this context, ORS has modelled the growth of the national Gypsy and Traveller population based on the most likely birth and death rates, and by using PopGroup (the leading software for

population and household forecasting). To do so, we have supplemented the available national statistical sources with data derived locally (from our own surveys) and in some cases from international research. None of the supplementary data are beyond question, and none will stand alone; but, when taken together they have cumulative force. In any case the approach we adopt is more critically self-aware than simply adopting 'standard' rates on the basis of precedent.

Migration effects

23. Population growth is affected by national net migration and local migration (as Gypsies and Travellers move from one area to another). In terms of national migration, the population of Gypsies and Travellers is relatively fixed, with little international migration. It is in principle possible for Irish Travellers (based in Ireland) to move to the UK, but there is no evidence of this happening to a significant extent and the vast majority of Irish Travellers were born in the UK or are long-term residents. In relation to local migration effects, Gypsies and Travellers can and do move between local authorities – but in each case the in-migration to one area is matched by an out-migration from another area. Since it is difficult to estimate the net effect of such movements over local plan periods, ORS normally assumes that there will be nil net migration to/from an area. Nonetheless, where it is possible to estimate specific in-/out- migration effects, we take account of them, while distinguishing between migration and household formation effects.

Population profile

24. The main source for the rate of Gypsy and Traveller population growth is the UK 2011 Census. In some cases the data can be supplemented by ORS's own household survey data which is derived from more than 2,000 face-to-face interviews with Gypsies and Travellers since 2012. The ethnicity question in the 2011 census included for the first time 'Gypsy and Irish Traveller' as a specific category. While non-response bias probably means that the size of the population was underestimated, the age profile the census provides is not necessarily distorted and matches the profile derived from ORS's extensive household surveys.
25. The age profile is important, as the table below (derived from census data) shows. Even assuming zero deaths in the population, achieving an annual population growth of 3% (that is, doubling in size every 23.5 years) would require half of the "year one" population to be aged under 23.5 years. When deaths are accounted for (at a rate of 0.5% per annum), to achieve the same rate of growth, a population of Gypsies and Travellers would need about half its members to be aged under 16 years. In fact, though, the 2011 census shows that the midway age point for the national Gypsy and Traveller population is 26 years – so the population could not possibly double in 23.5 years.

Table 4

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

Age Group	Number of People	Cumulative Percentage
Age 0 to 4	5,725	10.4
Age 5 to 7	3,219	16.3
Age 8 to 9	2,006	19.9
Age 10 to 14	5,431	29.8
Age 15	1,089	31.8
Age 16 to 17	2,145	35.7
Age 18 to 19	1,750	38.9

Age 20 to 24	4,464	47.1
Age 25 to 29	4,189	54.7
Age 30 to 34	3,833	61.7
Age 35 to 39	3,779	68.5
Age 40 to 44	3,828	75.5
Age 45 to 49	3,547	82.0
Age 50 to 54	2,811	87.1
Age 55 to 59	2,074	90.9
Age 60 to 64	1,758	94.1
Age 65 to 69	1,215	96.3
Age 70 to 74	905	97.9
Age 75 to 79	594	99.0
Age 80 to 84	303	99.6
Age 85 and over	230	100.0

Birth and fertility rates

26. The table above provides a way of understanding the rate of population growth through births. The table shows that surviving children aged 0-4 years comprise 10.4% of the Gypsy and Traveller population – which means that, on average, 2.1% of the total population was born each year (over the last 5 years). The same estimate is confirmed if we consider that those aged 0-14 comprise 29.8% of the Gypsy and Traveller population – which also means that almost exactly 2% of the population was born each year. (Deaths during infancy will have minimal impact within the early age groups, so the data provides the best basis for estimating of the birth rate for the Gypsy and Traveller population.)
27. The total fertility rate (TFR) for the whole UK population is just below 2 – which means that on average each woman can be expected to have just less than two children who reach adulthood. We know of only one estimate of the fertility rates of the UK Gypsy and Traveller community. This is contained in the book, ‘Ethnic identity and inequalities in Britain: The dynamics of diversity’ by Dr Stephen Jivraj and Professor Ludi Simpson published in May 2015. This draws on the 2011 Census data and provides an estimated total fertility rate of 2.75 for the Gypsy and traveller community
28. ORS’s have been able to examine our own survey data to investigate the fertility rate of Gypsy and Traveller women. The ORS data shows that, on average, Gypsy and Traveller women aged 32 years have 2.5 children (but, because the children of mothers above this age point tend to leave home progressively, full TFRs were not completed). On this basis it is reasonable to assume an average of three children per woman during her lifetime which would be consistent with the evidence from the 2011 Census of a figure of around 2.75 children per woman. In any case, the TFR for women aged 24 years is 1.5 children, which is significantly short of the number needed to double the population in 23.5 years – and therefore certainly implies a net growth rate of less than 3% per annum.

Death rates

29. Although the above data imply an annual growth rate through births of about 2%, the death rate has also to be taken into account – which means that the *net* population growth cannot conceivably achieve 2% per

annum. In England and Wales there are nearly half-a-million deaths each year – about 0.85% of the total population of 56.1 million in 2011. If this death rate is applied to the Gypsy and Traveller community then the resulting projected growth rate is in the region of 1.15%-1.25% per annum.

30. However, the Gypsy and Traveller population is significantly younger than average and may be expected to have a lower percentage death rate overall (even though a smaller than average proportion of the population lives beyond 68 to 70 years). While there can be no certainty, an assumed death rate of around 0.5% to 0.6% per annum would imply a net population growth rate of around 1.5% per annum.
31. Even though the population is younger and has a lower death rate than average, Gypsies and Travellers are less likely than average to live beyond 68 to 70 years. Whereas the average life expectancy across the whole population of the UK is currently just over 80 years, a Sheffield University study found that Gypsy and Traveller life expectancy is about 10-12 years less than average (Parry et al (2004) 'The Health Status of Gypsies and Travellers: Report of Department of Health Inequalities in Health Research Initiative', University of Sheffield). Therefore, in our population growth modelling we have used a conservative estimate of average life expectancy as 72 years – which is entirely consistent with the lower-than-average number of Gypsies and Travellers aged over 70 years in the 2011 census (and also in ORS's own survey data). On the basis of the Sheffield study, we could have supposed a life expectancy of only 68, but we have been cautious in our approach.

Modelling outputs

32. If we assume a TFR of 3 and an average life expectancy of 72 years for Gypsies and Travellers, then the modelling projects the population to increase by 66% over the next 40 years – implying a population compound growth rate of 1.25% per annum (well below the 3% per annum often assumed). If we assume that Gypsy and Traveller life expectancy increases to 77 years by 2050, then the projected population growth rate rises to nearly 1.5% per annum. To generate an 'upper range' rate of population growth, we have assumed a TFR of 4 and an average life expectancy rising to 77 over the next 40 years – which then yields an 'upper range' growth rate of 1.9% per annum. We should note, though, that national TFR rates of 4 are currently found only in sub-Saharan Africa and Afghanistan, so it is an implausible assumption.
33. There are indications that these modelling outputs are well founded. For example, in the ONS's 2012-based Sub-National Population Projections the projected population growth rate for England to 2037 is 0.6% per annum, of which 60% is due to natural change and 40% due to migration. Therefore, the natural population growth rate for England is almost exactly 0.35% per annum – meaning that our estimate of the Gypsy and Traveller population growth rate is four times greater than that of the general population of England.
34. The ORS Gypsy and Traveller findings are also supported by data for comparable populations around the world. As noted, on the basis of sophisticated analysis, Hungary is planning for its Roma population to grow at around 2.0% per annum, but the underlying demographic growth is typically closer to 1.5% per annum. The World Bank estimates that the populations of Bolivia, Cambodia, Egypt, Malaysia, Pakistan, Paraguay, Philippines and Venezuela (countries with high birth rates and improving life expectancy) all show population growth rates of around 1.7% per annum. Therefore, in the context of national data, ORS's modelling and plausible international comparisons, it is implausible to assume a net 3% annual growth rate for the Gypsy and Traveller population.

Household growth

35. In addition to population growth influencing the number of households, the size of households also affects the number. Hence, population and household growth rates do not necessarily match directly, mainly due to the current tendency for people to live in smaller (childless or single person) households (including, of course, older people (following divorce or as surviving partners)). Based on such factors, the CLG 2012-based projections convert current population data to a projected household growth rate of 0.85% per annum (compared with a population growth rate of 0.6% per annum).
36. Because the Gypsy and Traveller population is relatively young and has many single parent households, a 1.5% annual population growth could yield higher-than-average household growth rates, particularly if average household sizes fall or if younger-than-average households form. However, while there is evidence that Gypsy and Traveller households already form at an earlier age than in the general population, the scope for a more rapid rate of growth, through even earlier household formation, is limited.
37. Based on the 2011 census, the table below compares the age of household representatives in English households with those in Gypsy and Traveller households – showing that the latter has many more household representatives aged under-25 years. In the general English population 3.6% of household representatives are aged 16-24, compared with 8.7% in the Gypsy and Traveller population. Because the census includes both housed and on-site Gypsies and Travellers without differentiation, it is not possible to know if there are different formation rates on sites and in housing. However, ORS's survey data (for sites in areas such as Central Bedfordshire, Cheshire, Essex, Gloucestershire and a number of authorities in Hertfordshire) shows that about 10% of Gypsy and Traveller households have household representatives aged under-25 years.

Table 5

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

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

38. The following table shows that the proportion of single person Gypsy and Traveller households is not dissimilar to the wider population of England; but there are more lone parents, fewer couples without children, and fewer households with non-dependent children amongst Gypsies and Travellers. This data suggest that Gypsy and Traveller households form at an earlier age than the general population.

Table 6
Household Type (Source: UK Census of Population 2011)

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

39. ORS's own site survey data is broadly compatible with the data above. We have found that: around 50% of pitches have dependent children compared with 45% in the census; there is a high proportion of lone parents; and about a fifth of Gypsy and Traveller households appear to be single person households. One possible explanation for the census finding a higher proportion of single person households than the ORS surveys is that many older households are living in bricks and mortar housing (perhaps for health-related reasons).
40. ORS's on-site surveys have also found more female than male residents. It is possible that some single person households were men linked to lone parent females and unwilling to take part in the surveys. A further possible factor is that at any time about 10% of the male Gypsy and Traveller population is in prison – an inference drawn from the fact that about 5% of the male prison population identify themselves as Gypsies and Travellers ('People in Prison: Gypsies, Romany and Travellers', Her Majesty's Inspectorate of Prisons, February 2004) – which implies that around 4,000 Gypsies and Travellers are in prison. Given that almost all of the 4,000 people are male and that there are around 200,000 Gypsies and Travellers in total, this equates to about 4% of the total male population, but closer to 10% of the adult male population.
41. The key point, though, is that since 20% of Gypsy and Traveller households are lone parents, and up to 30% are single persons, there is limited potential for further reductions in average household size to increase current household formation rates significantly – and there is no reason to think that earlier household formations or increasing divorce rates will in the medium term affect household formation rates. While there are differences with the general population, a 1.5% per annum Gypsy and Traveller population

growth rate is likely to lead to a household growth rate of 1.5% per annum – more than the 0.85% for the English population as a whole, but much less than the often assumed 3% rate for Gypsies and Travellers.

Household dissolution rates

42. Finally, consideration of household dissolution rates also suggests that the net household growth rate for Gypsies and Travellers is very unlikely to reach 3% per annum (as often assumed). The table below, derived from ORS's mainstream strategic housing market assessments, shows that generally household dissolution rates are between 1.0% and 1.7% per annum. London is different because people tend to move out upon retirement, rather than remaining in London until death. To adopt a 1.0% dissolution rate as a standard guide nationally would be too low, because it means that average households will live for 70 years after formation. A 1.5% dissolution rate would be a more plausible as a national guide, implying that average households live for 47 years after formation.

Table 7
Annual Dissolution Rates (Source: SHMAs undertaken by ORS)

Area	Annual projected household dissolution	Number of households	Percentage
Greater London	25,000	3,266,173	0.77%
Blaenau Gwent	468.2	30,416	1.54%
Bradford	3,355	199,296	1.68%
Ceredigion	348	31,562	1.10%
Exeter, East Devon, Mid Devon, Teignbridge and Torbay	4,318	254,084	1.70%
Neath Port Talbot	1,352	57,609	2.34%
Norwich, South Norfolk and Broadland	1,626	166,464	0.98%
Suffolk Coastal	633	53,558	1.18%
Monmouthshire Newport Torfaen	1,420	137,929	1.03%

43. The 1.5% dissolution rate is important because the death rate is a key factor in moderating the *gross* household growth rate. Significantly, applying a 1.5% dissolution rate to a 3% *gross* household growth formation rate yields a *net* rate of 1.5% per annum – which ORS considers is a realistic figure for the Gypsy and Traveller population and which is in line with other demographic information. After all, based on the dissolution rate, a *net* household formation rate of 3% per annum would require a 4.5% per annum *gross* formation rate (which in turn would require extremely unrealistic assumptions about birth rates).

Summary conclusions

44. Future Gypsy and Traveller accommodation needs have typically been over-estimated because population and household growth rates have been projected on the basis of assumed 3% per annum net growth rates.
45. Unreliable caravan counts have been used to support the supposed growth rate, but there is no reason to suppose that the rate of increase in caravans corresponds to the annual growth of the Gypsy and Traveller population or households.

46. The growth of the national Gypsy and Traveller population may be as low as 1.25% per annum – which is still four times greater than in the settled community. Even using extreme and unrealistic assumptions, it is hard to find evidence that the net national Gypsy and Traveller population and household growth is above 2% per annum nationally. The often assumed 3% net household growth rate per annum for Gypsies and Travellers is unrealistic.
47. The best available evidence suggests that the net annual Gypsy and Traveller household growth rate is 1.5% per annum. The often assumed 3% per annum net rate is unrealistic. Some local authorities might allow for a household growth rate of up to 2.5% per annum, to provide a ‘margin’ if their populations are relatively youthful; but in areas where on-site surveys indicate that there are fewer children in the Gypsy and Traveller population, the lower estimate of 1.5% per annum should be used.