

Gloucestershire Gypsy, Traveller and Travelling Showpeople Accommodation Assessment

Final Report

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RRR Consultancy Ltd



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Executive Summary

Introduction

- S1. The Gloucestershire local authorities of Cheltenham Borough Council, Cotswold District Council, Forest of Dean District Council, Gloucester City Council, Stroud District Council, Tewkesbury Borough Council, and Gloucestershire County Council commissioned *RRR Consultancy Ltd* to undertake a Gypsy, Traveller and Travelling Showpeople Accommodation Assessment (GTAA) for the period 2021-2041 (2040 in relation to Stroud). The results will be used as an evidence base for policy development in housing and planning and supersede any previous GTAA (including any levels of accommodation needs calculated prior to this assessment) for the Gloucestershire local planning authorities.
- S2. The requirement to assess the accommodation needs of Gypsies and Travellers, Showpeople, non-Gypsy and Traveller Gypsy and Traveller residential caravan dwellers, and boat dwellers is established through national guidance contained in Planning Policy for Traveller Sites (DCLG, 2015).
- S3. To achieve the study aims, the research drew on a number of data sources including:
- Review of secondary information: a review of national and local planning policies and recently undertaken GTAAs, and analysis of secondary data. This included analysis of the most recently published (January 2022) the Department for Levelling Up, Housing and Communities (DLUHC) Traveller Caravan Count to determine trends in the population of Gypsies and Travellers.
 - An online survey, and interviews with key stakeholders providing qualitative data regarding the accommodation needs of Gypsies, Travellers.
 - Extensive surveys of Gypsies and Travellers, covering a range of issues related to accommodation and service needs.
- S4. The above provided an extensive range of quantitative and qualitative data enabling a robust and reliable assessment of accommodation needs. The consultation was undertaken in a Covid-19 safe manner i.e. it followed government guidance and restrictions. However, this meant that consultation with households was delayed and some consultation was undertaken using remote methods e.g. over the telephone.

Policy context

- S5. In August 2015, the Government published its amended planning policy for traveller sites, which replaced the previous guidance and circulars relating to Gypsies and Travellers and Travelling Showpeople. The guidance emphasised the need for local authorities to use evidence to plan positively and manage development. Whilst it is

clear that the 2015 Planning Policy for Traveller Sites (PPTS) excludes those who have ceased to travel permanently as being Gypsies and Travellers (for planning purposes), it does not explicitly state how the new definition should be interpreted in relation to other factors such as whether families travel for economic or work purposes.

- S6. Given differences in defining Gypsies and Travellers this GTAA provides three need figures: first, one based on the ethnic identity definition; second, based on the needs of families who have *not* permanently ceased to travel (i.e. based on the PPTS 2015 definition); and third, based on the 'travel to work' interpretation of PPTS 2015. The three accommodation needs definitions are discussed in more detail in Chapter 2.
- S7. In March 2016, the Department of Communities and Local Government (DCLG) published its draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats. It states that, when considering the need for caravans and houseboats, local authorities will need to include the needs of a variety of residents in differing circumstances including, for example, caravan and houseboat dwelling households and households residing in bricks and mortar dwelling households.
- S8. According to NPPF, (2021) along with related planning guidance, a sound local plan seeks, as a minimum, to meet the area's objectively assessed needs, and address the needs of groups with specific housing requirements. The NPPF (2021) refers to the need to both assess and then address the accommodation needs of those who are ethnically recognised Gypsies and Travellers (as in line with the Equalities Act 2010), both of whom are covered by the definition in Appendix 1 of the PPTS 2015, and those outside of the definition.
- S9. Local planning policies regarding the provision of new Gypsy, Traveller and Showpeople are outlined in respective Core Strategies and Local Plans. All study area local authorities have developed criteria to determine suitable locations for new sites and yards. Whilst Cotswold District Council (2018), Forest of Dean District Council (2012), and Stroud District Council (2015) have prepared individual planning policies, Cheltenham Borough Council, Gloucester City Council and Tewkesbury Borough Council have prepared a joint Core Strategy (2017).

Population Trends

- S10. in February 2022 the study area contained 520 pitches consisting of 307 private pitches with permanent planning permission, 78 local authority owned and managed pitches with permanent planning permission, 76 pitches located on unauthorised developments, 53 transit pitches, and 6 pitches with temporary planning permission. There are 8 Showpeople yards in the study area consisting of 107 plots. There is also 1 yard on an unauthorised development in Forest of Dean consisting of 1 plot. There are 11 CRT managed mooring locations across the study area containing 209

moorings although none are occupied by permanent residential boat dwellers. There are also around 200 transit moorings.

- S11. The 2011 Census indicates that there were 731 Gypsies and Travellers residing in the study area representing about 0.12% of the total population compared to 0.10% in England. The 2011 Census records a total of 265 Gypsy and Traveller households residing within the study area. Over two fifths (42%) of households reside in owned accommodation, whilst just under two fifths (38%) reside in social rented accommodation, and just under a fifth (19%) reside in private rented accommodation.
- S12. The Department for Levelling Up, Housing and Communities (DLUHC) January 2022 Count shows there were 480 caravans recorded in the study area. There is some variation in the number of caravans in each local authority with 0 caravans recorded in Cheltenham, and 24 recorded in Gloucester. In contrast, 55 caravans were recorded in Cotswold, 78 in Stroud, 89 in Forest of Dean, and 234 in Tewkesbury.
- S13. In relation to density, Cheltenham recorded 0 caravans per 100,000 population, whilst Gloucester recorded 18 caravans per 100,000 population. In contrast, Cotswold recorded 59 caravans per 100,000 population, Stroud 65, Forest of Dean 100, and Tewkesbury 239. This compares to 44 caravans per 100,000 population in the Southwest and 43 caravans per 100,000 population in England.
- S14. According to the DLUHC Caravan count, the total number of caravans on authorised pitches in the study area over the period January 2016 to January 2022 varied widely with a maximum of 433 caravans recorded in July 2016 compared to a minimum of 281 caravans recorded in January 2019 (a difference of 152 caravans). Over the last 4 years there has been a slight decrease in the number of authorised caravans recorded in the study area.
- S15. The number of caravans recorded by the DLUHC Traveller Count on unauthorised pitches varied from a maximum of 114 caravans recorded in July 2019 compared to a minimum of 24 caravans recorded in January 2016 (a difference of 90 caravans). There was a gradual increase in the number of unauthorised encampments over the period January 2016 to January 2022 although there was a substantial difference between the 114 caravans recorded in July 2019 and 83 in January 2022.

Accommodation need

- S16. Accommodation need in the study area was assessed using analysis of primary and secondary data. The accommodation needs calculation steps, are based on a model in accordance with both previous (2007) and current Practice Guidance (2015) issued by the Department of Communities and Local Government (DCLG). Although the 2007 guidance was withdrawn in 2016, it remains useful as a model to determine

accommodation needs given that it outlines the basic principles to be applied when undertaking GTAAs. It contains seven basic components; five assessing need and two assessing supply, which are applied to each sub-group, based on primary data.

- S17. Table S1 summarises accommodation need over the period 2021-41 (2021-2040 in relation to Stroud). It is important to note that the figures shown in Table S1 include all need as of 2021/2022, including any which may have been identified by previous GTAAs but remained unfulfilled by February 2022. The table shows that 240 new Gypsy and Traveller pitches (based on the ethnic identity definition), and 170 new pitches (based on PPTS 2015) are needed over the period 2021-2041 in the study area. Local Plans should seek to meet the PPTS need (as required), with 'ethnic' need (potential need) covered by a criteria-based policy. There is also an accommodation need of 90 additional pitches in relation to households who only travel for work purposes. This is included to enable comparison with GTAAs, which reference it, as the primary accommodation needs figure.
- S18. There is a need for an additional 83 Travelling Showpeople plots and 53 permanent moorings over the same period.

Gypsy and Traveller accommodation need

Period	Ethnic definition	PPTS 2015 definition	Work definition
2021-26	102	49	-14
2026-31	42	37	32
2031-36	46	40	35
2036-40	50	44	37
2021-41	240	170	90

Source: GTAA 2022

^2021-2040 in relation to Stroud

Ethnic

Table S.2: Summary of accommodation needs 2021-41 (pitches)

	2021-26	2026-31	2031-36	2036-41	2021-41*
Cheltenham	6	1	1	1	9
Cotswold	18	5	6	6	35
Forest of Dean	17	8	8	9	42
Gloucester	28	2	3	3	36
Stroud	4	5	6	7	22
Tewkesbury	29	21	22	24	96
Total	102	42	46	50	240

Source: GTAA 2022

*2021-2040 in relation to Stroud

PPTS

Table S.3: Summary of accommodation needs 2021-41 (pitches)

	2021-26	2026-31	2031-36	2036-41	2021-41*
Cheltenham	3	0	0	0	3
Cotswold	11	5	5	6	27
Forest of Dean	8	7	8	8	31
Gloucester	22	2	2	2	28
Stroud	-2	4	5	6	13
Tewkesbury	7	19	20	22	68
Total	49	37	40	44	170

Source: GTAA 2022

*2021-2040 in relation to Stroud

Work

Table S.4: Summary of accommodation needs 2021-41 (pitches)

	2021-26	2026-31	2031-36	2036-41	2021-41*
Cheltenham	3	0	0	0	3
Cotswold	4	4	4	5	17
Forest of Dean	-6	6	7	7	14
Gloucester	10	1	1	1	13
Stroud	-12	4	4	4	0
Tewkesbury	-13	17	19	20	43
Total	-14	32	35	37	90

Source: GTAA 2022

*2021-2040 in relation to Stroud

Travelling Showpeople accommodation needs

Table S.5: Summary of accommodation needs 2021-41 (plots)					
	2021-26	2026-31	2031-36	2036-41	2021-41*
Cheltenham	0	0	0	0	0
Cotswold	0	0	0	0	0
Forest of Dean	5	1	1	1	8
Gloucester	14	4	5	5	28
Stroud	12	5	5	5	27
Tewkesbury	10	3	3	4	20
Total	41	13	14	15	83

Source: GTAA 2022

*2021-2040 in relation to Stroud

Boat dweller accommodation needs

Table S.6: Summary of accommodation needs 2021-41 (moorings)	
Period	Need
Total 2021-26	50
Total 2026-31	1
Total 2031-36	1
Total 2036-41	1
Total 2021-41	53

Source: GTAA 2022

2021-2040 in relation to Stroud

- S19. In relation to transit provision, the GTAA recommends that in addition to the existing transit pitches, that the local authorities adopt a negotiated stopping policy. This involves caravans being 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.

Conclusions

- S20. There is an overall accommodation need in the local authority area over a 20-year period for 240 additional pitches (ethnic definition), 170 pitches (PPTS 2015 definition) and 90 pitches (work interpretation). There is also a need for 83 additional Travelling Showpeople plots during the same period. The local planning authorities will work with the CRT and NBTA to address the identified need of 53 residential boat moorings. It is recommended that the authorities incorporate a policy to address negotiated stopping places for transient and / or visiting Gypsy and Traveller encampments.
- S21. It is recommended that each study area local planning authority determines for itself which of the accommodation needs figures in relation to Gypsies and Travellers it chooses to prioritise in its Local Plan. This GTAA recommends adopting the 'ethnic' definition accommodation needs figures i.e. meeting the accommodation needs of all households who ethnically identify as Gypsies and Travellers. This will not only demonstrate knowledge of the overall accommodation need of all Gypsies and

Travellers, but also how the accommodation needs in relation to households not meeting the PPTS definition are being addressed.

S22. Alternatively, the local authorities may adopt the 'PPTS 2015' definition accommodation needs figures with the difference between the PPTS 2015 figures and Ethnic' definition being an additional need that the council(s) may choose to meet. This means that the local authorities would first meet the need of 170 (49 within the first 5 years) as the obligation but accept the need of a further 70 (53 within the first 5 years) as potential need if further applications are brought forward through windfalls. It is recommended that the work interpretation of need should simply be used as a form of reference and comparison with other authorities who use this approach.

S23. It is also recommended that the local planning authorities consider the accommodation needs that might materialise over the plan period from households (Gypsies, Travellers, Travelling Showpeople and boat dwellers) not considered by this assessment. This could include households residing on unauthorised developments, unauthorised encampments, due to in-migration, and those residing in bricks and mortar accommodation. This accommodation need should be considered separate to the need identified below and could be met through windfall applications.

S24. In addition to the above in order to meet the specific accommodation need of the different community groups, the report recommends the following:

- In relation to Gypsies and Travellers and Travelling Showpeople it is recommended that the local authorities work closely with families to determine how their accommodation need can best be met.
- Also, for the local authorities to provide pre-planning application advice to households who have identified land, to help determine if it is suitable to address accommodation need.
- In order to meet the accommodation needs of Showpeople, it is also recommended that the local authorities work closely with yard owners to determine how the proposed land that they have already identified, and other potential land could meet their current and future accommodation needs.
- It is recommended that the local authorities review the planning of unauthorised developments and consider granting permanent status.

S25. As well as quantifying accommodation need, the study also makes recommendations on other key issues including:

Planning policy:

- Implement corporate policy to provide negotiated stopping arrangements to address unauthorised encampments for set periods of time at agreed locations.

- To liaise with owners of the sites and yards to determine how they could expand the number of pitches to meet the family's accommodation needs.
- To work closely with CRT to meet the needs of the boat dwellers and constant cruisers across the study area.
- To liaise with marinas and boat yards in the area to see which could accommodate more permanent moorings (including converting some of their leisure moorings to permanent).
- To consider how the accommodation needs can be met by expanding existing provision and/or providing new sites, yards or moorings.
- To consider alternative options for developing new sites, yards and moorings such as developing them on a cooperative basis e.g. community land trust, shared ownership, or small sites owned by a local authority but rented to families for their own use.
- To consider alternative site funding mechanisms such as: site acquisition funds; loans for private site provision through Community Development Financial Institutions; and joint ventures with members of the Gypsy and Traveller, Showpeople and boat dweller communities.
- Prior to action being taken against sites or yards being used without planning permission, the local authorities, in partnership with landowners, occupants and relevant agencies (e.g. Showmen's Guild and National Federation of Gypsy Liaison Groups, CRT and NBTA), to review its current, historic and potential planning status, and review the most effective way forward.
- To consider safeguarding Gypsy and Traveller site and Travelling Showpeople yards with permanent planning permission for their current use unless it can be demonstrated that they are no longer needed to meet identified need.
- The population size and demographics of the Gypsy, Traveller, Travelling Showpeople and boat dweller communities can change rapidly. As such, their accommodation needs should be reviewed every 5 to 7 years.

Management:

- Housing organisations need to consider the type of housing allocated to Gypsies and Travellers residing in bricks and mortar in order to minimise the psychological aversion and feelings of isolation.
- Develop a holistic vision for their work on Gypsies, Travellers, Showpeople and boat dwellers and embed it in Community and Homelessness Strategies, Local Plans and planning and reporting obligations under the Equality Act 2010.
- Provide training and workshop sessions with local authority and service provider employees (and elected members) to help them to further understand issues relating to the Gypsy and Traveller, Showpeople, and boat dweller communities.
- In liaison with relevant enforcement agencies such as the police to develop a common approach to dealing with unauthorised encampments.

- Encourage local housing authorities to include Gypsy and Traveller categories on ethnic monitoring forms to improve data on population numbers, particularly in housing.
- Better sharing of information between agencies in relation to Gypsy, Traveller, Showpeople and boat dweller communities.
- During the ongoing implications of Covid-19 impacting the communities, determine help and support the local authorities and other services could provide to the households

1. Introduction

Study context

- 1.1 In March 2021 the Gloucestershire local authorities of Cheltenham Borough Council, Cotswold District Council, Forest of Dean District Council, Gloucester City Council, Stroud District Council, Tewkesbury Borough Council, and Gloucestershire County Council commissioned *RRR Consultancy Ltd* to undertake a Gypsy, Traveller and Travelling Showpeople Accommodation Assessment (GTAA) for the period 2021-2041 (2040 in relation to Stroud). The results will be used as an evidence base for policy development in housing and planning and supersede any previous GTAA (including any levels of accommodation needs calculated prior to this assessment) for the Gloucestershire local planning authorities.
- 1.2 The requirement to assess the accommodation needs of Gypsies and Travellers, Showpeople, non-Gypsy and Traveller Gypsy and Traveller residential caravan dwellers, and boat dwellers is established through national guidance contained in Planning Policy for Traveller Sites (DCLG, 2015).

Methodological context

- 1.3 To achieve the study aims, the research drew on a number of data sources including:
 - Review of secondary information: a review of national and local planning policies and recently undertaken GTAAs, and analysis of secondary data. This included analysis of the most recently published (January 2020) Ministry of Housing, Communities and Local Government (MHCLG) Traveller Caravan Count to determine trends in the population of Gypsies and Travellers.
 - An online survey, and interviews with key stakeholders providing qualitative data regarding the accommodation needs of Gypsies, Travellers, Showpeople and boat dwellers.
 - Extensive consultation of Gypsies and Travellers and Showpeople, covering a range of issues related to accommodation and service needs.
- 1.4 The above provided an extensive range of quantitative and qualitative data enabling a robust and reliable assessment of accommodation needs. In order to ensure all data needed was gathered, the consultation was adapted and undertaken in a Covid-19 safe manner i.e., it followed government guidance and restrictions.

GTAA study area

- 1.5 Gloucestershire sits at the periphery of England's southwest and has close links with the Midlands, as well as South Wales. The following provides a description of the

spatial characteristics of the constituent GTAA planning authorities. Please note that the population figures were determined before the release of Census 2021 data.

Cotswold

- 1.6 Cotswold District has an estimated mid-2020 population of 90,264¹ spread over an area of 450 sq. miles (1,165 sq. km). Although very rural, the district lies in close proximity to large urban areas – notably Swindon, Gloucester and Cheltenham and, further afield, Oxford, Bristol, Bath, Birmingham and Coventry. The Cotswolds is internationally renowned for its natural beauty. The distinctive local building stone, used in the construction of the many historic buildings, is an important part of the character that makes the Cotswolds a tourist destination. The interplay between the built and natural environment is a defining characteristic throughout the district, especially within the Cotswolds Area of Outstanding Natural Beauty (AONB).
- 1.7 Much of the District has good road links, with easy access to the motorway network via A-class routes, although this does not apply to the northernmost parishes. The ‘missing link’ section of the A417(T) between the Brimpsfield roundabout and Brockworth bypass is a major bottleneck, which badly delays access to and from the M5 motorway at peak times. The district is served by just two railway stations, at Kemble (on the Swindon-Gloucester line) and Moreton-in-Marsh (on the Oxford-Worcester line). Kingham and Honeybourne stations lie just outside the district boundary to the east and north respectively².

Forest of Dean

- 1.8 The Forest of Dean District takes its name from the Forest of Dean itself which forms a large part of the central core of the district, and comprises its largest landscape feature. It has an estimated mid-2020 population of about 87,107³. The district includes a variety of other landscapes from the Severn Estuary and the Wye Valley to the rolling hills to the north. Although close to several major centres which exert various influences over different parts of it, the Forest of Dean District is however still considered to be the most appropriate boundary for the LDF.
- 1.9 The district is reasonably accessible from a number of directions but is disadvantaged when compared to its near neighbours which have better access to the motorway network. Some are larger centres in themselves and have a greater service base because of this. The M48 and the M50 both cross the district and it is served by the Cardiff- Birmingham railway line with one station at Lydney and a nearby one at Chepstow⁴.

¹ ONS, *Mid-2020 Population Estimates for Lower Layer Super Output Areas in England and Wales by Broad Age Groups and Sex*, 2021.

² Cotswold District Local Plan 2011-2031 (Adopted 3 August 2018) pp11-15.

³ ONS, (2020) *ibid*.

⁴ Forest of Dean Core Strategy, adopted February 2012 pp. 8-9

Gloucester, Cheltenham and Tewksbury

- 1.10 Within the Joint Core Strategy area Gloucester City and Cheltenham together account for approximately 75% of the area's population and provide a focus for economic activity across the whole county. Their similarity in terms of size and population means that individually they are equally important to the functioning of the area. However, due to their proximity to one another, they are significant on a regional and national scale.
- 1.11 Gloucester has an estimated mid-2020 population of 129,709⁵. It's position on the River Severn at the point where the river becomes an estuary meant it was a strategically important place. Gloucester was a natural port and retains a maritime heritage. To this day, its docks and quay remain a focus for the city, and now ship building and repairs take place alongside dockside flats. Away from the docks, Gloucester is dominated by its 11th Century Cathedral and evidence of earlier occupants in its Roman 'gate' streets, historic central cross and medieval lanes, much of this is however, hidden amongst the recent and past growth of the city.
- 1.12 Cheltenham Borough has an estimated mid-2020 population of 116,043⁶ and covers an area of 4,680 hectares. The town has a strong Regency heritage, attracting residents and visitors to its wide streets and Georgian architecture. The Borough is primarily urban, although it includes surrounding areas of countryside and has a network of villages. 17% of the Borough is designated as Green Belt, 22% as an Area of Outstanding Natural Beauty. Cheltenham's central conservation area is the largest such designation in Europe, reflecting the importance of what is considered to be the most complete Regency town in Britain. Cheltenham is also characterised by a series of formal and semi-formal parks, gardens and green spaces, which give its centre an open feel and play host to numerous festivals and events.
- 1.13 Away from the City and Town centres, both Gloucester and Cheltenham expanded greatly in the 19th. and 20th. centuries, and became major urban areas and centres for employment, services, shops and education. Also, both Gloucester and Cheltenham have access to the M5 motorway which passes directly between them along with mainline railway stations in both centres. Gloucestershire Airport also provides a hub for business travellers and some limited public services.
- 1.14 Tewkesbury is an important historic market town with a wealth of medieval features and timber framed buildings. It has an estimated mid-2020 population of 96,624. The town centre is dominated by its distinctive Abbey overlooking the point at which the Rivers Severn and Avon meet. The town centre is vibrant and contains a good mix of shops and services, including many independent stores, and a popular market attracting locals and visitors alike.

⁵ ONS, (2020) *ibid.*

⁶ ONS, (2020) *ibid.*

- 1.15 Tewkesbury and neighbouring Ashchurch, with its mainline railway station, are strategically positioned either side of Junction 9 of the M5 and are therefore attractive locations for business, especially storage and distribution. They, and Bishop's Cleeve provide a focus for a complex economy, which represents the Borough's unique position as a predominantly rural area wrapping around two large urban areas⁷.

Stroud

- 1.16 The rural District of Stroud has an estimated mid-2020 population of 120,9038, and covers an area of approximately 45,325 hectares (about 175 square miles). Stroud lies about 20 miles north of Bristol and immediately south of Gloucester and Cheltenham. Stroud District shares boundaries with Cotswold District, Gloucester City, Tewkesbury Borough and the unitary authority of South Gloucestershire. Its neighbour to the west is the Forest of Dean, which sits on the opposite bank of the River Severn estuary.
- 1.17 Much of the eastern half of the district falls into the Cotswold Area of Outstanding Natural Beauty (AONB), which covers just over 50% of the district's total land area. The western half of the District, characterised by the low lying landscape of the Severn Vale, is bounded by the Severn Estuary and includes extensive areas of land liable to flooding which extend eastwards along the river corridors within the Stroud Valleys. The district contains internationally important wildlife sites at the Severn Estuary, at Rodborough Common (south of Stroud) and at beech woodland straddling the north eastern boundary of the District with Tewkesbury Borough.
- 1.18 The district has a rich built heritage, including 42 conservation areas in a wide variety of towns and villages. Amongst these is the unique and very large Industrial Heritage Conservation Area, which extends through the Stroud Valleys, in recognition of the area's important industrial legacy – including historic mill buildings and canal- and river-related structures.
- 1.19 With the Gloucester-London main railway line running through it, Stroud has easy rail access to the north and east, including to Birmingham and London. It also has mainline railway links to Bristol with Midlands and beyond. Junction 13 of the M5 lies five miles to the west of the town centre, whilst Junctions 12-14 of the M5 give access to the strategic network in the Severn Vale⁹.

Summary

- 1.20 Whilst the Housing and Planning Act 2016 removes the requirement for all local authorities to carry out a specific assessment, the accommodation needs of Gypsy and Traveller households are still required to be considered in housing needs

⁷ Gloucester, Cheltenham and Tewksbury Joint Core Strategy, Issues and Questions Consultation 2009.

⁸ ONS, (2020) *ibid*.

⁹ Stroud District Local Plan 2015.

assessments. Also, the August 2015 Planning Policy for Traveller Sites (PPTS) reiterates the need for local authorities to evidence the accommodation needs of Gypsies and Travellers and to determine the number, type and location of new provision.

- 1.21 The PPTS (2015) amended the definition of Gypsies and Travellers for planning purposes so that only the accommodation needs of households who have not permanently ceased to travel are assessed (although this GTAA considers the accommodation needs of households who both meet and do not meet the PPTS 2015 definition). It requires local planning authorities to set pitch targets for Gypsies and Travellers, and plot targets for Travelling Showpeople, as defined in Annex 1 of the same document, to address the likely permanent and transit site accommodation needs of travellers in their area. The needs of non-Travellers will be informed by local housing need assessments.
- 1.22 The purpose of this assessment is to quantify the accommodation needs of Gypsies and Travellers in the study area between 2021 and 2041 (2040 in relation to Stroud). This is in terms of permanent pitches, sites, and transit sites and/or negotiated stopping arrangements for Gypsies and Travellers. This report will form part of the evidence base for the Local Plans review work.
- 1.23 To achieve the study aims, this report focusses on the assessment of accommodation need for Gypsies, Travellers, Travelling Showpeople, and boat dwellers. The research provides a range of quantitative and qualitative data enabling a robust and reliable assessment of accommodation needs.

2. Policy context

Introduction

- 2.1 To assess the current policy context, existing documents have been examined to determine what reference is made to Gypsy, Traveller, Travelling Showpeople, and boat dweller issues.
- 2.2 The intention is to summarise key national and local policies and examine the findings of GTAAs recently undertaken by neighbouring authorities. Furthermore, understanding the current position will be important in the development of future strategies intended to meet accommodation need and housing related support needed among Gypsies and Travellers and Travelling Showpeople.

National Policies

DCLG Planning Policy for Traveller Sites (PPTS) (August 2015)

- 2.3 In August 2015 the Government published its amended planning policy for traveller sites, which replaced the previous guidance and circulars relating to Gypsies and Travellers and Travelling Showpeople. The guidance emphasised the need for local authorities to use evidence to plan positively and manage development. The PPTS requires local authorities to work with neighbouring local authorities to determine transit and permanent pitch and plot targets. It states that in assembling the evidence base necessary to support their planning approach, local authorities should:
- effectively engage with traveller communities
 - co-operate with traveller groups to prepare and maintain an up-to-date understanding of the likely permanent and transit/emergency accommodation needs of their areas
 - and use a robust evidence base to establish accommodation needs to inform the preparation of local plans and make planning decisions
- 2.4 There are some key differences between the March 2012 and August 2015 versions of the PPTS. One important amendment relates to the change in the definitions of Gypsies, Travellers, and Travelling Showpeople. The August 2015 PPTS changed the definition to exclude households who have permanently ceased to travel – in effect, for planning purposes, PPTS 2015 regards such households as members of the settled community and as such their needs are therefore included in a separate calculation.
- 2.5 According to NPPF, (2021) along with related planning guidance a sound local plan seeks, as a minimum, to meet the area’s objectively assessed needs, and address “the

needs of groups with specific housing requirements. The NPPF (2021) refers to the need to both assess and then address the accommodation needs of those who are ethnically recognised Gypsies and Travellers (as in line with the Human Rights Act 1998 and the Equalities Act 2010), both who are covered by the definition in Appendix 1 of the PPTS 2015 and those outside of the definition. Whilst distinguishing between those who travel and do not, it emphasises the need to both assess and address the accommodation of all who are ethnically Gypsies and Travellers. The Human Rights Act 1998 and Equalities Act 2010 protect Gypsies and Travellers' cultural and ethnic way of life, including living in a caravan.

Definition Context

2.6 The DCLG's amended definition of Gypsies and Travellers¹⁰, is set out below:

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.*

2.7 Unlike Gypsies and Travellers, Travelling Showpeople are not considered to be an ethnic minority by the Equalities Act 2010 (and previously the Race Relations Act 1976). Although some Gypsies and Travellers may earn a living as 'travelling showpeople', Travelling Showpeople as a group do not consider themselves to belong to an ethnic minority¹¹.

2.8 The DCLG definition of Travelling Showpeople is:

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'

¹⁰ DCLG, Planning Policy for Traveller Sites, August 2015.

¹¹ DCLG, *Consultation on revised planning guidance in relation to Travelling Showpeople*, January 2007, p. 8

*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.*¹²

- 2.9 For the purposes of this planning policy, “Travellers” means “Gypsies and Travellers” and “Travelling Showpeople” as defined above from PPTS annex 1. Also, for the purposes of Gypsy and Traveller Accommodation Assessments (GTAA), Travelling Showpeople are included under the definition of ‘Gypsies and Travellers’ in accordance with The Housing (Assessment of Accommodation Needs) (Meaning of Gypsies and Travellers) (England) Regulations 2006, and the draft guidance to local housing authorities on the periodical review of housing needs (March 2016). It recommends that Travelling Showpeople’s own accommodation needs and requirements should be separately identified in the GTAA¹³. This GTAA adheres to the definition of Gypsies, Travellers and Travelling Showpeople as defined by the DCLG ‘Planning Policy for Traveller Sites’ (August 2015) (see above).
- 2.10 It is important to note that Gypsies and Travellers and Travelling Showpeople have separate accommodation need requirements. Different terminology is used to distinguish between Gypsy and Traveller accommodation and Travelling Showpeople. Gypsies and Travellers occupy pitches on sites, while Travelling Showpeople occupy plots on yards. As well as space for residing quarters, Travelling Showpeople also require additional space in order to store and maintain large equipment.
- 2.11 Whilst it is clear that the 2015 PPTS excludes those who have ceased to travel permanently as being Gypsies and Travellers (for planning purposes), it does not explicitly state how the new definition should be interpreted in relation to other factors such as whether families travel for economic or work purposes.
- 2.12 One interpretation is that ‘a nomadic habit of life’ means travelling for an economic purpose. Previous case law e.g. *R v Shropshire CC ex p Bungay* (1990) and *Hearne v National Assembly for Wales* (1999) has been used to support this point. There is nothing within PPTS 2015 which indicates that Gypsy or Traveller status (for planning purposes) is solely derived from whether there is any employment-related travelling.
- 2.13 More recent Planning Inspectors’ reports have reached differing conclusions regarding whether the Gypsy and Traveller status (for planning purposes) should be based on patterns of employment-related nomadism. For example, a 2016 planning appeal decision regarding a site at Throcking, Hertfordshire, concluded the appellant was not a Gypsy and Traveller for planning purposes as there was insufficient evidence “that

¹² DCLG, *Planning Policy for Traveller Sites*, August 2015.

¹³ DCLG, *Planning Policy for Traveller Sites*, August 2015 and DCLG, *Draft Guidance to local housing authorities on the periodical review of housing needs (Caravans and Houseboats)* March 2016.

he is currently a person of a nomadic habit of life"¹⁴ for employment purposes (i.e. he did not meet the August 2015 PPTS definition).

- 2.14 In contrast, some other Planning Inspectors' reports have appeared to give less weight to the travelling status of Gypsies and Travellers. For example, an appeal decision regarding a site in Blythburgh, Suffolk, states that whilst the appellant had permanently ceased to travel, he is nonetheless an ethnic Romany gypsy with protected characteristics under the Equality Act 2010¹⁵.
- 2.15 Similarly, a local authority rejected a planning application as it determined that the household did not meet the PPTS 2015 definition. However, despite evidence that the family had reduced the extent to which they travel due to educational requirements, the Planning Inspector allowed the s78 appeal on the basis that they should be regarded as Gypsies for planning purposes¹⁶. Also, in deciding whether to allow a S78 appeal for a site in West Kingsdown, Kent, the Planning Inspector acknowledged that the local authority included within its future calculations the accommodation needs (in terms of pitches) of 'cultural' Gypsies and Travellers¹⁷.
- 2.16 Importantly, much case law precedes the August 2015 definition. For example, the commonly cited *R v South Hams DC ex parte Gibb et al* judicial decision was undertaken in response to the now partly repealed Caravan Sites Act 1968. It is believed that there has not yet been any case law in relation to the updated definition. Also, it is increasingly recognised that defining Gypsies and Travellers in terms of employment status may contravene human rights legislation. For example, in 2003 the Welsh Assembly's Equality of Opportunity Committee noted the:

'...apparent obsession with finding ways to prove that an individual is not a 'Gypsy' for the purposes of the planning system. This approach is extremely unhelpful...and there can be no doubt that actual mobility at any given time is a poor indicator as to whether someone should be considered a Gypsy or a Traveller'¹⁸.

¹⁴ Appeal Ref: APP/J1915/W/16/3145267 Elmfield Stables, Thirty Acre Farm, Broadfield, Throcking, Hertfordshire SG9 9RD, 6 December 2016.

¹⁵ Appeal Ref: APP/J3530/A/14/2225118, Pine Lodge, Hazels Lane, Hinton, Blythburgh, Suffolk IP17 3RF 1 March 2016.

¹⁶ Appeal Ref: APP/U2235/W/18/3198435 Ten Acre Farm, Love Lane, Headcorn TN27 9HL 9 May 2019.

¹⁷ Appeal Ref: APP/G2245/W/17/3170535 Land north-west of Eagles Farm, Crowhurst Lane, West Kingsdown, Kent TN15 6JE 27 November 2018.

¹⁸ Welsh Assembly 2003 cited in Johnson, Murdoch and Willers, *The Law Relating to Gypsies and Travellers*, no date).

- 2.17 In September 2019 the Equality and Human Rights Commission published research into the impact of the PPTS 2015 definition on assessing accommodation needs¹⁹. The research examined a sample of 20 GTAA's undertaken since the August 2015 revised definition. The report found that there had been a 73% reduction in accommodation need in post-2015 GTAA's compared to pre-2015 GTAA's undertaken by the same local planning authorities.
- 2.18 Importantly, on 31 October 2022, the Court of Appeal determined that PPTS 2015 was discriminatory in relation excluding households who had permanently ceased to travel from being recognised (for planning purposes) as Gypsies and Travellers. The case relates to Lisa Smith who resides on a site occupied by Ms Smith, her husband, their children and grandchildren. Two of Ms Smith's adult sons are severely disabled and cannot travel for work. The judgment determined that PPTS 2015 characterises nomadic Gypsies and Travellers as different from Gypsies and Travellers who, as a result of age or disability, are no longer able to travel. This creates sub-classes of an ethnicity which 'seems to sit uneasily with the stated aim of PPTS 2015 to facilitate the "traditional" way of life" of Gypsies and Travellers, and not simply the "nomadic" way of life'. The judgement concluded that the objective of PPTS 2015 in excluding households from being defined as Gypsies and Travellers was not 'fairness'.
- 2.19 Given the above, our approach is to use a methodology which provides first, an accommodation need figure based on ethnic identity; second, a figure based on the PPTS (August 2015), and a third which relates to the work interpretation (where accommodation need only takes account of those who travel in a caravan for work purposes). Different GTAA's reach differing conclusions on which approach / definition to adopt and it is for local authorities to decide individually which approach to take for planning purposes. It is recommended that this be kept under review in the light of evolving appeal decisions and case law. This GTAA recommends adopting the 'ethnic' definition accommodation needs figures i.e. meeting the accommodation needs of all households who ethnically identify as Gypsies and Travellers. This will not only demonstrate knowledge of the overall accommodation need of all Gypsies and Travellers, but also how the accommodation needs in relation to households not meeting the PPTS definition are being addressed. An alternative is the adoption of the PPTS figure and for the difference between the PPTS and ethnic based need to be covered by a criteria-based policy. It is recommended that the work interpretation of need should simply be used as a form of reference and comparison with other authorities who use this approach.

¹⁹ Equality and Human Rights Commission, Gypsy and Traveller sites: the revised planning definition's impact on assessing accommodation needs, Research Report 128, September 2019 located at: https://www.equalityhumanrights.com/sites/default/files/190909_gypsy_and_traveller_sites_-_impact_of_the_revised_definition_-_final.pdf

*DCLG Review of housing needs for caravans and houseboats: draft guidance (March 2016)*²⁰

2.20 The 2016 DCLG draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats states that when considering the need for caravans and houseboats local authorities should include the needs of a variety of residents in differing circumstances, for example:

- Caravan and houseboat dwelling households:
 - who have no authorised site anywhere on which to reside
 - whose existing site accommodation is overcrowded²¹ or unsuitable, but who are unable to obtain larger or more suitable accommodation
 - who contain suppressed households who are unable to set up separate family units and
 - who are unable to access a place on an authorised site, or obtain or afford land to develop on.
- Bricks and mortar dwelling households:
 - Whose existing accommodation is overcrowded or unsuitable ('unsuitable' in this context can include unsuitability by virtue of a person's cultural preference not to live in bricks-and-mortar accommodation).

2.21 Importantly, in respect of this report, the draft guidance states that assessments should include, but are not limited to, Romany Gypsies, Irish and Scottish Travellers, New Age Travellers, and Travelling Showpeople.

2.22 The guidance recognises that the needs of those residing in caravans and houseboats may differ from the rest of the population because of:

- their nomadic or semi-nomadic pattern of life
- their preference for caravan and houseboat-dwelling
- movement between bricks-and-mortar housing and caravans or houseboats
- their presence on unauthorised encampments or developments.

2.23 Also, it suggests that as mobility between areas may have implications for carrying out an assessment local authorities should consider:

²⁰ See <https://www.gov.uk/government/publications/review-of-housing-needs-for-caravans-and-houseboats-draft-guidance>

²¹ Overcrowding e.g. where family numbers have grown to the extent that there is now insufficient space for the family within its caravan accommodation and insufficient space on the pitch or site for a further caravan (DCLG 2007 p.25)

- co-operating across boundaries both in carrying out assessments and delivering solutions
- the timing of the accommodation needs assessment
- different data sources.

2.24 Finally, the DCLG draft guidance (2016) states that, in relation to Travelling Showpeople, account should be taken of the need for storage and maintenance of equipment as well as accommodation, and that the transient nature of many Travelling Showpeople should be considered.

Housing and Planning Act 2016

2.25 The Housing and Planning Act, which gained Royal Assent on 12 May 2016, omits sections 225 and 226 of the Housing Act 2004, which previously identified ‘gypsies and travellers’ as requiring specific assessment for their accommodation needs when carrying out reviews of housing needs. Instead, the Act amends section 8 of the Housing Act 1985 governing the assessment of accommodation needs to include all people residing in or resorting to the study area in caravans or houseboats. However, for planning purposes, the DCLG Planning Policy for Traveller Sites (August 2015) still requires local authorities to identify the accommodation needs of Gypsies, Travellers and Travelling Showpeople who accord with the definition in Annex 1 of the PPTS.

2.26 The Housing and Planning Act 2016 requires Local Housing Authorities (LHAs) to consider the needs of people residing on places on inland waterways where houseboats can be moored. The term ‘houseboat’ is not defined by DCLG guidance. As such, the GTAA adopts the National Bargee Travellers Association’s (NBTA) definition who define a boat dweller as:

“Someone who lives aboard a vessel (which may or may not be capable of navigation), that the vessel is used as the main or only residence and where that vessel is either (i) moored in one location for more than 28 days in a year (but may occasionally or periodically leave its mooring); or (ii) has no permanent mooring and navigates in accordance with the statutes appropriate to the navigation such as inter alia s.17(3)(c)(ii) of the British Waterways Act 1995 or s.79 of the Thames Conservancy Act 1932”.

Local Planning Policies

2.27 The following section summarises the planning policies of the GTAA constituent local authorities in relation to Gypsies, Travellers, Travelling Showpeople, and boat dwellers. Gloucester, Cheltenham and Tewkesbury have prepared a joint Core Strategy (2017). The current position for each authority is as follows:

Cotswold District Council

2.28 Policy H7 of the Cotswold District Local Plan (2018) states:

1. Existing authorised sites for Traveller 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 Travellers:
 - Four Acres, Shorncote, near South Cerney – 7 pitches
 - Meadowview, Fosseyway, near Bourton-on-the-Water – 4 pitches
3. The following approach will be used to determine the acceptability, in principle, of planning applications for Traveller development:
 - a. First preference will be sites specifically allocated in this Plan for Travellers.
 - b. Second preference will be to designate additional pitches /plots within the boundaries of existing suitable Traveller sites, including sites that have already been identified for this use.
 - c. Third preference will be to extend existing suitable Traveller sites adjacent to existing boundaries.
 - d. Where a sufficient supply of pitches or plots cannot be achieved at the above locations new sites will be considered.

Cotswold Core Strategy (2018) p. 110

Forest of Dean District Council

2.29 Policy CSP.6 'Sites for Gypsies, Travellers and Travelling Showpeople' of the Core Strategy (2012) states that 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.

(Forest of Dean Core Strategy Adopted 2012 pp.54-55)

2.30 Policy AP 15 of the Forest of Dean Allocations Plan (2018) allocates land at the existing Oak Tree Park, Churcham site converting its temporary planning permission to permanent, and as well as providing an allocation for additional pitches. Policy AP 16 allocates land for additional pitches at the Woodlands Farm, Bromsberrow Heath site for 20 permanent and 15 transit pitches (length of stay restricted in any one year) on land which previously had authorised transit pitches, but no permanent pitches.

Cheltenham Borough Council, Gloucester City Council and Tewkesbury Borough Council

2.31 Policy SD13: 'Gypsies, Travellers and Travelling Showpeople' outlines the conditions for allocating sites:

1. Existing permanent residential and transit Gypsy, Traveller and Travelling Showpeople sites will be protected from development to alternative uses.
2. Proposals for new permanent and temporary, residential and transit Gypsy, Traveller and Travelling Showpeople sites will be assessed against the following criteria:
 - i. Proposals on sites in areas of sensitive landscape will be considered in accordance with Policy SD6 (Landscape Policy) and Policy SD7 (The Cotswolds Area of Outstanding Natural Beauty). In all other locations the proposal must not have an unacceptable impact on the character and appearance of the landscape and the amenity of neighbouring properties, and should be sensitively designed to mitigate any impact on its surroundings;
 - ii. The site has safe and satisfactory vehicular and pedestrian access to the surrounding principal highway network;
 - iii. 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;
 - iv. 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;
 - v. 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.

Gloucester, Cheltenham and Tewkesbury Joint Core Strategy 2011-31 p.72

Stroud District Council

- 2.32 The Stroud District Local Plan Review – Presubmission Draft Plan (2021) is at the Regulation 19 (consultation) stage and is expected to progress to Public Examination stage in autumn/winter 2022. Policy CP10 of the Presubmission Draft Plan states that 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.
- 2.33 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.
- 2.34 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.

Duty to cooperate and cross-border issues

- 2.35 The duty to cooperate was created in the Localism Act 2011. It places a legal duty on local planning authorities, county councils in England, and public bodies to engage constructively, actively and on an ongoing basis to maximise the effectiveness of Local Plan preparation relating to strategic cross boundary matters. Also, the need for councils to cooperate reflects the characteristic that Gypsy and Traveller travelling patterns transcend local authority borders²².
- 2.36 Local authorities are required to work together to prepare and maintain an up-to-date understanding of the likely permanent and transit accommodation needs for their areas. They should also consider the production of joint development plans to provide more flexibility in identifying sites, particularly if a local planning authority has specific development constraints across its area.
- 2.37 As part of this assessment, consultation in relation to Gypsies, Travellers and Travelling Showpeople was undertaken with adjoining planning and housing authorities. The findings from the consultation are discussed in detail in Chapter 4.
- 2.38 Given the transient nature of Gypsies and Travellers it is important for the GTAA to consider Gypsy and Traveller accommodation need in neighbouring authorities. The following section summarises the results of GTAAs recently undertaken by both the Gloucestershire local authorities (which have commissioned this assessment) and neighbouring or nearby local authorities specifically in relation to accommodation need and travelling patterns.

Gloucestershire Gypsy and Traveller Accommodation Assessment (GTAA) 2017

- 2.39 The GTAA was undertaken on behalf of six local authorities – Cheltenham Borough Council, Cotswold District Council, Forest of Dean District Council, Gloucester City Council, Stroud District Council, and Tewkesbury Borough Council. For the period 2016-2031 the GTAA identifies a need of 14 additional pitches for households who meet the ‘work’ interpretation of PPTS 2015, 61 additional pitches for the accommodation needs of households who do not meet the ‘work’ interpretation of PPTS 2015, and up to 78 additional pitches for households whose work status is unknown. The GTAA also identifies a need for 38 additional Travelling Showpeople plots for households who meet the ‘work’ interpretation of PPTS 2015, and up to 14 additional plots for households whose work status is unknown. In relation to transit

²² It should be noted that the government’s white paper ‘Planning for the Future’ (August 2020) indicates that it intends to abolish the duty to cooperate.

provision the GTAA recommends that levels of unauthorised encampments are monitored over a 3-year period to determine if transit provision is required, and to consider implementing a negotiated stopping policy or temporary stopping places policy in the meantime.

Herefordshire Gypsy and Traveller and Travelling Showperson Accommodation Assessment Update 2017

2.40 The GTTSA update was based on interviews with 69 Gypsy and Traveller households living within the study area as well as incorporating results from interviews with Gypsies and Travellers, and Travelling Showpeople, undertaken as part of the previous 2014 study. The GTTSA update found a need for 74 additional pitches up to 2032 using a cultural definition, and 27 pitches using the PPTS (2015) definition. The GTTSA also identified a need for 9 additional Travelling Showpeople plots during the period 2017 to 2032. According to the GTTSA update during the period 2014-2016 124 unauthorised encampments were recorded in the study area. In response, it recommends 5 transit pitches capable of accommodating up to 10 caravans.

Cherwell, Oxford City, South Oxfordshire and Vale of White Horse GTAA 2017

2.41 The GTAA assessed accommodation need over the period 2017 to 2031/36 (dependent on the Local Plan period of respective local authorities). In relation to Gypsies and Travellers the GTAA found a need for 7 additional pitches for households who meet the PPTS 2015 definition; 0 additional pitches for households who do not meet the PPTS 2015 definition; and between 0 and 19 additional pitches for households whose planning status is unknown. In relation to Travelling Showpeople, the GTAA found a need for 11 additional plots for households who meet the PPTS 2015 definition; 0 additional plots for households who do not meet the PPTS 2015 definition; and between 0 and 1 additional plots for households whose planning status is unknown. In relation to transit provision, the GTAA recommended adoption of a negotiated stopping place policy.

Monmouthshire Gypsy and Traveller Accommodation Assessment (GTAA) 2021

2.42 The GTAA assesses the accommodation needs of Gypsies, Travellers and Travelling Showpeople. The report identifies a need for 13 pitches by 2033 comprising 8 pitches in current need, 1 newly arising 2020-2025 (child growing up) and 4 newly arising 2026-2033 (children growing up). The current need for 8 pitches comprises 5 pitches on an unauthorised site at Llancayo, 1 on an unauthorised site at Llanvetherine, 1 overcrowded in Portskewett and 1 overcrowded dealt with via recent planning permission in Crick.

South Worcestershire Gypsy and Traveller Accommodation Assessment (GTAA) 2019

- 2.43 The GTAA was undertaken by *RRR consultancy* Ltd on behalf of Malvern Hills District Council, Worcester City Council, and Wychavon District Council. It determines accommodation needs for Gypsies, Travellers and Travelling Showpeople over the period 2019-2041. The GTAA found a need for 167 additional Gypsy and Traveller pitches for ethnically identified Gypsies and Travellers over the period 2019-41, 104 additional pitches for households who meet the PPTS 2015 definition, and 71 additional pitches for households who meet the 'travel to work' definition. It also found a need for 10 additional Travelling Showpeople plots over the period 2019-2041. In relation to transit provision, this GTAA recommends that the local authorities continue with the Worcestershire negotiated stopping policy which involves caravans being sited on suitable land for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets.

Stratford on Avon GTAA 2019

- 2.44 The GTAA assesses accommodation need over the period 2019-35. The GTAA found that a further 70 Gypsy and Traveller pitches (based on the ethnic identify definition), and 59 pitches (based on PPTS 2015) are needed over the period 2019-2035 in Stratford-on-Avon. There is also a need for 6 additional Travelling Showpeople plots over the same period. The main drivers of need are from 'hidden' households and new family formation. The GTAA recommended that the council could work with the PPTS 2015 definition for Gypsies and Travellers, with the remaining need from the ethnic definition as a reserve need. This means that the council would firstly meet the need of 59 (28 within the first five years) as its obligation, but accept the need of a further 11 (8 within the first five years) as potential need in the area, if further applications are brought forward through windfall. In relation to transit provision, the GTAA recommends the adoption of a negotiated stopping policy which involves caravans being 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.

Warwick District Council GTAA 2012

- 2.45 Although Warwick District Council does not share a boundary with any of the Gloucestershire local planning authorities, they are working with Stratford-on-Avon to produce a South Warwickshire Local Plan. The GTAA was based on a sample of 43 Gypsy and Traveller households residing on sites and in bricks and mortar accommodation. The GTAA identified a need for an additional 31 Gypsy and Traveller pitches for the period 2012-2026. It also suggested the need for 12 transit pitches. The GTAA noted that there were 72 separate unauthorised encampments during 2009–2012, although some unauthorised encampments consisted of the same households

travelling around the study area. Most unauthorised encampments were transiting through the study area. The GTAA supported the approach of creating a network of transit facilities across the wider region to accommodate short term accommodation requirements.

West Oxfordshire GTAA 2016

- 2.46 The GTAA assessed accommodation need over the period 2016 to 2031. In relation to Gypsies and Travellers the GTAA found a need for 4 additional pitches for households who meet the PPTS 2015 definition; 14 additional pitches for households who do not meet the PPTS 2015 definition; and between 0 and 15 additional pitches for households whose planning status is unknown. In relation to Travelling Showpeople, the GTAA found a need for 5 additional plots for households who meet the PPTS 2015 definition; 2 additional plots for households who do not meet the PPTS 2015 definition; and between 0 and 1 additional plots for households whose planning status is unknown. In relation to transit provision, the GTAA recommended adoption of a negotiated stopping place policy.

Wiltshire GTAA 2014

- 2.47 The GTAA found a need for 90 additional pitches to address the needs of all identifiable households for the period 2014-2029. This includes the existing households on unauthorised sites, sites with temporary planning permission, concealed households, movement from bricks and mortar and growth in household numbers due to new household formation. In relation to Travelling Showpeople the GTAA identified a need for 2 plots in the North and West HMA area of the district due to concealed households, and up to 5 plots in the South HMO area due to unauthorised encampments. The GTAA also recommends that transit provision is required in a number of areas in Wiltshire as a single site would not meet this need and would result in ongoing problems with encampments.

Summary

- 2.48 DCLG Planning Policy for Traveller Sites (August 2015) emphasises the need for local authorities to use evidence to plan positively and manage development. The Housing and Planning Act 2016 amends section 8 of the Housing Act 1985 governing the assessment of accommodation needs to include all people residing in the study area in caravans or houseboats. However, for planning purposes, as noted above, the DCLG Planning Policy for Traveller Sites (August 2015) still requires local authorities to identify the accommodation needs of Gypsies, Travellers and Travelling Showpeople who accord with the definition in Annex 1 of the PPTS.

- 2.49 The GTAA is based on a methodology which provides first, an accommodation need figure based on ethnic identity; second, a figure based on the PPTS (August 2015), and a third which relates to the work interpretation (where accommodation need only takes account of those who travel in a caravan for work purposes).
- 2.50 Local planning policies regarding the provision of new Gypsy, Traveller and Showpeople are outlined in respective Core Strategies and Local Plans. All study area local authorities have developed criteria to determine suitable locations for new sites and yards. Whilst Cotswold District Council (2018), Forest of Dean District Council (2012), and Stroud District Council (2015) have prepared individual planning policies, Cheltenham Borough Council, Gloucester City Council and Tewkesbury Borough Council have prepared a joint Core Strategy (2017).
- 2.51 Given the cross-boundary characteristic of Gypsy and Traveller accommodation issues, it is important to consider the findings of GTAAs produced by neighbouring local authorities. GTAAs recently undertaken by neighbouring local authorities indicate that there remains some Gypsy and Traveller accommodation need throughout the region, but none have suggested a need arising in their area should be met within the study area.

3. Trends in population levels

Introduction

- 3.1 This section examines population levels in the GTAA study area and population trends. The primary source of information for Gypsies and Travellers (including Travelling Showpeople) in England is the DLUHC Traveller Caravan Count. This was introduced in 1979 and places a duty on local authorities in England to undertake a twice-yearly count for the DLUHC on the number of Gypsy and Traveller caravans in their area. The count was intended to estimate the size of the Gypsy and Traveller population for whom provision was to be made and to monitor progress in meeting accommodation need.
- 3.2 Although the duty to provide sites was removed in 1994, the need for local authorities to conduct the count has remained. There are, however, several weaknesses with the reliability of the data. For example, across the country counting practices vary between local authorities, and the practice of carrying out the count on a single day ignores the fluctuating number and distribution of unauthorised encampments. Also, some authorities include Travelling Showpeople in the same figures as Gypsies and Travellers, whilst others distinguish between the different groups and do not include Travelling Showpeople.
- 3.3 Significantly, the count is only of caravans (tourer and static caravans) and so Gypsies and Travellers residing in bricks and mortar accommodation are excluded. It should also be noted that pitches / households often contain more than one caravan, typically two or three.
- 3.4 Despite concerns about accuracy, the count is a useful indicator because it provides the only national source of information about numbers and distribution of Gypsy and Traveller caravans. As such, it is useful for identifying trends in the Gypsy and Traveller population, if not determining absolute numbers.
- 3.5 The DLUHC Count includes data concerning Gypsies and Travellers sites²³. It distinguishes between caravans on socially rented authorised, private authorised, and unauthorised pitches. Unauthorised sites and pitches are broken down as to whether they are tolerated or not tolerated. The analysis in this chapter includes data from January 2016 to January 2022.

²³ Data regarding Travelling Showpeople is published separately by the DLUHC as 'experimental statistics'.

Population

- 3.6 The total Gypsy and Traveller population residing in the UK is unknown although the government estimate there to be between 100,000 and 300,000 Gypsy and Traveller people²⁴. There are uncertainties partly because of the number of different definitions that exist, but mainly because of an almost total lack of information about the numbers of Gypsies and Travellers now residing in bricks and mortar accommodation. Estimates produced for the Department for Levelling Up, Housing and Communities (DLUHC) suggest that at least 50%²⁵ of the overall Gypsy and Traveller population are now residing in permanent housing.
- 3.7 Local authorities in England provide a count of Gypsy and Traveller caravans in January and July each year for the DLUHC. Due to Covid-19 restrictions the Count did not take place in July 2020 or January 2021. The January 2022 Count (the most recent figures available) indicate a total of 24,371 caravans. Applying an assumed three person per caravan²⁶ multiplier would give a population of 73,113 persons residing in caravans.
- 3.8 Applying an assumed multiplier of three persons per caravan and doubling this to allow for the numbers of Gypsies and Travellers in housing²⁷, gives a total population of 136,260 for England. However, given the limitations of the data this figure can only be very approximate, and may be a significant underestimate.
- 3.9 It is important to note that there may be inconsistencies between local authorities (including those within the study area) in terms of how the Count is undertaken. For example, some Counts may only include caravans situated on authorised Gypsy and Traveller pitches, whilst others may include those situated on Showpeople yards or residential caravans occupied by non-Gypsies and Travellers.
- 3.10 For the first time, the national census undertaken in 2011 included the category of 'Gypsy or Irish Traveller' in the question regarding ethnic identity. Table 3.1 below shows total population and Gypsy and Traveller population per study area local authority as derived from the 2011 Census²⁸. It shows that in 2011 there were 731 Gypsies and Travellers residing in the study area representing around 0.12% of the usual resident population.²⁹ This is above the average for England & Wales of 0.10%.

²⁴ House of Commons 'Tackling inequalities faced by Gypsy, Roma and Traveller communities' April 2019 located at: www.parliament.uk

²⁵ DCLG, Gypsy and Traveller Accommodation Needs Assessments, October 2007 para.64

²⁶ Niner, Pat (2003), Local Authority Gypsy/Traveller Sites in England, ODPM.

²⁷ Ibid.

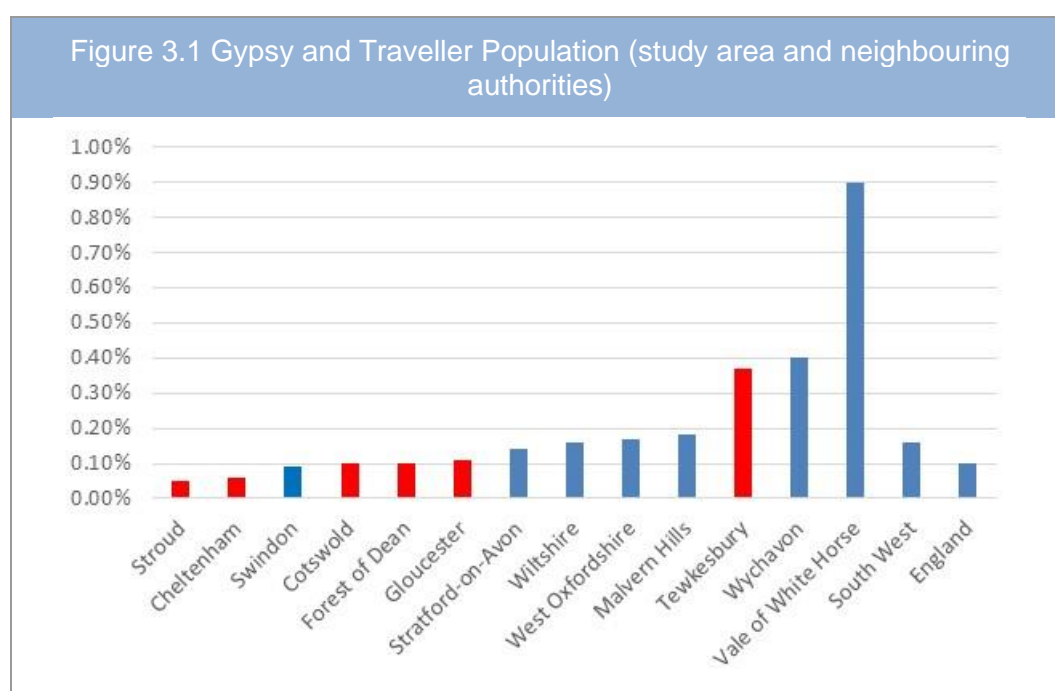
²⁸ The ONS published initial population and household estimates in June 2022 and are expected to publish further data from October 2022 onwards.

²⁹ See ONS 2011 Census Table KS201EW Ethnic Group located at: <http://www.ons.gov.uk/>

Table 3.1 Gypsy and Traveller Population			
	Population (no.)	G&T Pop (no.)	G&T Pop (%)
Cheltenham	115,732	68	0.06%
Cotswold	82,881	87	0.10%
Forest of Dean	81,961	78	0.10%
Gloucester	121,688	136	0.11%
Stroud	112,779	57	0.05%
Tewkesbury	81,943	305	0.37%
Total	596,984	731	0.12%

Source: Census 2011 cited by NOMIS 2021

- 3.11 Figure 3.1 shows the Gypsy and Traveller population as a proportion of the total population for the study area local authorities in the context of neighbouring authorities. It shows that Stroud (0.05%), Cheltenham (0.06%), Cotswold (0.10%), Forest of Dean (0.10%), and Gloucester (0.11%) are below the South West average of 0.16%, whilst Tewkesbury (0.37%) is above the average.



Source: Census 2011 cited by NOMIS 2021

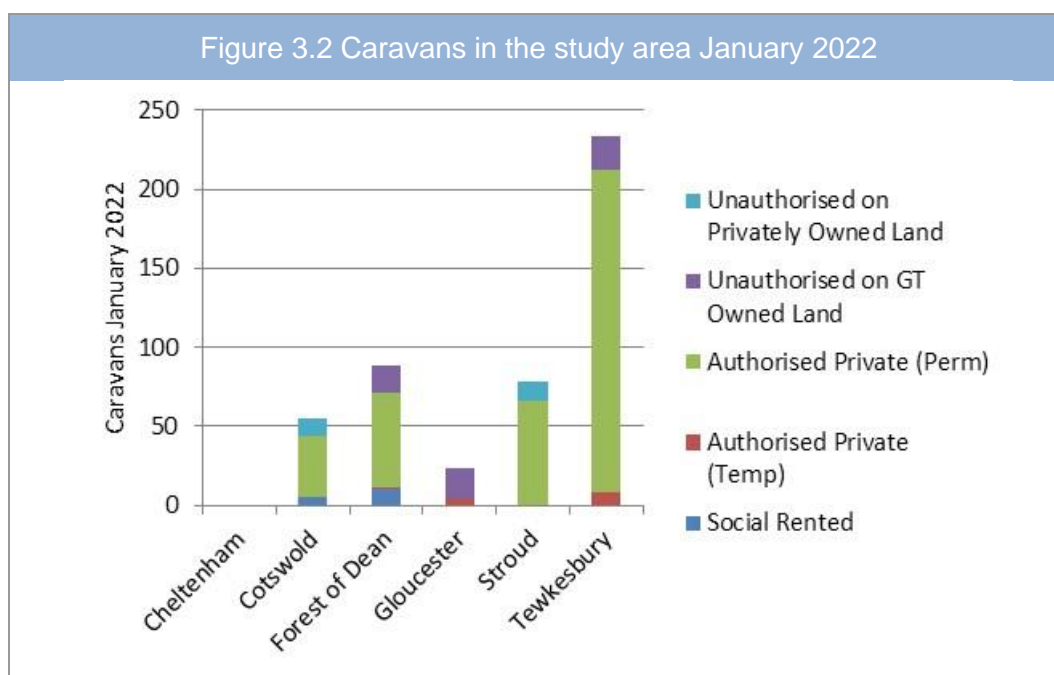
- 3.12 It is also possible to determine the Gypsy and Traveller population within the study area by tenure. Derived from 2011 Census data, Table 3.2 shows the tenure of 265 Gypsy and Traveller households residing within the study area. Over two fifths (42%) of households reside in owned accommodation (compared with 41% in the South West and 33% in England), whilst just under two fifths (38%) reside in social rented accommodation (compared with 37% in the South West and 42% in England), and just under a fifth (19%) reside in private rented accommodation (compared with 22% in the South West and 25% in England). This includes households residing both on sites and

in bricks and mortar accommodation (although the figures do not distinguish between the two types of accommodation). The accommodation needs of Gypsy and Traveller households residing in bricks and mortar accommodation are discussed in Chapter 5.

	Owned		Social rented		Private rented		Total	
	No.	%	No.	%	No.	%	No.	%
Cheltenham	3	11%	15	54%	10	36%	28	100%
Cotswold	20	56%	12	33%	4	11%	36	100%
Forest of Dean	16	59%	6	22%	5	19%	27	100%
Gloucester	17	36%	13	28%	17	36%	47	100%
Stroud	15	75%	2	10%	3	15%	20	100%
Tewkesbury	41	38%	54	50%	12	11%	107	100%
Total	112	42%	102	38%	51	19%	265	100%
South West	875	41%	782	37%	465	22%	2,122	100%
England	6,518	33%	8,162	42%	4,778	25%	19,458	100%

Source: Census 2011 cited by NOMIS 2021

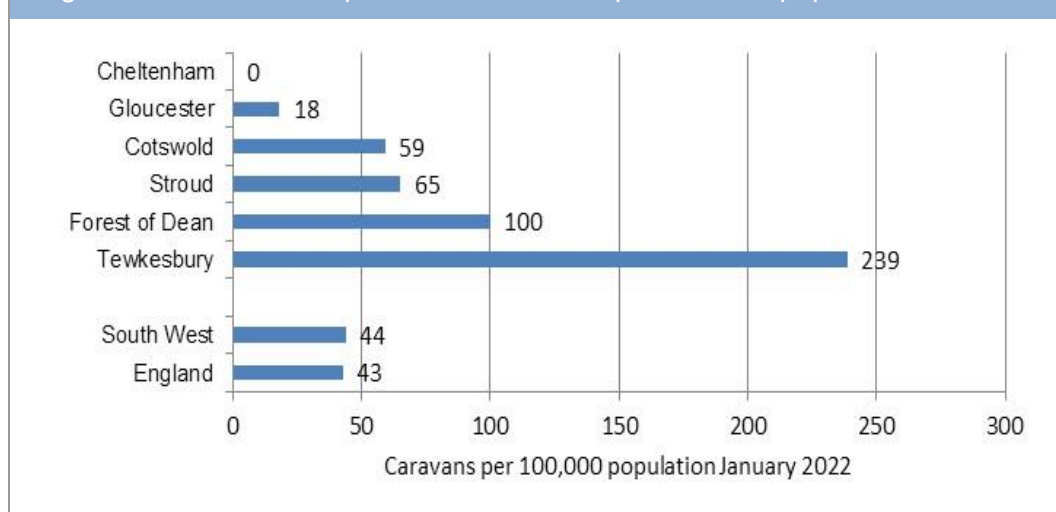
- 3.13 Figure 3.2 below shows that a total of 480 caravans were recorded in the study area, by the January 2022 Caravan Count. There is some variation in the number of caravans in each local authority with 0 caravans recorded in Cheltenham, and 24 recorded in Gloucester. In contrast, 55 caravans were recorded in Cotswold, 78 in Stroud, 89 in Forest of Dean, and 234 in Tewkesbury.
- 3.14 The 480 caravans recorded included 382 caravans on private pitches consisting of 369 with permanent planning permission and 13 with temporary planning permission, 60 unauthorised caravans on land not owned by Gypsies and Travellers, 23 unauthorised on land owned by Gypsies and Travellers, and 15 caravans located on social rented pitches. Please note that the number of pitches recorded differs from the number pitches in Table 3.3 below, as pitches may accommodate more than one caravan.



Source: January 2022 DLUHC Traveller Caravan Count

- 3.15 Figure 3.3 below shows that when the population is taken into account the density of caravans varies. Cheltenham recorded 0 caravans per 100,000 population, whilst Gloucester recorded 18 caravans per 100,000 population. In contrast, Cotswold recorded 59 caravans per 100,000 population, Stroud 65, Forest of Dean 100, and Tewkesbury 239. This compares to 44 caravans per 100,000 population in the Southwest and 43 caravans per 100,000 population in England.
- 3.16 Figure 3.4 shows the total number of caravans on authorised pitches in the study area over the period January 2016 to January 2022. The number of caravans recorded during the period has varied fairly widely with a maximum of 433 caravans recorded in July 2016 compared to a minimum of 281 caravans recorded in January 2019 (a difference of 152 caravans).
- 3.17 The dotted trend line shows that over the last 6 years there has been a slight increase in the number of authorised caravans recorded in the study area. Almost three fifths (57%) of caravans on authorised pitches during the period January 2016 to January 2022 were recorded in Tewkesbury compared with around a seventh recorded in both Stroud (15%) and Forest of Dean (14%), and an eighth (13%) in Cotswold. Only 0.22% were recorded in Gloucester and 0.37% in Cheltenham.

Figure 3.3 Pro rata comparison of Caravans per 100,000 population Jan 2022



Source: January 2022 DLUHC Traveller Caravan Count

Figure 3.4 Study area authorised caravans Jan 2016-Jan 2022



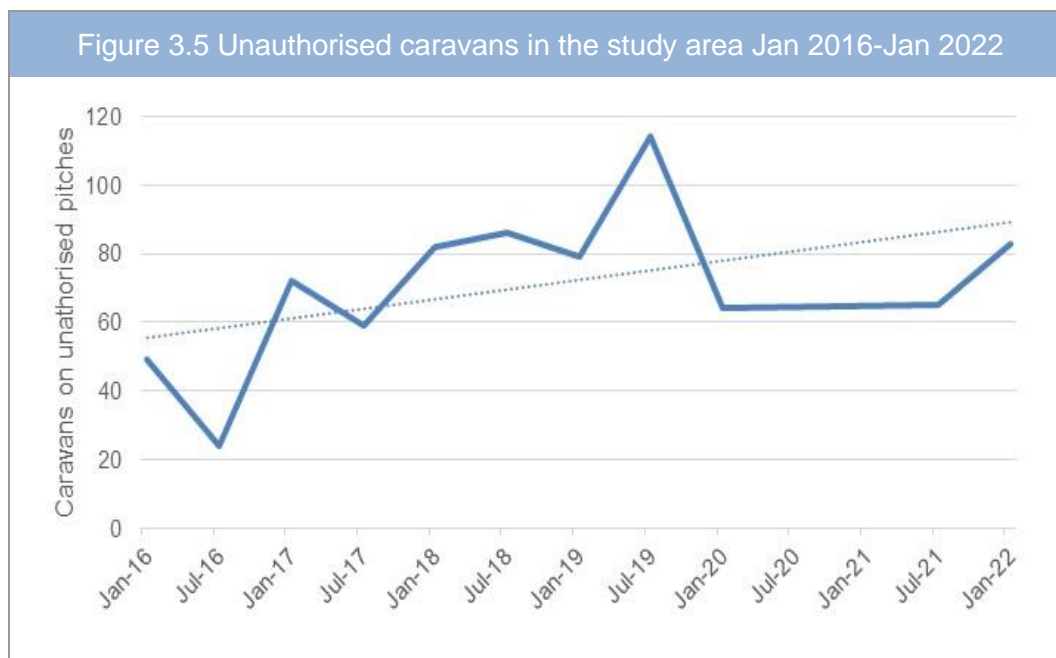
Source: January 2022 DLUHC Traveller Caravan Count

Data on unauthorised sites

3.18 DLUHC data on unauthorised encampments (i.e. caravans residing temporarily on 'pitches' without planning permission) is of limited accuracy, although it may indicate general trends. Figure 3.5 shows the number of caravans recorded on unauthorised pitches in the study area over the period January 2016 to January 2022.

3.19 The number of caravans recorded by the DLUHC Traveller Count on unauthorised pitches varied from a maximum of 114 caravans recorded in July 2019 compared to a minimum of 24 caravans recorded in July 2016 (a difference of 90 caravans). However, the dotted trend line shows a gradual increase in the number of unauthorised encampments over the period January 2016 to January 2022 although there was a substantial difference between the 114 caravans recorded in July 2019 and 83 in

January 2022. On average, just under a third (31%) of unauthorised encampments were recorded in Tewkesbury, around a fifth in Forest of Dean (22%) and Stroud (19%), a seventh (15%) in Cotswold, and an eighth (13%) in Gloucester (0.40% were recorded in Cheltenham).



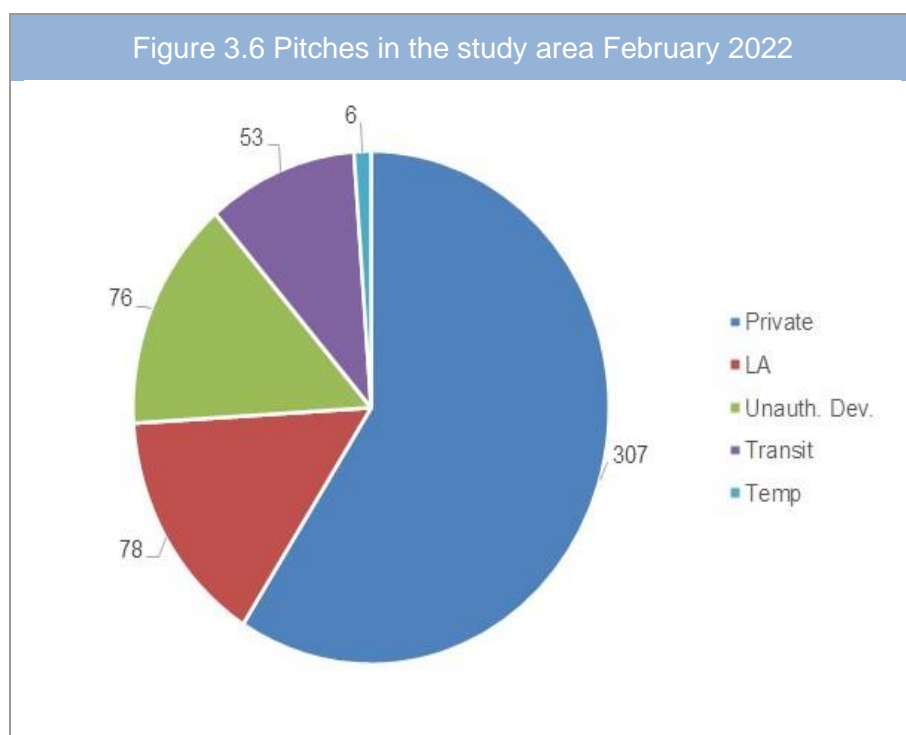
Source: January 2022 DLUHC Traveller Caravan Count

Gypsy and Traveller pitches within the study area

3.20 As Table 3.3 shows, in February 2022 the study area contained 520 pitches consisting of 307 private pitches with permanent planning permission, 78 local authority owned and managed pitches with permanent planning permission, 76 pitches located on unauthorised developments, 53 transit pitches, and 6 pitches with temporary planning permission. Figure 3.6 shows the number and type of pitches throughout the study area.

	Private pitches	LA pitches	UD pitches	Temp pitches	Transit pitches
Cheltenham	0	0	0	2	0
Cotswold	44	4	12	0	0
Forest of Dean	72	0	19	0	15
Gloucester	0	0	16	4	0
Stroud	53	0	6	0	6
Tewkesbury	138	74	23	0	32
Total	307	78	76	6	53

Source: Study area local authorities 2022



Source: Study area local authorities 2022

Travelling Showpeople

3.21 Data from planning permissions is also available in the study area showing provision for Travelling Showpeople. The cultural practice of Travelling Showpeople is to live on a plot in a yard in static caravans or mobile homes, along with smaller caravans used for travelling or inhabited by other family members (for example, adolescent children). Their equipment (including rides, kiosks and stalls) is usually kept on the same plot. Table 3.4 shows that there are 9 Showpeople yards in the study area consisting of 109 plots. There is also 1 yard on an unauthorised development in Forest of Dean consisting of 1 plot.

Table 3.4: Showpeople yards and plots per authority (February 2022)

	TS Yards	TS Plots	UD yards	UD plots	Transit plots
Cheltenham	0	0	0	0	0
Cotswold	0	0	0	0	0
Forest of Dean	0	0	1	1	0
Gloucester	3	40	0	0	0
Stroud	4	40	0	0	0
Tewkesbury	2	29	0	0	0
Total	9	109	1	1	0

Source: Study area local authorities 2022

Boat Dwellers

3.22 Based on local authority and Canal & River Trust (CRT) data, there are no known authorised permanent moorings in the study area. There are private marinas and boat yards, and Canal and River Trust (CRT) owned and managed moorings that are used by both leisure boaters and boat dwellers. There are no registered moorings licensed to accommodate permanent residential boat dwellers (i.e. boat dwellers who reside on moorings for 12 months of the year). There are 11 CRT mooring locations across the study area containing 209 moorings. However, the CRT moorings can only be occupied by households with a permanent land-based residential address elsewhere. Over 200 temporary moorings are available to boat dwellers (including constant cruisers) across the study area waterways although usage is usually restricted to 48 hours or 14 days.

Summary

- 3.23 The 2011 Census indicates that there were 731 Gypsies and Travellers residing in the study area representing about 0.12% of the total population compared to 0.10% in England. The 2011 Census records a total of 265 Gypsy and Traveller households residing within the study area. Over two fifths (42%) of households reside in owned accommodation, whilst just under two fifths (38%) reside in social rented accommodation, and just under a fifth (19%) reside in private rented accommodation.
- 3.24 The DLUHC January 2022 Count shows there were 480 Gypsy and Traveller caravans located in the study area including 382 caravans on private pitches consisting of 369 with permanent planning permission and 13 with temporary planning permission, 60 unauthorised caravans on land not owned by Gypsies and Travellers, 23 unauthorised on land owned by Gypsies and Travellers, and 15 caravans located on social rented pitches.
- 3.25 In relation to density, as part of the DLUHC January 2022 Traveller Caravan Count, Cheltenham recorded 0 caravans per 100,000 population, whilst Gloucester recorded 18 caravans per 100,000 population. In contrast, Cotswold recorded 59 caravans per 100,000 population, Stroud 65, Forest of Dean 100, and Tewkesbury 239. This compares to 44 caravans per 100,000 population in the Southwest and 43 caravans per 100,000 population in England.
- 3.26 The total number of caravans on authorised pitches in the study area over the period January 2016 to January 2022 varied fairly widely with a maximum of 433 caravans recorded in July 2016 compared to a minimum of 281 caravans recorded in January 2019 (a difference of 152 caravans). Over the last 4 years there has been a slight decrease in the number of authorised caravans recorded in the study area.

- 3.27 The number of caravans recorded by the DLUCH Traveller Count on unauthorised pitches varied from a maximum of 114 caravans recorded in July 2019 compared to a minimum of 24 caravans recorded in January 2016 (a difference of 90 caravans). There was a gradual increase in the number of unauthorised encampments over the period January 2016 to January 2022 although there was a substantial difference between the 114 caravans recorded in July 2019 and 83 in January 2022.
- 3.28 In February 2022 the study area contained 520 pitches consisting of 307 private pitches with permanent planning permission, 78 local authority owned and managed pitches with permanent planning permission, 76 pitches located on unauthorised developments, 53 transit pitches, and 6 pitches with temporary planning permission. There were 8 Showpeople yards in the study area consisting of 107 plots. There is also 1 yard on an unauthorised development in Forest of Dean consisting of 1 plot. There are 11 CRT managed mooring locations across the study area containing 209 moorings although none are occupied by permanent residential boat dwellers. There are also around 200 temporary moorings.

4. Stakeholder consultation

Introduction

- 4.1 This chapter provides data from consultation with a range of stakeholders (service providers), which was conducted between June and August 2021. It provides in-depth qualitative insight into the accommodation needs of Gypsies and Travellers, Showpeople and boat dwellers. The aim of this section of the consultation was to obtain both an overall perspective on issues facing these groups, and an understanding of local issues that are specific to the study area from the perspective of key service providers in relation to the study area and neighbouring authorities.
- 4.2 Due to Covid-19 restrictions the consultation took the form of an online survey and telephone consultation. In recognition that Gypsies and Travellers, Showpeople, and boat dweller issues transcend geographical boundaries and the duty to cooperate in addressing their accommodation needs, consultation was undertaken with officers from within the study area and from neighbouring authorities.
- 4.3 Themes discussed through the consultation included: the need for additional accommodation and facilities; travelling patterns; the availability of land; accessing services; and work taking place to meet the needs of the different community groups. Please note that the views presented below are those of the stakeholders from agencies and organisations who took part in the stakeholder consultation.

Accommodation

- 4.4 Stakeholders were asked about the main issues facing Gypsies and Travellers, Showpeople, and boat dwellers in the study area and neighbouring authority areas. In relation to Gypsies and Travellers, it was stated by most stakeholders that there is a need for more permanent and transit provision both within the study area and neighbouring authority areas. As most sites in the study area are privately owned, they are not accessible to all Gypsy and Traveller households with accommodation needs. Some long-established sites are being occupied by non-Gypsy and Traveller families.
- 4.5 Stakeholders cited a range of factors which lead to accommodation need. The main driver of accommodation was determined as a lack of permanent sites, yards, and moorings. Other factors mentioned by stakeholders included: doubling up on existing pitches; unauthorised developments; household formation; concealed families or adults; and older teenage children in need of a pitch of their own in the next 5 years. It was noted that although whilst there are not many Gypsy and Traveller sites in Gloucester City, there are many on the periphery in Stroud District and Tewkesbury District.

- 4.6 There can be difficulties in acquiring land suitable for new sites as landowners may withdraw from negotiations when they discover the prospective buyers are from the Gypsy and Traveller community. Advising Gypsy and Travellers households whether land is likely to be given planning permission would provide some stability for them. A lack of permanent and transit sites in the study area may lead to an increase in unauthorised encampments.
- 4.7 A key barrier to delivering new sites or yards cited by stakeholders is a lack of suitable, affordable land within the study area and beyond. Sites and yards that do come forward can be highly constrained by e.g. 'Areas of Natural Beauty' (AONB), 'Site of Special Scientific Interest' (SSSI), conservation areas etc. Also, house prices in Cotswold are high and are unaffordable to many people.
- 4.8 It was suggested that sites and yards that are appropriate for Traveller use are often marketed for conventional housing. The low residential land values generated by planning permission for a Gypsy and Traveller sites may be too low to maximise capital returns for landowners. It was noted that the value for residential land in Gloucester is around £500k per acre, whilst land for employment purposes is valued between £350k-£400k per acre. In contrast, land suitable for Travelling Showpeople will have a value of £60k-£100k per acre. Several stakeholders stated that public opposition is a key barrier to new sites. This can be irrespective of the size of the proposed site. The settled community tend to support the development of conventional housing over the use of a site or yard by Travellers.
- 4.9 In relation to Showpeople, the Showmen's Guild commented on how local authorities need to understand how cultural factors impact on accommodation need. For example, Showpeople prefer to reside in intergenerational extended families that support older household members. As such, yards need to be of sufficient size to accommodate current family members and future newly forming families. In practical terms, yards need to be large enough to safely accommodate both household members and equipment.
- 4.10 There is a need for more permanent provision both within the study area and neighbouring authority areas; and a limited land supply combined with high land prices. New Showpeople yards need to be sufficiently large to store fairground equipment.
- 4.11 It was noted that there is a large population of Travelling Showpeople residing around the Westend Parade, north Gloucester. There are two main sites in the city located at Pool Meadow and Fairview, with other yards dotted around. Travelling Showpeople are also concentrated in Moreton Valence parish and Stonehouse in Stroud District, as is the Fairlands, a yard managed by the Showmen's Guild. There are also Travelling Showpeople residing in bricks and mortar properties along Westend Parade. The local

authority has undertaken searches for new yards, but as of yet none have been identified.

- 4.12 In relation to boat dwellers, the National Bargee Travellers Association (NBTA) estimate that there are at least 200 people residing on boats in Gloucestershire mainly on the Gloucester and Sharpness Canal. A significant proportion of these boat dwellers are retired or older people with disabilities or health needs, who may be living on larger boats that cannot navigate much further than the Gloucester and Sharpness Canal due to the size of boat.
- 4.13 According to the NBTA, a sizeable minority of the boat dwellers on the Gloucester and Sharpness Canal are licensed without a home mooring. The Canal & River Trust (CRT) require that boats without a home mooring travel a range of at least 20 miles during the licence period. The Gloucester and Sharpness Canal is just over 16 miles long. As such, the CRT license requirement pressurises boaters into travelling on the River Severn which can be dangerous to navigate, especially the Partings, which is the stretch immediately beyond Gloucester.
- 4.14 Many boaters are pressurised into taking moorings which are almost all non-residential, and consequently suffer problems due to planning enforcement, threatened planning enforcement, or termination of the mooring agreement by the marina due to being suspected of living aboard. If they never use the mooring, boat dwellers risk further enforcement from CRT for allegedly having a 'ghost' mooring, which is defined as a mooring not in use or a mooring that does not exist. Also, the restoration of the Stroudwater Canal by local authorities and (non-CRT) canal charities in the county looks likely to have rules restricting mooring to 24 or 48 hours. This makes it difficult for boat dwellers without a home mooring to use the canal when restoration is finished due to the prohibition of mooring in one place for 14 days.
- 4.15 In relation to boat dwellers residing in neighbouring areas, it was suggested that the main waterway used by boat dwellers in neighbouring Wiltshire is the Kennet & Avon Canal. There are at least 400 boats in Wiltshire using towpath moorings, and a similar number on leisure moorings in the Bradford-on-Avon area. Waterways in the study area e.g. Gloucester & Sharpness Canal provide access to the Midlands canals. Tidal flows mean that access to the Bristol and the Kennet, and Avon Canal, from waterways within the study area is problematic. The potential full restorations of the Thames and Severn Canal, and the Wiltshire and Berkshire Canal, will facilitate access to the Kennet and Avon Canal, and the Thames.
- 4.16 The key factors cited by stakeholders determining accommodation for boat dwellers included: unlawful enforcement against boat dwellers without a permanent mooring; a lack of residential planning consent for those with a permanent mooring; prejudiced attitudes to boaters without a home mooring by the restorers of the Stroudwater Canal;

and the CRT's restrictive licence conditions regarding boats dwellers with a home mooring. It was also suggested that the housing crisis, the Covid-19 pandemic, and the Police, Crime and Sentencing Courts Bill are also drivers of increasing numbers of people residing on boats both with or without a permanent mooring.

- 4.17 Both the National Barge Travellers Association (NBTA) and Canal and River Trust (CRT) commented on the increasing number of households residing on boats in the study area. This is both in terms of households who permanently reside on boats, and those who reside on them only whilst working or studying. Stakeholders cited a range of reasons for the increasing number of boat dwellers including homelessness, a lack of affordable accommodation, and life-style choice.
- 4.18 In response to the increasing demand for moorings, the CRT spoke of how they are considering developing more permanent moorings in the study area. This includes the possibility of developing additional moorings at three locations in the Gloucester area due to demand from boat dwellers currently moored alongside towpaths requiring permanent provision. The CRT is also aware of demand for permanent moorings arising from boat dwellers using temporary moorings in the study area for long periods of time. They suggested that boat dwellers occupying temporary moorings for longer than 48 hours or 14 days, or move outside the local area until they are allowed to return, is indicative of the need for more permanent moorings.
- 4.19 Key barriers to new moorings cited by the NBTA included: prejudiced attitudes towards boat dwellers especially those without a permanent mooring; competition from the leisure and hire boating industry; and property developments taking precedence over the provision of temporary and permanent moorings for boat dwellers.

Transit provision and travelling patterns

- 4.20 In terms of travelling patterns, Gypsy and Traveller households tend to travel on a north/south route through the county with some travelling to Ireland. It was suggested that Gypsies and Travellers tend to travel in groups and will traditionally reside in the same places, at around the same time, each year. This makes it easier to manage unauthorised encampments. It was suggested that most Gypsies and Travellers residing in South Gloucestershire tend not to travel for work purposes (and stay away from their usual place of residence), but for cultural events etc. Other reasons for travelling cited by stakeholders included: seasonal work (tarmacking, landscaping work, and roofing work), funerals and weddings.
- 4.21 Showpeople tend to operate sub-regionally and around the wider south-west. Also, they tend to use their own sites. Whilst often away during the summer, it is understood that children often stay at home so yards will be occupied at all times. Whilst there are low numbers of unauthorised encampments in relation to Showpeople in the study area, these may increase during events such as Stow Fayre.

- 4.22 It was suggested that boat dwellers primarily travel along the length of the Gloucester and Sharpness Canal, occasionally up and down the rivers Severn and Avon to Tewkesbury, Worcester or Stratford, or via Worcester or Stratford onto the main inland canal system. In Wiltshire, they travel up the Kennet and Avon Canal – in the western part of the county through Bristol, Bath, Bradford-on-Avon, Calne Locks; and in the eastern part of the county through Devizes, Bedwyn, and Hungerford, Berkshire.
- 4.23 In relation to the numbers of unauthorised encampments within the study area and neighbouring authorities, it was generally agreed that in the last few years that numbers have remained steady or slightly decreased. However, increased numbers of unauthorised encampments take place during the summer. Events such as the summer solstice, Stow Fair, and the Cheltenham races can attract hundreds of Gypsies and Travellers to local areas. Most Gypsies and Travellers recorded on unauthorised encampments are travelling through the study area.
- 4.24 The main reasons stated by stakeholders for unauthorised encampments by Gypsies and Travellers taking place in the study area included: a lack of available permanent pitches in suitable locations; households temporarily moving through the study area; insufficient number of transit sites; to find work; to undertake holidays; weddings and funerals. It was noted that there is a transit site consisting of 32 pitches located in Tewkesbury. There is also transit provision of 15 pitches at Bromsberrow, in the Forest of Dean. According to stakeholders, there is a need for additional transit provision within the study area and neighbouring authorities.
- 4.25 It can be difficult to determine preferred locations for new transit provision, although it was suggested that it may be best to locate it close to main arterial routes such as the A38 and M5. Also, there is some political will for the study area local authorities to implement a negotiated policy i.e. negotiated arrangements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time. However, any policy response needs to be coordinated county-wide. In relation to boat dwellers, it was suggested that there is a significant need for more safe moorings along the River Severn and River Avon (the latter is managed by the Avon Navigation Trust).

Relationship between Travellers communities and the settled community

- 4.26 According to stakeholders, there can be tensions between the different traveller groups and the settled community. The settled community frequently have negative views regarding the Gypsy and Traveller community and may stigmatise them. Members of the settled community may hold stereotypical, often negative, views regarding the Gypsy and Traveller community. Members of the settled community often express frustration that Travellers can gain planning permission for sites in open countryside, cause fly-tipping, etc. However, the settled community do not appear to view the Travelling Showpeople community in such a negative manner.

- 4.27 Alternatively, it was suggested that the relationship between the communities is fairly good, with relatively good levels of integration. Instances where this is not the case are generally around unauthorised encampments and when new sites are promoted through the application process. Travellers want to be respected as well as having the opportunity to live according to traditions and customs. A lack of interaction makes it difficult to gauge the relationships between the communities.
- 4.28 It was stated that many house dwellers are prejudiced against boat dwellers to the extent that: people in canal and riverside houses try to prevent boats mooring in front of houses; the boat dwellers experience verbal abuse; and there are campaigns against boat dwellers legally mooring. There is also prejudice from the leisure boating community and hire boating companies towards boat dwellers without a permanent mooring.
- 4.29 It was suggested that there needs to be a better understanding of cultural differences between the communities. This could be achieved by undertaking education and awareness sessions or cultural events involving the local community and agencies. This could be implemented by community development workers working with the different communities. The Showmen's Guild also commented on how a better understanding of Showpeople's way of life would help improve relations.

Health and education needs

- 4.30 Stakeholders were asked if they were aware of any health, education or other service needs amongst the Gypsy and Traveller communities. Most stakeholders stated that they were not aware of any particular issues. The main obstacle is determining the best means to get information about health and education services issues to Gypsies and Travellers. Gypsy and Traveller households signposted to relevant services tend to access them. The Showmen's Guild spoke about the importance of households having good access to health and educational services. Many boat dwellers on the Gloucester and Sharpness Canal are older people with health problems or disabilities. Some boat dwellers are located up to 20 miles away from permanent moorings.

Cooperation and joint working

- 4.31 Stakeholders were asked whether local authorities and agencies cooperate well on Gypsy, Traveller, Travelling Showpeople and boat dweller issues. Generally, stakeholders stated that there is good cooperation and communication between the different local authorities (including Gloucestershire County Council) and agencies on Gypsy and Traveller issues within the study county. The Gloucestershire local authorities are at an advanced stage of preparing a joint Statement of Common Ground, which will include a commitment to working together to meet the needs of Travellers.

- 4.32 It was noted that Wiltshire Council has implemented a Traveller Reference Group which brings together local authority departments and external organisations. The Group has prepared a Traveller Strategy, briefs elected members on key issues, and undertakes engagement events during planning preparation processes etc. Similarly, the Gloucestershire local authorities jointly work through the county Gypsy, Roma and Traveller County Officers Group. This group was formed in 2019 to encourage co-operation, information sharing, consistency and partnership working. It involves police, housing, legal, enforcement, planning officers at county and district/borough tiers.
- 4.33 There needs to be better cooperation and communication to help understand travelling patterns; how transit provision relates to broader areas than where it is located; and a better system for recording the delivery of new provision and how this can be shared countywide
- 4.34 Similarly, there needs to be better communication and co-operation between local authorities and the boat dwelling community. Local authorities are only just beginning to understand the needs of boat dwellers. One problem is that local authorities ignore the needs of boat dwellers without a permanent mooring. There is not just a need for more permanent moorings but also temporary liveaboard moorings, and facilities such as water and sanitation.

Summary

- 4.35 The consultation with key stakeholders offered important insights into the main issues within the study area. There is a need for more permanent and transit provision both within the study area and neighbouring authority areas. That most sites in the study area are privately owned, means that they are not accessible to all Gypsy and Traveller households with accommodation needs. Some long-established sites are being occupied by non-Gypsy and Traveller families.
- 4.36 The main driver of accommodation need determined by stakeholders, is a lack of permanent Gypsy and Traveller sites, Showpeople yards, and boat dweller moorings. Other factors mentioned by stakeholders included: doubling up of households on existing pitches; unauthorised developments; household formation; concealed families or adults; and older teenage children in need of a pitch of their own in the next 5 years.
- 4.37 There can be difficulties in acquiring land suitable for new sites as landowners may withdraw from negotiations when they discover the prospective buyers are from the Gypsy and Traveller community. A key barrier to delivering new sites or yards cited by stakeholders is a lack of suitable, affordable land within the study area and beyond. Sites and yards that do come forward can be highly constrained by e.g. 'Areas of Natural Beauty' (AONB), 'Site of Special Scientific Interest' (SSSI), conservation areas etc.
- 4.38 In relation to boat dwellers, the National Bargee Travellers Association (NBTA) estimate that there are at least 200 people residing on boats in Gloucestershire mainly

on the Gloucester and Sharpness Canal. A significant proportion of these boat dwellers are retired or older people with disabilities or health needs, who may be living on larger boats that cannot navigate much further than the Gloucester and Sharpness Canal due to the size of boat.

- 4.39 In terms of travelling patterns, Gypsy and Traveller households tend to travel on a north/south route through the county with some travelling to Ireland. Gypsies and Travellers tend to travel in groups and will traditionally reside in the same places, at around the same time, each year. Showpeople tend to operate sub-regionally and around the wider south-west and tend to use their own sites. Boat dwellers primarily travel along the length of the Gloucester and Sharpness Canal, occasionally up and down the rivers Severn and Avon to Tewkesbury, Worcester or Stratford, or via Worcester or Stratford onto the main inland canal system.
- 4.40 It was generally agreed by stakeholders that in the last few years the numbers of unauthorised encampments in the study area have remained steady or slightly decreased. However, increased numbers of unauthorised encampments take place during the summer. It was noted that there is a transit site consisting of 23 pitches located in Tewkesbury. There is also transit provision of 15 pitches at Bromsberrow, in Forest of Dean. According to stakeholders, there is a need for additional transit provision within the study area and neighbouring authorities.
- 4.41 According to stakeholders, there can be tensions between the different traveller groups and the settled community. The settled community frequently have negative views regarding the Gypsy and Traveller community and may stigmatise them. There needs to be a better understanding of cultural differences between the communities. This could be achieved by undertaking education and awareness sessions or cultural events involving the local community and agencies.
- 4.42 Most stakeholders were not aware of any particular health issues in relation to Gypsies and Travellers. However, many boat dwellers on the Gloucester and Sharpness Canal are older people with health problems or disabilities. Some boat dwellers are located up to 20 miles away from permanent moorings. The main obstacle is determining the best means to get information about health and education services issues to people residing on sites, yards and moorings.
- 4.43 Generally, stakeholders stated that there is good cooperation and communication between the different local authorities (including Gloucestershire County Council) and agencies on Gypsy and Traveller issues within the study county. However, there needs to be much better co-ordination between local authority officers and elected members, and better communication and co-operation between Gloucestershire local authorities and the boat dwelling community. The Wiltshire Traveller Reference Group which brings together local authority departments and external organisations was cited as an example of good practice.

5. Gypsies and Travellers consultation

Introduction

5.1 This section of the assessment focuses on the consultation with Gypsies and Travellers. It involved questions covering a range of issues related to accommodation and service needs, based on a standard questionnaire (agreed with the steering group). Whilst covering all questions, the method and order of questions varied in order to maximise response rates. Methods ranged from an informal style to a more formal approach which involved asking questions in a specific order.

Methodology

5.2 The consultation included questions regarding issues such as family composition (per pitch), accommodation and facilities, the condition, ownership, management and suitability of current sites and pitches (including facilities and services), occupancy of existing pitches (including the number of, and reasons for, vacant and / or undeveloped pitches, and future plans for pitches), travelling patterns, and accommodation needs.

5.3 Due to Covid-19, whilst accommodation need arising from each site and pitch was determined, the consultation methods sometimes varied. For example, when direct consultation with households was not possible, information regarding pitch occupancy, travelling patterns, and accommodation needs was obtained using reliable sources such as relatives, neighbours, and site owners and managers (referred to as proxy consultation).

5.4 Data gathered was used to calculate supply, occupancy, and need, and in relation to Gypsies and Travellers, which of the three needs categories those with need met. Also, general comments in terms of the key issues were also gathered and recorded, in order to gain and present further insight and evidence the need calculations (summarised below).

5.5 The number and location of pitches were determined using local authority data. Households were consulted on key issues regarding accommodation needs. The combination of local authority data, site visits, and consultation with households helped to clarify the status of pitches (i.e. which pitches are occupied by Gypsies and Travellers, vacant pitches, pitches with planning permission which are planned to be developed or redeveloped, overcrowded pitches, pitches occupied by household members with a need for separate accommodation, and hidden households, amongst other needs issues). Locations where planning permission has lapsed, refused or withdrawn, or where enforcement action has previously taken place, were also visited to confirm occupancy and use.

5.6 In determining the supply, it was evident that in some of the local authorities not all recorded pitches and sites were available to Gypsies and Travellers, either due to change of use, occupancy (no longer occupied by members of the Gypsy and Traveller communities) or changes to the structure of sites and subsequently changes to the number of pitches on a site. Information concerning this is available via the respective councils.

5.7 Although attempts were made to access Gypsies and Traveller households residing in bricks and mortar accommodation, it was not possible to consult with them. However, an alternative method of determining the accommodation needs of households residing in bricks and mortar accommodation has been applied (see step 15 below). The methods used in attempting to contact households residing in bricks and mortar accommodation included:

- Asking households residing on sites if they were aware of any relatives or friends residing in bricks and mortar accommodation;
- Contacting key stakeholders to request help to access Gypsies and Travellers living in bricks and mortar; and
- Seeking information about the location of households residing in bricks and mortar accommodation through the stakeholder consultation

Existing Supply

5.8 There are a total of 385 pitches. Table 5.1 shows the occupied pitches, vacant pitches (current pitches with planning permission but not occupied at the time of the consultation), and potential pitches (pitches with planning permission expected to be developed or redeveloped and occupied within the first five-year period).

Table 5.1 Occupied, vacant and potential Gypsy and Traveller pitches (authorised supply)				
	Occupied	Vacant	Potential	Total
Cheltenham	0	0	0	0
Cotswold	41	7	0	48
Forest of Dean	49	0	23	72
Gloucester	0	0	0	0
Stroud	36	0	17	53
Tewkesbury	182	8	22	212
Total	308	15	62	385

Source: Study area local authorities 2022

5.9 Table 5.2 below lists the number of authorised pitches per authority including vacant and potential pitches (see Appendix for further site information).

Table 5.2 Gypsy and Traveller pitches per authority			
	Private	LA	Total
Cheltenham	0	0	0
Cotswold	44	4	48
Forest of Dean	72	0	72
Gloucester	0	0	0
Stroud	53	0	53
Tewkesbury	138	74	212
Total	307	78	385

Source: GTAA 2022

- 5.10 Table 5.3 lists the number of pitches per authority with temporary planning permission and those with no planning permission and recorded as unauthorised developments (including unauthorised pitches tolerated by the respective planning authority and those with pending applications or appeals). As can be seen in the needs calculations below (Table 5.5) these pitches contribute towards the additional accommodation needs in the area, due to being in need of permanent planning permission and the occupants having accommodation need.

Table 5.3 Gypsy and Traveller pitches without permanent permission per local authority			
	Temporary	Unauthorised developments	Total
Cheltenham	2	0	2
Cotswold	0	12	12
Forest of Dean	0	19	19
Gloucester	4	16	20
Stroud	0	6	6
Tewkesbury	0	23	28
Total	6	76	87

Source: GTAA 2022

- 5.11 This resulted in consultation and data collection representing 82% of all known authorised pitches and sites. The following table outlines the response rate per authority across the study area using a combination of face-to-face and proxy consultation:

Table 5.4 GTAA survey response rates on authorised pitches

	Occupied Authorised Permanent Pitches	No. Surveyed	Response rate %
Cheltenham	0	0	NA
Cotswold	41	34	83%
Forest of Dean	49	42	86%
Gloucester	0	0	N/A
Stroud	36	35	97%
Tewkesbury	182	142	78%
Total	308	253	82%

Source: GTAA 2022

Table 5.5 GTAA survey response rates on unauthorised pitches

	Unauthorised Development Pitches	No. Surveyed	Response rate %
Cheltenham	0	0	N/A
Cotswold	12	4	33%
Forest of Dean	19	6	32%
Gloucester	16	16	100%
Stroud	6	6	100%
Tewkesbury	23	12	52%
Total	76	44	58%

Source: GTAA 2022

Table 5.6 GTAA survey response rates on temporary pitches

	Temporary Pitches	No. Surveyed	Response rate %
Cheltenham	2	2	33%
Cotswold	0	0	N/A
Forest of Dean	0	0	N/A
Gloucester	4	4	67%
Stroud	0	0	N/A
Tewkesbury	0	0	N/A
Total	6	6	100%

Source: GTAA 2022

- 5.12 As identified in Table 5.3 above, according to the respective councils, there are 6 pitches with temporary permission in the study area (2 in Cheltenham and 4 in Gloucester). All 6 pitches are included in the accommodation needs calculations.
- 5.13 There are 76 unauthorised development pitches in the study area. All were visited to confirm existence and to determine use and need, along with other sites which were confirmed as not being in use and unlikely to be used as Gypsy and Traveller sites. Where possible, consultation with households or with a reliable representative of the household took place to gather further information and insight. All of the 76 identified unauthorised developments are included in the accommodation needs calculations (including those where consultation was not possible but confirmed that they are unauthorised developments).

- 5.14 There are also a total of 53 transit pitches. Households on transit sites at the time of the consultation were consulted with and 3 stated that they have need for a permanent pitch (included in the need below).

Accommodation need

- 5.15 Additional accommodation need mainly derives from: households residing on unauthorised pitches or pitches with temporary planning permission requiring permanent permission; households residing on overcrowded authorised pitches; and new family formations expected to arise from within existing family units. Accommodation need for pitches also derives from households residing in bricks and mortar accommodation. Households residing on sites and stakeholders commented on how it is important to determine this component of accommodation need.

Requirement for residential pitches 2021-2026³⁰

- 5.16 The need for residential pitches in the study area is assessed according to a 15-step process, based on the model suggested in DCLG (2007) guidance and supplemented by data derived from the survey. The results of this are shown in Table 5.2 below, while the subsequent section contains explanations of the sourcing and calculation of figures for each step. The following table (Table 5.2) relates to the study area as a whole. Calculations per authority is in appendix.
- 5.17 As discussed in Chapter 2, there are differing interpretations of the PPTS (August 2015) definition. As such, the needs assessment provides three accommodation needs figures: first, based on ethnic identity ('Ethnic' column); second, based on PPTS 2015 ('PPTS' column); and third, including the accommodation needs only of households who travel for work purposes ('work' column).

Table 5.5 Estimate of the need for permanent residential site pitches 2021-2026

	Ethnic	PPTS	Work
1) Current occupied permanent residential site pitches	308	308	308
<i>Additional residential supply</i>			
2) Number of unused residential pitches available	15	15	15
3) Number of existing pitches expected to become vacant through mortality	8	8	8
4) Net number of family units on sites expected to leave the area in next 5 years	0	0	0
5) Number of family units on sites expected to move into housing in next 5 years	0	0	0
6) Residential pitches planned to be built or to be brought back into use	62	62	62
Total Additional Supply	85	85	85
<i>Additional residential need</i>			
7) Seeking permanent permission from temporary sites	6	6	4
8) Family units (on pitches) seeking residential pitches in the area, excluding those counted as moving due to overcrowding in step 12	0	0	0
9) Family units on transit pitches requiring residential pitches in the area	3	3	3
10) Family units on unauthorised encampments requiring residential pitches	0	0	0
11) Family units on unauthorised developments requiring residential pitches	76	72	39
12) Family units currently overcrowded (or hidden family members) on pitches seeking residential pitches in the area, excluding those containing emerging family unit in step 8	15	14	7
13) Net new family units expected to arrive from elsewhere	0	0	0
14) New family formations expected to arise from within existing family units	49	39	18
15) Family units in housing but with a psychological aversion to housed accommodation	38	0	0
Total Need	187	134	71
<i>Balance of Need and Supply</i>			
Total Additional Pitch Requirement	102	49	-14
Annualised Additional Pitch Requirement	0	0	0

Source: GTAA 2022

Requirement for residential pitches 2021-2026: steps of the calculation

5.18 Information from local authorities and the census plus evidence from the survey was used to inform the calculations including:

- The number of Gypsies and Travellers housed in bricks and mortar accommodation
- The number of existing Gypsy and Traveller pitches
- The number of families residing on unauthorised encampments requiring accommodation (and surveyed during the survey period)
- The number of unauthorised developments (during the survey period)
- The number of temporary pitches
- The number of vacant pitches
- The number of planned or potential new pitches
- The number of transit pitches

- 5.19 The remainder of this chapter describes both the process and results of the Gypsy and Traveller accommodation needs calculations.

Supply of pitches 2021-2026

Supply steps (steps 1 to 6) are the same irrespective of which definition of accommodation need used.

Step 1: Current occupied permanent site pitches

- 5.20 Based on information provided by the councils and corroborated by site visits and household surveys, there are currently 308 occupied authorised Gypsy and Traveller pitches in the study area.

Step 2: Number of unused residential pitches available

- 5.21 This relates to those pitches that have planning permission, are developed but not currently in use. There are currently 15 vacant pitches within the study area.

Step 3: Number of existing pitches expected to become vacant 2021-2026

- 5.22 This is calculated using mortality rates as applied in conventional Housing Needs Assessments. However, the figures for mortality have been increased in accordance with studies of Gypsy and Traveller communities suggesting a life expectancy approximately 10 years lower than that of the general population.³¹ This results in the supply of 8 pitches.

Step 4: Number of family units in site accommodation expressing a desire to leave the study area and resulting in the creation of a vacant pitch

- 5.23 None of the households surveyed as part of this GTAA stated that they would like to leave the study area. Also, there is no data regarding households who would like to migrate from outside the study area into it. As such, it is usual to determine both in- and out-migration as zero.

Step 5: Number of family units on permanent pitch site accommodation expressing a desire to reside in housing and resulting in the creation of a vacant pitch

- 5.24 This is determined by survey data. It was assumed that all those currently residing on sites planning to move into housing in the next five years (step 5), or preferring to move into housing from an overcrowded pitch (step 11), would be able to do so. This resulted in a supply of zero.

³¹ E.g. L. Crout, *Traveller health care project: Facilitating access to the NHS*, Walsall Health Authority, 1987.

Step 6: Residential pitches planned to be built or brought back into use, 2021-2026

- 5.25 This is determined by local authority data and from an assessment of sites during visits. Such pitches are referred to as 'potential'. This means that the pitches have been granted planning permission but have not yet been developed. Potential pitches include those which have been partly developed or which were previously occupied but are currently not occupied and in need of redevelopment. There are 62 pitches in the study area that are expected to be built or brought back into use during the period 2021-2026.

Need for pitches 2021-2026

- 5.26 As discussed in Chapter 2, this needs assessment provides three accommodation needs figures: first, based on ethnic identity ('Ethnic' column); second, based on PPTS 2015 ('PPTS' column); and third, including the accommodation needs only of households who travel for work purposes ('work' column).

Step 7: Seeking permanent permission from temporary sites

- 5.27 This is determined by local authority data. It is assumed that families residing on pitches whose planning permission expires within the period 2021-2026 will still require accommodation within the study area. There are currently 6 pitches with temporary planning permission located in the study area. This generates a total need in the study area of 6 pitches ('ethnic'), 6 pitches ('PPTS'), and 4 pitches ('work').

Step 8: Family units on pitches seeking residential pitches in the study area 2021-2026 and not leading to making a pitch vacant and available for others to occupy

- 5.28 This is determined by survey data. These family units reported that they 'needed or were likely' to move to a different home in the next five years, and wanted to stay on an authorised site, or that they were currently seeking accommodation.
- 5.29 This category of accommodation need overlaps with those moving due to overcrowding, counted in step 12, and so any family units which both are overcrowded and seeking accommodation are deducted from this total. This generates a total need in the study area of 0 pitches ('ethnic'), 0 pitches ('PPTS'), and 0 pitches ('work').

Step 9: Family units on transit pitches seeking residential pitches in the study area 2021-2026

- 5.30 This is determined by survey data. These family units reported that they required permanent pitches within the study area in the next five years. This generates a

total need in the study area of 3 pitches ('ethnic'), 3 pitches ('PPTS'), and 3 pitches ('work').

Step 10: Family units on unauthorised encampments seeking residential pitches in the study area

- 5.31 Guidance (DCLG 2007) indicates that it should be considered whether alternative accommodation is required for families residing on unauthorised encampments. Using survey data, it has been calculated how many families on unauthorised encampments want residential pitches in the study area. Please note that only Gypsies and Travellers requiring permanent accommodation within the study area have been included in this calculation – transiting Gypsies and Travellers are included in separate calculations. There were 0 households surveyed on unauthorised encampments within the study area during the survey period.

Step 11: Family units on unauthorised developments seeking residential pitches in the area

- 5.32 This was determined by consultation data. The guidance also indicates that the accommodation needs of families living on unauthorised developments for which planning permission is not expected must be considered. Regularising families living on their land without planning permission would reduce the overall level of need by the number of pitches given planning permission. This generates a total need in the study area of 76 pitches ('ethnic'), 72 pitches ('PPTS'), and 39 pitches ('work'). It should be noted that some of the unauthorised developments are 'tolerated' i.e. meaning that no enforcement action is currently, or likely to be, undertaken. This includes e.g. a tolerated unauthorised development of 8 pitches in Cotswold. Whilst acknowledging that the sites are 'tolerated' by the local authorities, as the pitches do not have permanent planning permission or lawfulness status, it is uncertain that they will remain 'tolerated' in the future. As such, accommodation needs arising from both 'tolerated' and 'not tolerated' unauthorised development pitches are included in the needs figures.

Step 12: Family units on overcrowded pitches seeking residential pitches in the area and not leading to making a pitch vacant and available for others to occupy

- 5.33 This was determined by the consultation. Households which also contain a newly formed family unit that has not yet left are excluded. This is because it is assumed that once the extra family unit leaves (included in the need figures in step 14) their accommodation will no longer be overcrowded. The calculations suggest that the need for additional pitches in the study area to resolve overcrowding over the period 2020-2025 are as follows: 15 pitches ('ethnic definition'), 14 pitches ('PPTS' definition), and 7 pitches ('travel to work' definition).

Step 13: New family units expected to arrive from elsewhere

- 5.34 In the absence of any data derivable from primary or secondary sources (beyond anecdotal evidence) on the moving intentions of those outside the study area moving into the area, as in the case of those moving out of the area, it is assumed that the inflow of Gypsies and Travellers into the area will be equivalent to the outflow. Together, these amount to a net inflow of 0 units in the study area.

Step 14: New family formations expected to arise from within existing family units on sites

- 5.35 The number of individuals needing to leave pitches to create new family units within the period 2021-2026 was estimated from consultation and excludes those included in steps 8, 12 and 13. This will result in the formation of 49 new households requiring residential pitches over the period 2021-2026 ('ethnic definition'), 39 pitches ('PPTS' definition) and 18 pitches ('work' definition).

Step 15: Family units in housing with a psychological aversion to housed accommodation

- 5.36 Whilst not a medical condition 'psychological aversion' is a term that is accepted as part of accommodation assessments in encapsulating a range of factors that demonstrate an aversion to residing in bricks and mortar accommodation (see DCLG October 2007). The factors concerned can include: feelings of depression, stress, sensory deprivation, feeling trapped, feeling cut off from social contact, a sense of dislocation with the past, feelings of claustrophobia. Proven psychological aversion to residing in bricks and mortar accommodation is one factor used to determine accommodation need.
- 5.37 This was determined firstly by estimating the number of houses occupied by Gypsies and Travellers. Work undertaken by Shelter (2005) estimates that between one-half to two-thirds of the Gypsy and Traveller population reside in bricks and mortar accommodation. From previous GTAA's undertaken by *RRR Consultancy Ltd* it is estimated that 10% of Gypsies and Travellers residing in bricks and mortar accommodation experience psychological aversion and require accommodating on sites. This was based on previous GTAA's undertaken by *RRR Consultancy* in the region including Central Lincolnshire (2013 and 2020), East Staffordshire and Derbyshire GTAA (2015), South Kesteven and Rutland (2016), and Bassetlaw (2019). Local Plan examinations already undertaken have found the GTAA's to be sound.
- 5.38 As stated in Table 5.2, there are 315 occupied authorised pitches in the study area. It is assumed that the number of households residing in bricks and mortar accommodation equates to the number of households residing in authorised pitches

using a 1-1 ratio i.e. 315 households. For example, there are 36 Gypsy and Traveller households residing on authorised pitches in Stroud. A 1-1 ratio means that there are an estimated 36 households residing in bricks and mortar accommodation. Applying a 10% equates to an estimated need for 3.6 (rounded to 4) additional pitches deriving from psychological aversion in Stroud.

5.39 In relation to Cheltenham and Gloucester this was determined by applying a 10% ratio to the number of households identified as residing in bricks and mortar accommodation less the number of authorised pitches. For example, there are 28 households identified as Gypsies and Travellers living in bricks and mortar in Cheltenham (see Table 3.2) less 2 pitches = 26. The estimated need is based on 10% of 26 = 2.6 pitches.

5.40 The travelling status of households in bricks and mortar accommodation is not known. As such, the accommodation needs arising from these households are only included in the 'ethnic' needs figures. This results in a need of 38 for 'ethnic' and zero for PPTS and work.

Balance of Need and Supply

5.41 From the above the Total Additional Pitch Requirement is calculated by deducting the supply from the need.

Table 5.6 Summary of Gypsy and Traveller pitch needs 2021-26			
	Ethnic	PPTS	Work
Supply	85	85	85
Need	187	134	71
Difference	102	49	-14

Source: GTAA 2021

Requirement for residential pitches 2026-2041

5.42 Considering future accommodation need it is assumed that those families with need stemming from psychological aversion to residing in houses, overcrowding, unauthorised developments and encampments will move onto sites within a 5-year period. As such, only natural population increase (same as step 15 above), mortality, and movement into and out of the study area need to be considered. The base figures regarding the number of pitches on sites at the end of the first 5-year period are shown in Table 5.5 below. Please note that the 2021 base figures include both authorised occupied and vacant pitches, whilst the 2026 base figures assume that any potential pitches have already been developed.

5.43 2026 pitch base figures are determined by a number of factors including:

- the number of occupied pitches in 2021 (as determined by the household survey)
- the number of vacant pitches in 2021 (as determined by the household survey)
- the number of potential pitches (as determined by local authority data)
- accommodation need for the period 2021-2026 (as determined by the GTAA)

- 5.44 It is assumed that by 2026 vacant pitches will be occupied, potential pitches will have been developed and occupied, and any additional need has been met by new supply.
- 5.45 In relation to this accommodation assessment, analysis of the current population indicates an annual household growth rate of 2.19% per annum (compound) equating to a 5-year rate of 11.40%. This is based on an analysis of various factors derived from the surveys including current population numbers, the average number of children per household, and marriage rates. A mortality rate of 2.825% applied over the 5-year period leads to a net population growth rate of 8.575%. It is assumed that the population growth rate is likely to continue during the 5-year periods between 2026-2041.
- 5.46 Table 5.7 shows the accommodation needs for the study area for the periods 2021-2026, 2026-2031, 2031-2036, and 2036-2041.

Study Area

Period	Ethnic definition	PPTS 2015 definition	Work definition
2021-26	102	49	-14
2026-31	42	37	32
2031-36	46	40	35
2036-41	50	44	37
2021-41*	240	170	90

Source: GTAA 2022

*2021-2040 in relation to Stroud

Requirements for transit pitches / negotiated stopping arrangements

- 5.47 It is recommended that in addition to the existing transit provision, that all of the local authorities within the study area adopt a negotiated stopping policy. This involves caravans being sited at a suitable location for an agreed and limited period of time, and if necessary, with the provision of services such as waste disposal and toilets. Whilst it is important that all of local authorities adopt the negotiated stopping place policy, it could be implemented on an individual local authority, across the study area, or countywide basis.

- 5.48 The term 'negotiated stopping' is used to describe agreed short-term provision for transient Gypsies and Travellers. Caravans on negotiated stopping places are allowed to stay for an agreed amount of time. This could be on private or public land providing the encampment does not cause any danger, problems or nuisance to its occupants or local community. The arrangement is between the local authority, police, the transient households (and landowner if situated on privately owned land).
- 5.49 The location of a negotiated stopping place could be where the transient household is located at the time they are identified. If not appropriate, the household could be moved on to an appropriate alternative location. It is important for local authorities to respond to the temporary accommodation needs of transiting households within the local authority area rather than simply directing them to neighbouring authorities. Also, local authorities should consider allowing households visiting family or friends who reside on permanent sites in the local authority area to temporarily reside on the site for an agreed amount of time.

Summary

- 5.50 This chapter has provided both quantitative and qualitative data regarding key characteristics of respondent households residing on Gypsy and Traveller sites. It has determined accommodation needs resulting from the calculations in the tables above for the study area as a whole and the six constituent planning authorities.

Gypsy and Traveller accommodation need

Period	Ethnic definition	PPTS 2015 definition	Work definition
2021-26	102	49	-14
2026-31	42	37	32
2031-36	46	40	35
2036-40	50	44	37
2021-41	240	170	90

Source: GTAA 2022

^2021-2040 in relation to Stroud

Ethnic

Table 5.9: Summary of accommodation needs 2021-41 (pitches)					
	2021-26	2026-31	2031-36	2036-41	2021-41*
Cheltenham	6	1	1	1	9
Cotswold	18	5	6	6	35
Forest of Dean	17	8	8	9	42
Gloucester	28	2	3	3	36
Stroud	4	5	6	7	22
Tewkesbury	29	21	22	24	96
Total	102	42	46	50	240

Source: GTAA 2022

*2021-2040 in relation to Stroud

PPTS

Table 5.10: Summary of accommodation needs 2021-41 (pitches)					
	2021-26	2026-31	2031-36	2036-41	2021-41*
Cheltenham	3	0	0	0	3
Cotswold	11	5	5	6	27
Forest of Dean	8	7	8	8	31
Gloucester	22	2	2	2	28
Stroud	-2	4	5	6	13
Tewkesbury	7	19	20	22	68
Total	49	37	40	44	170

Source: GTAA 2022

*2021-2040 in relation to Stroud

Work

Table 5.11: Summary of accommodation needs 2021-41 (pitches)					
	2021-26	2026-31	2031-36	2036-41	2021-41*
Cheltenham	3	0	0	0	3
Cotswold	4	4	4	5	17
Forest of Dean	-6	6	7	7	14
Gloucester	10	1	1	1	13
Stroud	-12	4	4	4	0
Tewkesbury	-13	17	19	20	43
Total	-14	32	35	37	90

Source: GTAA 2022

*2021-2040 in relation to Stroud

6. Showpeople consultation

Introduction

6.1 As described in Chapter 1, this GTAA considers the accommodation needs of Travelling Showpeople. Unlike Gypsies and Travellers, Travelling Showpeople are not considered to be an ethnic minority and, as such, are not protected by the Equality Act 2010. Nonetheless, government guidance (DCLG Planning Policy for Traveller Sites August 2015) indicates that local authorities should consider the accommodation needs of Travelling Showpeople families. As such, they have been included in this report.

Methodology

6.2 The method adopted, as outlined in previous chapters, is based on a combination of secondary data, local authority data on number of authorised and unauthorised plots and yards, confirmation numbers of plots and yards through consulting with households and community representatives (primarily Showmen's Guild of Great Britain and the Association of Circus Proprietors of Great Britain) and consultation with households and the community representatives.

6.3 The consultation has taken into account all known Travelling Showpeople households residing in the study area on authorised and unauthorised plots³², with all (100%) known plots being taken into account in the assessment. Due to Covid-19 restrictions, consultation was undertaken with the assistance of the Showmen's Guild of Great Britain and the Association of Circus Proprietors of Great Britain. The yards were visited, and consultation was carried out with representative of some of the households to provide further insight.

6.4 The consultation with the community representatives and the households included questions regarding issues such as: family composition (per plot), occupancy of existing plots (including number of and reasons for vacant and /or undeveloped plots and future plans for plots), management and suitability of current yards and plots (including facilities and services), travelling patterns, health, education and employment, and accommodation needs.

Existing Supply

6.5 Table 6.1 below lists the number of authorised plots, and unauthorised developments (UD) (plots), and yards and plots with temporary planning permission per local authority within the study area (primarily based on data provided by the local authorities).

³² Please see the Glossary for definitions of Travelling Showpeople yards and plots.

Table 6.1 Showpeople yards and plots per authority (June 2021)

	TS Yards	TS Plots	UD yards	UD plots	Transit plots
Cheltenham	0	0	0	0	0
Cotswold	0	0	0	0	0
Forest of Dean	0	0	1	1	0
Gloucester	3	40	0	0	0
Stroud	4	40	0	0	0
Tewkesbury	2	29	0	0	0
Total	9	109	1	1	0

Source: Study area local authorities 2022

- 6.6 Consultation was undertaken in relation to over 90% of Travelling Showpeople households residing in the study area on authorised and unauthorised plots, with all (100%) known plots being taken into account in the assessment. Due to Covid-19 restrictions, consultation was undertaken with the assistance of the Showmen's Guild of Great Britain and the Association of Circus Proprietors of Great Britain. The consultation included questions regarding issues such as: family composition (per plot), occupancy of existing plots (including number of and reasons for vacant and /or undeveloped plots and future plans for plots), management and suitability of current yards and plots (including facilities and services), and accommodation needs.

Calculation of Accommodation Need

- 6.7 The need for permanent plots for Showpeople in the study area is based on the model suggested in DCLG (2007) guidance and supplemented by data provided by the local authorities. It provides calculation of accommodation need for the period of 2021-2041 (2021-2040 in relation to Stroud) in 5-year periods.

Requirement for plots 2021-2026

- 6.8 The need for plots in the area is assessed according to a 14-step process, based on the model suggested in DCLG (2007) guidance and supplemented by data derived from the survey. The results of this are shown in Table 6.2 below, while the subsequent section contains explanations of the sourcing and calculation of figures for each step (individual calculations per local authority is in appendix).

Table 6.2: Estimate of the need for permanent residential plots 2021-2026

1) Current occupied permanent residential site plots	90
Current residential supply	
2) Number of unused residential plots available	0
3) Number of existing plots expected to become vacant through mortality	3
4) Net number of households on sites expected to leave the area in next 5 years	0
5) Number of households on sites expected to move into housing in next 5 years	0
6) Residential plots planned to be built or to be brought back into use	19
Total Supply	22
Current residential need: Plots	
7) Seeking permanent permission from temporary plots	0
8) Households (on plots) seeking residential plots in the area, excluding those counted as moving due to overcrowding in step 12	4
9) Households on transit plots requiring residential plots in the area	0
10) Households on unauthorised encampments requiring residential plots in the area	0
11) Households on unauthorised developments requiring residential plots in the area	1
12) Households currently overcrowded (or hidden family members) on plots seeking residential plots in the area, excluding those containing an emerging household in step 8	31
13) Net new households expected to arrive from elsewhere	0
14) New family formations expected to arise from within existing households on sites	27
Total Need	63
Balance of Need and Supply	
Total Additional Plot Requirement	41
Annualised Additional Plot Requirement	0

Source: GTAA 2022

Requirement for plots 2021-2026: steps of the calculation

6.9 Information from local authorities and evidence from the survey was used to inform the calculations including:

- The number of existing plots
- The number of families residing on unauthorised encampments requiring accommodation (and surveyed during the survey period)
- The number of unauthorised developments (during the survey period)
- The number of temporary plots
- The number of vacant plots
- The number of planned or potential new plots
- The number of transit plots

6.10 The remainder of this chapter describes both the process and results of the Travelling Showpeople's needs calculations.

Supply of plots 2021-2026

Step 1: Current occupied permanent plots

6.11 Based on information provided by the study area local authorities and corroborated by information from the consultation. There are currently 90 occupied plots.

Step 2: Number of unused residential plots available

6.12 As the plots are all occupied there are 0 unused plots.

Step 3: Number of existing plots expected to become vacant 2021-2026

6.13 This is calculated using mortality rates as applied in conventional Housing Needs Assessments. It then calculates the number of plots that would become vacant as a result of mortality. This results in 3 additional plots.

Step 4: Number of households in plot accommodation expressing a desire to leave the study area and resulting in the creation of a vacant plot

6.14 This was determined by survey data. It was assumed, that those currently residing on plots expecting to leave the area permanently in the next five years – out of choice (step 4) or due to overcrowding (step 12) - would generally be able to do so. This resulted in the supply of 0 plots.

Step 5: Number of family units on permanent plot accommodation expressing a desire to reside in housing and resulting in the creation of a vacant plot

6.15 This was determined by survey data. It was assumed that all those currently residing on plots planning to move into housing in the next five years (step 5) or preferring to move into housing from an overcrowded plot (step 12), would be able to do so.

6.16 As with step 5, a supply of 0 plots in the study area were expected from this source, excluding those moving out of the study area, since these are already counted in step 4.

Step 6: Residential plots planned to be built or brought back into use, 2021-2026

6.17 This can include plots which have been partly developed or which were previously occupied but are now vacant and in need of redevelopment. There are 19 plots in the study area that are expected to be built or brought back into use during the period 2021-2026.

Need for plots 2021-2026

Step 7: Seeking permanent permission from temporary plots

6.18 This is determined by local authority data. It is assumed families residing on plots whose planning permission expires within the period 2021-2026 will still require accommodation within the study area. There are currently 0 plots with temporary planning permission located in the area.

Step 8: Households on plots seeking residential plots in the study area 2021-2026 and not resulting in the creation of a vacant plot

6.19 This was determined by survey data. These households reported that they 'needed or were likely' to move to a different home in the next five years, and wanted to stay on an authorised plot, or that they were currently seeking accommodation.

6.20 This category of need overlaps with those moving due to overcrowding, counted in step 12, In order to avoid double-counting households which both are overcrowded and seeking accommodation are counted only once. This generates a total need of 4 plots in the study area.

Step 9: Households on transit plots seeking residential plots in the study area

6.21 This generates a total need of 0 plots in the study area.

Step 10: Households on unauthorised encampments seeking residential plots in the study area

6.22 There were 0 households residing on unauthorised encampments interviewed during the survey period, so there is a need of 0 plots arising from this source.

Step 11: Households on unauthorised developments seeking residential plots in the study area

6.23 There are 1 unauthorised plot in the study area and therefore there is a need of 1 plot.

Step 12: Households on overcrowded plots seeking residential plots in the study area and not resulting in the creation of a vacant plot

6.24 Overcrowding on a Travelling Showpeople plot may differ to that on Gypsy and Traveller pitch due to the larger need for equipment and vehicle storage. Showpeople require more space for their equipment and vehicles as well as enough space for accommodation such as caravans (static and tourers). This generates a total need of 31 plots in the study area.

Step 13: New households expected to arrive from elsewhere

6.25 This generates a total need of 0 plots in the study area.

Step 14: New family formations expected to arise from within existing households

6.26 This generates a total need of 27 plots in the study area.

Balance of Need and Supply

6.27 From the above the net additional plot requirement is calculated by deducting the supply from the need.

Table 6.3: Summary of Travelling Showpeople Plot Needs 2021-26

Supply	22
Need	63
Difference	41

Source: GTAA 2022

Requirement for residential plots 2026-2041

6.28 Considering future accommodation need, it assumed that those families with need stemming from psychological aversion to residing in houses, overcrowding, unauthorised developments and encampments will move onto yards within a 5-year period. As such, only natural population increase (same as step 14 above), mortality, and movement in and out of the study area need to be considered. The base figures regarding the number of plots on yards at the end of the first 5-year period are shown in Table 6.6 below. Please note that the 2021 base figures include both authorised occupied and vacant plots, whilst the 2026 base figures assume that any potential plots have been developed.

6.29 2026 pitch base figures are determined by a number of factors including:

- the number of occupied plots in 2021
- the number of vacant plots in 2021
- the number of potential plots
- accommodation need for the period 2021-2026

6.30 It is assumed that by 2026 vacant plots will be occupied, potential plots will have been developed and occupied, and any additional need has been met by new supply. The new supply for 2026 (base) will be 149 plots.

6.31 In relation to this accommodation assessment, analysis of the current population indicates that an annual household growth rate of 2.17% per annum (compound) equating to a 5-year rate of 11.3%, followed by a mortality rate of 2.825%. This is based on an analysis of various factors derived from the surveys including current population numbers, the average number of children per household, and marriage rates. It is assumed that these rates are likely to continue during the period 2026-2041.

6.32 The following show the accommodation needs for the study area for the periods 2026-2031, 2031-2036, and 2036-2041.

Table 6.4: Summary of accommodation needs 2026-41 (plots)

Period	Need
Total 2026-31	13
Total 2031-36	14
Total 2036-41	15
Total 2026-41	42

Source: GTAA 2022

Summary

6.33 This chapter has provided both quantitative and qualitative data regarding key characteristics of respondent households residing on Travelling Showpeople plots. Accommodation need resulting from the calculations in the tables above are as follows, with summaries per authority in appendix:

Table 6.5 Summary of accommodation needs 2021-41 (plots)

	2021-26	2026-31	2031-36	2036-41	2021-41*
Cheltenham	0	0	0	0	0
Cotswold	0	0	0	0	0
Forest of Dean	5	1	1	1	8
Gloucester	14	4	5	5	28
Stroud	12	5	5	5	27
Tewkesbury	10	3	3	4	20
Total	41	13	14	15	83

Source: GTAA 2022

*2021-2040 in relation to Stroud

7. Boat dweller consultation

Introduction

- 7.1 As described in Chapter 1, this GTAA considers the accommodation needs of boat dwellers. Unlike Gypsies and Travellers, boat dwellers are not considered to be an ethnic minority and, as such, are not protected by the Equality Act 2010. Nonetheless, government guidance (DCLG 2016) indicates that local authorities should consider the accommodation needs of boat dweller families. Given the presence of boat dwellers in the study area they have been included in this report.

Methodology

- 7.2 Given that the requirement to determine the accommodation needs of boat dwellers was only recently introduced by the DCLG Draft Guidance on Housing Needs (Caravans and Houseboats) (March 2016), there is no established method to determine need. As such, the need for residential moorings in the study area is assessed according to DCLG (2007) guidance and supplemented by data provided by the local authorities and consultation with stakeholders (in particular the boat dwellers). It is also in accordance with NBTA guidance. This methodology has previously been used by RRR Consultancy to undertake Boat Dweller Accommodation Assessments (BDAAs) on behalf of Oxford City Council (2018) and Wokingham Borough Council (2019), and for other authorities as part of their GTAAs.
- 7.3 Due to Covid-19, as in the case of Gypsies and Traveller and Travelling Showpeople, some of the consultation has been limited and has had to be adapted, due to Covid 19. Whilst there has been some consultation with households living on boats in the area (including proportionally and full time), it has not been possible to consult with enough to base the assessment on the consultation alone. However, along with consultation with stakeholders (etc), it has helped inform the assessment. The level of supply and need have therefore been based on an estimation of authorised residential provision and unauthorised developments and unauthorised moorings. This is based on consultation with boat dwellers, boat yard and marina owners and managers, National Bargee Travellers Association (NBTA), the Canal and River Trust (CRT), local authority data, assessment of secondary data, online data concerning marinas, yards and the waterways in the area and visits to different parts of the waterways.
- 7.4 The consultation has led to the following: estimated number of authorised and unauthorised, residential and transit moorings; the number of occupied and vacant moorings; the characteristics of the boat dwellers; and the need for residential and transit moorings.

Accommodation needs

- 7.5 Whilst many boat dwellers permanently reside on boats due to a desire to live an alternative lifestyle, some do so due to a lack of affordable accommodation. The cost of buying or renting housing in the study area was regarded by stakeholders as leading to boat dwelling as an affordable alternative. However, potential mooring locations are restricted by land ownership and or not suitable for new moorings.
- 7.6 It is recommended that study area local authorities work closely with the Canal and River Trust (CRT), the Cotswolds Canals Trust (CCT)³³, and organisations such as the National Bargee Traveller Association (NBTA) to address accommodation need. This is particularly important in relation to the CRT who are planning to develop additional permanent and transit moorings in the study area.

Requirement for residential moorings 2021-2026

- 7.7 There are no recorded permanent moorings within the study area. However, there are marinas and boat yards located across the study area and moorings owned and managed by the CRT that are occupied by permanent boat dwellers, leisure boaters, and constant cruisers. The CRT manages 209 leisure and long-term moorings and over 200 transit moorings across 11 locations within the study area.
- 7.8 According to the CRT, there are around 200 boat dwellers who reside on boats all year within the study area. They estimate that of the 200 around 50 have need of a permanent mooring. The remainder require transit rather than permanent moorings.

Requirement for residential moorings 2026-2041

- 7.9 It is assumed that by 2026 vacant residential moorings will be occupied, potential pitches will have been developed and occupied, and any additional need has been met by new supply. This includes the shortfall in relation to vacancies where pitches are awaiting occupation / resale have been addressed.
- 7.10 The residential boat dweller accommodation needs for the period 2026-2041 are determined by applying a mortality rate of 0.4% per annum (equating to 2% over a 5-year period), and a population growth rate of 0.6% per annum (equating to 3% over a 5-year period). This equates to a net population growth of 1% during each 5-year period.

³³ The CCT aims to protect and restore the Stroudwater Navigation and the Thames and Severn Canal returning navigability on the two waterways between Saul Junction to the River Thames.

- 7.11 The residential moorings accommodation needs for the period 2026-2041 are shown in Table 7.1 below. Boat dwellers tend to have a lower mortality rate and smaller household size compared to Gypsy and Traveller households. As such, the household formation rate is lower.

Table 7.1: Summary of Accommodation Needs 2026-41 (Moorings)

Total 2026-31	1
Total 2031-36	1
Total 2036-41	1
Total 2021-41	3

Source: GTAA 2022

Requirements for transit moorings: 2021-2041

- 7.12 It is evident that in addition to the need for additional permanent moorings in the area, there is also evidence of need for more transit moorings. In particular, constant cruisers have need for additional and more flexible transit moorings. There are currently over 200, but need to be more flexible lengths of time boat dwellers can stay.

Summary

- 7.13 It is estimated that there are over 200 boat dwellers residing on their boats in the study area without an authorised permanent mooring. This is a combination of those who choose to be constant cruisers and those who would prefer a permanent authorised mooring. From this it is estimated that there is a need for 53 additional permanent moorings. It is recommended that the local authorities liaise with marine and boat yard owners, and agencies such as the NBTAA and CRT, to help determine how boat dweller accommodation needs can be met. It is also recommended that the accommodation need is shared by the study area local authorities which contain navigable waterways. A summary of the boat dweller accommodation need is as follows:

Study Area

Table 7.2: Summary of accommodation needs 2021-41 (moorings)

Period	Need
Total 2021-26	50
Total 2026-31	1
Total 2031-36	1
Total 2036-41	3
Total 2021-41*	53

Source: GTAA 2022 *2021-2040 in relation to Stroud

8. Conclusion and Recommendations

Introduction

- 8.1 This final chapter draws conclusions from the evidence. It then makes a series of recommendations relating to meeting the identified need for new provision, facilities, and recording and monitoring processes.
- 8.2 The chapter begins by presenting an overview of the policy changes, followed by review of the needs and facilitating the additional accommodation needs. As previously discussed, this report focusses on the assessment of accommodation need for Gypsies and Travellers, Travelling Showpeople and boat dwellers.
- 8.3 The accommodation needs calculations undertaken as part of this GTAA were based on analysis of both secondary data and primary consultation with Gypsies and Travellers, Showpeople, boat dwellers and key stakeholders and site owners and managers. The consultation was undertaken in a Covid-19 safe manner i.e. it followed government guidance and restrictions. However, this meant that consultation with households was delayed and some consultation was undertaken using remote methods e.g. over the telephone.

Accommodation needs

- 8.4 The following outlines the accommodation need for Gypsies and Travellers for the Local Plan period of 2021 to 2041 (2021-2040 in relation to Stroud).

Gypsy and Traveller accommodation need

Period	Ethnic definition	PPTS 2015 definition	Work definition
2021-26	102	49	-14
2026-31	42	37	32
2031-36	46	40	35
2036-40	50	44	37
2021-41	240	170	90

Source: GTAA 2022

^2021-2040 in relation to Stroud

Ethnic

Table 8.2: Summary of accommodation needs 2021-41 (pitches)					
	2021-26	2026-31	2031-36	2036-41	2021-41*
Cheltenham	6	1	1	1	9
Cotswold	18	5	6	6	35
Forest of Dean	17	8	8	9	42
Gloucester	28	2	3	3	36
Stroud	4	5	6	7	22
Tewkesbury	29	21	22	24	96
Total	102	42	46	50	240

Source: GTAA 2022

*2021-2040 in relation to Stroud

PPTS

Table 8.3: Summary of accommodation needs 2021-41 (pitches)					
	2021-26	2026-31	2031-36	2036-41	2021-41*
Cheltenham	3	0	0	0	3
Cotswold	11	5	5	6	27
Forest of Dean	8	7	8	8	31
Gloucester	22	2	2	2	28
Stroud	-2	4	5	6	13
Tewkesbury	7	19	20	22	68
Total	49	37	40	44	170

Source: GTAA 2022

*2021-2040 in relation to Stroud

Work

Table 8.4: Summary of accommodation needs 2021-41 (pitches)					
	2021-26	2026-31	2031-36	2036-41	2021-41*
Cheltenham	3	0	0	0	3
Cotswold	4	4	4	5	17
Forest of Dean	-6	6	7	7	14
Gloucester	10	1	1	1	13
Stroud	-12	4	4	4	0
Tewkesbury	-13	17	19	20	43
Total	-14	32	35	37	90

Source: GTAA 2022

*2021-2040 in relation to Stroud

Travelling Showpeople accommodation needs

	2021-26	2026-31	2031-36	2036-41	2021-41*
Cheltenham	0	0	0	0	0
Cotswold	0	0	0	0	0
Forest of Dean	5	1	1	1	8
Gloucester	14	4	5	5	28
Stroud	12	5	5	5	27
Tewkesbury	10	3	3	4	20
Total	41	13	14	15	83

Source: GTAA 2022

*2021-2040 in relation to Stroud

Boat dweller accommodation needs

Period	Need
Total 2021-26	50
Total 2026-31	1
Total 2031-36	1
Total 2036-41	1
Total 2021-41	53

Source: GTAA 2022

2021-2040 in relation to Stroud

The location of new provision

- 8.5 There is general consensus that smaller sites, yards and moorings are preferred by Gypsy, Traveller, Showpeople and boat dweller communities due to better management and maintenance of provision and security. Ongoing monitoring of provision and vacant provisions should be undertaken by the local authorities alongside discussions with different community groups, to ensure that any additional need that may arise is identified.
- 8.6 Ensuring that new provisions are located in a safe environment is important although the impact of land costs on determining feasibility must also be considered. The settled community neighbouring sites, yards, or moorings should also be involved in consultations. In relation to Showpeople, the accommodation need on one yard could be met by the family purchasing adjoining land to develop additional plots. With regards to boat dwellers, there is potential for increasing the provisions of permanent moorings on existing yards and marinas. It is important for the study area local authorities to work closely with CRT, CCT, and NBTA to assist them with the development of new moorings.
- 8.7 In terms of identifying broad locations for new permanent sites, there are a number of factors which could be considered including:

Costs

- How do land costs impact on feasibility i.e. is it affordable?
- Implementation of services – is it possible for the new site to connect to nearby? mains services e.g. electricity, gas, water or sewerage?
- Can good drainage be ensured on the new provision?

Social

- Does the proposed location of the new provision lie within a reasonable distance of school catchment areas?
- Sustainability – is the proposed location close to existing bus routes?
- Proximity of social and leisure services – is the proposed location close to leisure facilities such as sports centres, cinemas etc. or welfare services such as health and social services etc?

Availability

- Who owns the land and are they willing to sell / rent?
- Is access easy or will easements across other land be needed both for residents and services/utilities?
- Are utilities close enough to service the provision at realistic prices?

Deliverability

- Does the proposed location meet existing general planning policy in terms of residential use, (for example in relation to Green Belt, flooding and the historic environment)?
- Can the owner sell the land easily and quickly?
- Can utilities connect to the proposed provision?
- Can highways connect to the proposed provision?

8.8 Considering the evidence gathered throughout the GTAA, it is likely that the key factors determining new provision are:

- The affordability of land suitable for the development of new sites and the cost of development
- The need to ensure that new provisions are within reasonable travelling distance of social, welfare and cultural services
- The need to carefully consider the proximity of new provisions to existing provisions i.e. whether social tensions might arise if new provisions are located too close to existing provisions
- The sustainability of new provisions i.e. ensuring that they do not detrimentally impact on the local environment and do not place undue pressure on the local infrastructure

- 8.9 It is important that new provisions are located close to amenities such as shops, schools and health facilities or where there are good transport links or within reasonable distance for households to access the necessary facilities and amenities. DCLG (2015) guidance suggests that local planning authorities should strictly limit new Gypsy and Traveller site development in the open countryside that is away from existing settlements or outside areas allocated in the development plan. Local planning authorities should ensure that sites in rural areas do not dominate the nearest settled community and avoid placing an undue pressure on the local infrastructure. As stated in Chapter 2, the study area local authority Local Plan policies contain locational criteria to help determine suitable locations for the development of new sites or yards.
- 8.10 The DCLG (2015) guidance states that when considering applications, local planning authorities should attach weight to the following matters:
- a. effective use of previously developed (brownfield), untidy or derelict land
 - b. sites being well planned or soft landscaped in such a way as to positively enhance the environment and increase its openness
 - c. promoting opportunities for healthy lifestyles, such as ensuring adequate landscaping and play areas for children
 - d. not enclosing a site with so much hard landscaping, high walls or fences, that the impression may be given that the site and its occupants are deliberately isolated from the rest of the community

The size of new provision

- 8.11 DCLG (2008)³⁴ guidance states that there is no one-size-fits-all measurement of a pitch as, in the case of the settled community, this depends on the size of individual families and their particular needs. However, they do suggest that as a general guide, it is possible to specify that an average family pitch must be capable of accommodating an amenity building, a large trailer and touring caravan, (or two trailers, drying space for clothes, a lockable shed for bicycles, wheelchair storage etc.), parking space for two vehicles and a small garden area.
- 8.12 Based on DCLG guidance, it can be determined that a pitch of approximately 325 square metres would take into account all minimum separation distance guidance between caravans and pitch boundaries as stipulated in guidance and safety regulations for caravan development. A pitch size of at least 500 square metres (0.05ha) would comfortably accommodate the following on-pitch facilities:
- Hard standing for a touring caravan (enabling households to travel)
 - Hard standing for a static caravan (including double static trailers)

³⁴ Please note that this publication was withdrawn in September 2015.

- 2 car parking spaces
- 1 amenity block
- Hard standing for storage shed and drying
- Garden/amenity area

8.13 If granting permission on an open plan basis, permission should be given on a pitch-by-pitch equivalent basis to the above. For example, an existing pitch which has enough space to accommodate a chalet structure, 2 touring caravans and 1 – 2 static caravans along with 4 parking spaces, 2 blocks etc., could be counted as 2 pitches even if based on an open plan basis on one structured pitch. However, this would need to be recorded for future monitoring.

Showpeople plots

8.14 In relation to Showpeople, size of new plots need to not only accommodate providing for living space (similar to above), but also space for work equipment. The new plots need to accommodate structures and / or caravans designed for living quarters sufficient to accommodate the household and meet their specific requirements, and space away from the living quarters for storage and maintenance of work equipment and vehicles and domestic vehicles i.e. family car(s). Due to the need for both accommodation space and space for storage and maintenance of very large equipment, the size and space required for a Showpeople plot needs to much larger than a standard Gypsy and Traveller pitch.

Boat Dwellers Moorings

8.15 New provision for boat dwellers is needed for permanent moorings and there needs to be moorings with sufficient space and time allowed to moor for transient use. Both types of moorings need to have access to all the necessary provisions and services, be located in safe locations and with good access by emergency services. It is recommended that the councils work closely with representative organisations such as the CRT, CCT, and NBTA to ensure that any provision meets guidance (e.g. CRT 2017³⁵). The Broads Authority have provided guidance in relation to the design of new moorings³⁶.

Transit provision

8.16 It is recommended that in addition to the existing transit site provision for Gypsies and Travellers, the local authorities set up a negotiated stopping places policy. This is land temporarily used as authorised short-term (less than 28 days) stopping places.

³⁵ See: <https://canalrivertrust.org.uk/media/original/32800-planning-for-waterways-in-neighbourhood-plans.pdf>

³⁶ See: <https://www.broads-authority.gov.uk/planning/planning-permission/broads-planning-guides/mooring-design-guide/practical-considerations>

They may not require planning permission if they are in use for fewer than 28 days in a year. The requirements for emergency stopping places reflect the fact that the site will only be used for a proportion of the year and that individual households will normally only stay on the agreed location for a few days. Amenities such as portaloos and showers (or access to alternative nearby facilities) and skips or wheelie bins should ideally be made available for the duration of the agreed period.

- 8.17 Agreements could be made with households residing on sites and yards and allowing visiting family and friends to stay for agreed periods of time. This would lead to fewer unauthorised encampments which adversely impact on the local community.

Summary

- 8.18 There is an overall accommodation need in the local authority area over a 20-year period for 240 additional pitches (ethnic definition), 170 pitches (PPTS 2015 definition) and 90 pitches (work interpretation). There is also a need for 83 additional Travelling Showpeople plots during the same period. The local planning authorities will work with the CRT and NBTAs to address the identified need of 53 residential boat moorings. It is recommended that the authorities incorporate a policy to address negotiated stopping places for transient and / or visiting Gypsy and Traveller encampments.
- 8.19 It is recommended that each study area local planning authority determines for itself which of the accommodation needs figures in relation to Gypsies and Travellers it chooses to prioritise in its Local Plan. This GTAA recommends adopting the 'ethnic' definition accommodation needs figures i.e. meeting the accommodation needs of all households who ethnically identify as Gypsies and Travellers. This will not only demonstrate knowledge of the overall accommodation need of all Gypsies and Travellers, but also how the accommodation needs in relation to households not meeting the PPTS definition are being addressed.
- 8.20 Alternatively, the local authorities may adopt the 'PPTS 2015' definition accommodation needs figures with the difference between the PPTS 2015 figures and Ethnic' definition being an additional need that the council(s) may choose to meet. This means that the local authorities would first meet the need of 170 (49 within the first 5 years) as the obligation but accept the need of a further 70 (53 within the first 5 years) as potential need if further applications are brought forward through windfalls. It is recommended that the work interpretation of need should simply be used as a form of reference and comparison with other authorities who use this approach.
- 8.21 It is also recommended that the local planning authorities consider the accommodation needs that might materialise over the plan period from households

(Gypsies, Travellers, Travelling Showpeople and boat dwellers) not considered by this assessment. This could include households residing on unauthorised developments, unauthorised encampments, due to in-migration, and those residing in bricks and mortar accommodation. This accommodation need should be considered separate to the need identified below and could be met through windfall applications.

8.22 In addition to the above in order to meet the specific accommodation need of the different community groups, the report recommends the following:

- In relation to Gypsies and Travellers and Travelling Showpeople it is recommended that the local authorities work closely with the families to determine how their accommodation need can best be met.
- Also, for the local authorities to provide pre-planning application advice to households who have identified land to help determine if it is suitable to address accommodation need.
- In order to meet the accommodation needs of Showpeople, it is also recommended that the local authorities work closely with yard owners to determine how the proposed land that they have already identified, and other potential land could meet their current and future accommodation needs.
- It is recommended that the local authorities review the planning of unauthorised developments and consider granting permanent status.

8.23 As well as quantifying accommodation need, the study also makes recommendations on other key issues including:

Planning policy:

- Implement corporate policy to provide negotiated stopping arrangements to address unauthorised encampments for set periods of time at agreed locations.
- To liaise with owners of the sites and yards to determine how they could expand the number of pitches to meet the family's accommodation needs.
- To work closely with CRT and CCT to meet the needs of the boat dwellers and constant cruisers across the study area.
- To liaise with marinas and boat yards in the area to see which could accommodate more permanent moorings (including converting some of their leisure moorings to permanent).
- To consider how the accommodation needs can be met by expanding existing provision and/or providing new sites, yards or moorings.
- To consider alternative options for developing new sites, yards and moorings such as developing them on a cooperative basis e.g. community land trust, shared ownership, or small sites owned by a local authority but rented to families for their own use.

- To consider alternative site funding mechanisms such as: site acquisition funds; loans for private site provision through Community Development Financial Institutions; and joint ventures with members of the Gypsy and Traveller, Showpeople and boat dweller communities.
- Prior to action being taken against sites or yards being used without planning permission, the local authorities, in partnership with landowners, occupants and relevant agencies (e.g. Showmen's Guild and National Federation of Gypsy Liaison Groups, CRT, CCT, and NBTA), to review its current, historic and potential planning status, and review the most effective way forward.
- To consider safeguarding Gypsy and Traveller site and Travelling Showpeople yards with permanent planning permission for their current use unless it can be demonstrated that they are no longer needed to meet identified need.
- The population size and demographics of the Gypsy, Traveller, Travelling Showpeople and boat dweller communities can change rapidly. As such, their accommodation needs should be reviewed every 5 to 7 years.

Management:

- Housing organisations need to consider the type of housing allocated to Gypsies and Travellers residing in bricks and mortar in order to minimise the psychological aversion and feelings of isolation.
- Develop a holistic vision for their work on Gypsies, Travellers, Showpeople and boat dwellers and embed it in Community and Homelessness Strategies, Local Plans and planning and reporting obligations under the Equality Act 2010.
- Provide training and workshop sessions with local authority and service provider employees (and elected members) to help them to further understand issues relating to the Gypsy and Traveller, Showpeople, and boat dweller communities.
- In liaison with relevant enforcement agencies such as the police to develop a common approach to dealing with unauthorised encampments.
- Encourage local housing authorities to include Gypsy and Traveller categories on ethnic monitoring forms to improve data on population numbers, particularly in housing.
- Better sharing of information between agencies in relation to Gypsy, Traveller, Showpeople and boat dweller communities.
- During the ongoing implications of Covid-19 impacting the communities, determine help and support the local authorities and other services could provide to the households
- The population size and demographics of the Gypsy, Traveller, Travelling Showpeople and boat dweller communities can change. As such, their accommodation needs should be reviewed every 5 to 7 years.

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Glossary

Amenity block

A small permanent building on a pitch with bath/shower, WC, sink and (in some larger ones) space to eat and relax. Also known as an amenity shed or amenity block.

Authorised site

A site with planning permission for use as a Gypsy and Traveller site. It can be privately owned (often by a Gypsy or Traveller), leased or socially rented (owned by a council or registered provider).

Average

The term 'average' when used in this report is taken to be a mean value unless otherwise stated.

Bargee Travellers and boat dwellers

As defined by the National Bargee Travellers Association (NBTA):

“Someone who lives aboard a vessel (which may or may not be capable of navigation), that the vessel is used as the main or only residence and where that vessel is either (i) moored in one location for more than 28 days in a year (but may occasionally or periodically leave its mooring); or (ii) has no permanent mooring and navigates in accordance with the statutes appropriate to the navigation such as inter alia s.17(3)(c)(ii) of the British Waterways Act 1995 or s.79 of the Thames Conservancy Act 1932”.

The NBTA also distinguish between 'Bargee Travellers' and 'boat dwellers'. 'Bargee Travellers' are people whose main or only home is a boat without year-round access to a permanent mooring. 'Boat dwellers' are considered by the NBTA to be people whose main or only home is a boat and who have year-round access to a permanent mooring, whether or not that mooring has planning consent for residential use.

Bedroom standard

The bedroom standard is based on that which was used by the General Household Survey to determine the number of bedrooms required by families. For this study, a modified version of the bedroom standard was applied to Gypsies and Travellers residing on sites to take into account that caravans or mobile homes may contain both bedroom and residing spaces used for sleeping. The number of spaces for each accommodation unit is divided by two to provide an equivalent number of bedrooms. Accommodation needs were then determined by comparing the number (and age) of family members with the number of bedroom spaces available.

Bricks and mortar accommodation

Permanent housing of the settled community, as distinguished from sites.

Caravan

Defined by Section 29 (1) of the Caravan Sites and Control of Development Act 1960:

"... any structure designed or adapted for human habitation which is capable of being moved from one place to another (whether by being towed, or by being transported on a motor vehicle or trailer) and any motor vehicle so designed or adapted."

Concealed household

A household or family unit that currently lives within another household or family unit but has a preference to live independently and is unable to access appropriate accommodation (on sites or in housing).

Doubling up

More than one family unit sharing a single pitch.

Emergency stopping places

Emergency stopping places are pieces of land in temporary use as authorised short-term (less than 28 days) stopping places for all travelling communities. They may not require planning permission if they are in use for fewer than 28 days in a year. The requirements for emergency stopping places reflect the fact that the site will only be used for a proportion of the year and that individual households will normally only stay on the site for a few days.

Family Owner Occupied Gypsy Site

Family sites are seen as the ideal by many Gypsies and Travellers in England. They are also often seen as unattainable. There are two major obstacles: money/affordability and getting the necessary planning permission and site licence. While the former is clearly a real barrier to many less well-off Gypsies and Travellers, getting planning permission for use of land as a Gypsy caravan site (and a 'site' in this context could be a single caravan) is currently a major constraint on realising aspirations among those who could afford to buy and develop a family site.

Family unit

The definition of 'family unit' is used flexibly. The survey assumes that a pitch is occupied by a single household or family unit although it acknowledges that this may also include e.g. extended family members or hidden households.

Gypsy

Member of one of the main groups of Gypsies and Travellers in Britain. In this report it is used to describe English (Romany) Gypsies, Scottish Travellers and Welsh Travellers. English Gypsies were recognised as an ethnic group in 1988.

Gypsy and Traveller

As defined by DCLG Planning Policy for Traveller Sites (August 2015):

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.

The DCLG guidance also states that in determining whether persons are “gypsies and travellers” for the purposes of 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.

As discussed in Chapter 2, this GTAA provides three accommodation needs figures:

- i) based on ethnic identity i.e. the accommodation needs of all Gypsy and Traveller households whether or not they have permanently ceased to travel
- ii) based on the PPTS (August 2015) – i.e. the accommodation needs of all Gypsy and Traveller households who have not permanently ceased to travel
- iii) relates to the work interpretation – i.e. the accommodation needs of all Gypsy and Traveller households who travel for work purposes

Hidden Household

A household not officially registered as occupying a site/yard or pitch/plot who may or may not require separate accommodation.

Household

The definition of ‘household’ is used flexibly. The survey assumes that a pitch is occupied by a single household or family unit although it acknowledges that this may also include e.g. extended family members or hidden households.

Irish Traveller

Member of one of the main groups of Gypsies and Travellers in Britain. Distinct from Gypsies but sharing a nomadic tradition, Irish Travellers were recognised as an ethnic group in England in 2000.

Local Authority Sites

The majority of local authority sites are designed for permanent residential use.

Local Development Documents (LDD)

These include Development Plan Documents (which form part of the statutory development plan) and Supplementary Planning Documents (which do not form part of the statutory development plan). LDDs collectively deliver the spatial planning strategy for the local planning authority's area.

Negotiated Stopping

The term 'negotiated stopping' is used to describe agreed short-term provision for Gypsy and Traveller caravans. It does not describe permanent 'built' transit sites but negotiated arrangements 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. The arrangement is between the local authority and the (temporary) residents.

Net need

The difference between need and the expected supply of available pitches (e.g. from the re-letting of existing socially rented pitches or from new sites being built).

New Traveller (formerly 'New Age Traveller')

Member of the settled community who has chosen a nomadic or semi-nomadic lifestyle. The first wave of New Travellers began in the 1970s and were associated with youth culture and 'new age' ideals. They now comprise a diverse range of people who seek an alternative lifestyle for differing reasons including personal or political convictions. Economic activities include making hand-made goods that are sold at fairs.

Newly forming families

Families residing as part of another family unit of which they are neither the head nor the partner of the head and who need to live in their own separate accommodation, and/or are intending to move to separate accommodation, rather than continuing to live with their 'host' family unit.

Overcrowding

An overcrowded dwelling is one which is below the bedroom standard. (See 'Bedroom Standard' above).

Permanent residential site

A site intended for long-stay use by residents. It has no maximum length of stay but often constraints on travelling away from the site.

Pitch

Area on a site developed for a family unit to live. On socially rented sites, the area let to a tenant for stationing caravans and other vehicles.

Primary data

Information that is collected from a bespoke data collection exercise (e.g., surveys, focus groups or interviews) and analysed to produce a new set of findings.

Private rented pitches

Pitches on sites which are rented on a commercial basis to other Gypsies and Travellers. The actual pitches tend to be less clearly defined than on socially rented sites.

Psychological aversion

Whilst not a medical condition this is a term that is accepted as part of accommodation assessments in encapsulating a range of factors that demonstrate an aversion to residing in bricks and mortar accommodation (see DCLG October 2007). The factors concerned can include: feelings of depression, stress, sensory deprivation, feeling trapped, feeling cut off from social contact, a sense of dislocation with the past, feelings of claustrophobia. Proven psychological aversion to residing in bricks and mortar accommodation is one factor used to determine accommodation need.

Secondary data

Existing information that someone else has collected. Data from administrative systems and some research projects are made available for others to summarise and analyse for their own purposes (e.g. Traveller Caravan Count).

Settled community

Used to refer to non-Gypsies and Travellers who live in housing.

Site

An area of land laid out and/or used for Gypsy and Traveller caravans for residential occupation, which can be authorised (have planning permission) or unauthorised. Sites can be self-owned by a Gypsy and Traveller resident or rented from a private or social landlord. Sites vary in type and size and can range from one-caravan private family sites on Gypsies' and Travellers' own land, through to large local authority sites. Authorised private sites (those with planning permission) can be small, family-run, or larger, privately-owned rented sites.

Socially rented site

A Gypsy and Traveller site owned by a council or private Registered Provider. Similar to social rented houses, rents are subsidised and offered at below private market levels.

Tolerated

An unauthorised development or encampment may be tolerated by the local authority meaning that no enforcement action is currently, or likely to be, being taken.

Transit site/pitch

This is the authorised encampment option for Gypsies and Travellers travelling in their caravans and in need of temporary accommodation while away from 'home'. Transit sites are sometimes used on a more long-term basis by families unable to find suitable permanent accommodation

Travelling Showpeople

People who organise circuses and fairgrounds and who live on yards when not travelling between locations. Most Travelling Showpeople are members of the Showmen's Guild of Great Britain.

Travelling Showpeople Plot

Area on a yard for Travelling Showpeople to live. As well as dwelling units, Travelling Showpeople often keep their commercial equipment on a plot.

Travelling Showpeople Yard

An area of land laid out and/or used for Travelling Showpeople for residential occupation, which can be authorised (have planning permission) or unauthorised. Yards can be self-owned by a Travelling Showpeople resident or rented from a private or social landlord. Some yards are leased or rented from the Showmen's Guild. They can vary in type and size although they need to consider the need for residents to store and maintain fairground equipment.

Unauthorised development

Unauthorised developments include situations where the land is owned by the occupier, or the occupier has the consent of the owner (e.g. is tolerated /no trespass has occurred), but where relevant planning permission has not been granted.

Unauthorised encampment

Unauthorised encampments include situations where the land is not owned by the occupier, the land is being occupied without the owner's consent, and as such a trespass has occurred. An encampment can include one or more vehicles, caravans or trailers.

Unauthorised site

Land occupied by Gypsies and Travellers without the appropriate planning or other permissions. The term includes both unauthorised development and unauthorised encampment.

Accommodation Needs

Study Area: Gypsies and Travellers

Table A.1 Estimate of the need for permanent residential site pitches 2021-2026			
	Ethnic	PPTS	Work
1) Current occupied permanent residential site pitches	308	308	308
<i>Additional residential supply</i>			
2) Number of unused residential pitches available	15	15	15
3) Number of existing pitches expected to become vacant through mortality	8	8	8
4) Net number of family units on sites expected to leave the area in next 5 years	0	0	0
5) Number of family units on sites expected to move into housing in next 5 years	0	0	0
6) Residential pitches planned to be built or to be brought back into use	62	62	62
Total Additional Supply	85	85	85
<i>Additional residential need</i>			
7) Seeking permanent permission from temporary sites	6	6	4
8) Family units (on pitches) seeking residential pitches in the area, excluding those counted as moving due to overcrowding in step 12	0	0	0
9) Family units on transit pitches requiring residential pitches in the area	3	3	3
10) Family units on unauthorised encampments requiring residential pitches	0	0	0
11) Family units on unauthorised developments requiring residential pitches	76	72	39
12) Family units currently overcrowded (or hidden family members) on pitches seeking residential pitches in the area, excluding those containing emerging family unit in step 8	15	14	7
13) Net new family units expected to arrive from elsewhere	0	0	0
14) New family formations expected to arise from within existing family units	49	39	18
15) Family units in housing but with a psychological aversion to housed accommodation	38	0	0
Total Need	187	134	71
<i>Balance of Need and Supply</i>			
Total Additional Pitch Requirement	102	49	-14
Annualised Additional Pitch Requirement	0	0	0

Source: GTAA 2022

Table A2: Summary of accommodation needs 2021-41 (pitches)			
Period	Ethnic definition	PPTS 2015 definition	Work definition
2021-26	102	49	-14
2026-31	42	37	32
2031-36	46	40	35
2036-40	50	44	37
2021-41	240	170	90

Source: GTAA 2022

Study Area: Showpeople

Table A.3: Estimate of the need for permanent residential plots 2021-2026

1) Current occupied permanent residential site plots	90
Current residential supply	
2) Number of unused residential plots available	0
3) Number of existing plots expected to become vacant through mortality	3
4) Net number of households on sites expected to leave the area in next 5 years	0
5) Number of households on sites expected to move into housing in next 5 years	0
6) Residential plots planned to be built or to be brought back into use	19
Total Supply	22
Current residential need: Plots	
7) Seeking permanent permission from temporary plots	0
8) Households (on plots) seeking residential plots in the area, excluding those counted as moving due to overcrowding in step 12	4
9) Households on transit plots requiring residential plots in the area	0
10) Households on unauthorised encampments requiring residential plots in the area	0
11) Households on unauthorised developments requiring residential plots in the area	1
12) Households currently overcrowded (or hidden family members) on plots seeking residential plots in the area, excluding those containing an emerging household in step 8	31
13) Net new households expected to arrive from elsewhere	0
14) New family formations expected to arise from within existing households on sites	28
Total Need	63
Balance of Need and Supply	
Total Additional Plot Requirement	41
Annualised Additional Plot Requirement	0

Source: GTAA 2022

Table A4: Summary of accommodation needs 2021-41 (plots)

2021-26	41
2026-31	13
2031-36	14
2036-40	15
2021-41	83

Source: GTAA 2022

Study area: moorings

Table A5: Estimate of the Need for Permanent Moorings 2021-2025	
1) Current occupied permanent	0
<i>Current residential supply</i>	
2) Vacant but available for use	0
3) Expected to become vacant	0
4) Planned to be brought back into use	0
Total Additional Supply	0
<i>Current residential need</i>	
5) Seeking permanent permission from temporary permission	0
6) Households requiring permanent moorings	50
Total Additional Need	50
<i>Balance of Need and Supply</i>	
Total Additional Requirement	50

Source: GTAA 2022

Table A6: Summary of accommodation needs 2021-41 (moorings)	
2021-26	50
2026-31	1
2031-36	1
2036-40	1
2021-41	53

Source: GTAA 2022

Cheltenham: Gypsies and Travellers

Table A7: Estimate of the need for permanent residential site pitches 2021-2026			
	Ethnic	PPTS	Work
1) Current occupied permanent residential site pitches	0	0	0
<i>Additional residential supply</i>			
2) Number of unused residential pitches available	0	0	0
3) Number of existing pitches expected to become vacant through mortality	0	0	0
4) Net number of family units on sites expected to leave the area in next 5 years	0	0	0
5) Number of family units on sites expected to move into housing in next 5 years	0	0	0
6) Residential pitches planned to be built or to be brought back into use	0	0	0
Total Additional Supply	0	0	0
<i>Additional residential need</i>			
7) Seeking permanent permission from temporary sites	2	2	2
8) Family units (on pitches) seeking residential pitches in the area, excluding those counted as moving due to overcrowding in step 12	0	0	0
9) Family units on transit pitches requiring residential pitches in the area	0	0	0
10) Family units on unauthorised encampments requiring residential pitches	0	0	0
11) Family units on unauthorised developments requiring residential pitches	0	0	0
12) Family units currently overcrowded (or hidden family members) on pitches seeking residential pitches in the area, excluding those containing emerging family unit in step 8	1	1	1
13) Net new family units expected to arrive from elsewhere	0	0	0
14) New family formations expected to arise from within existing family units	0	0	0
15) Family units in housing but with a psychological aversion to housed accommodation	3	0	0
Total Need	6	3	3
<i>Balance of Need and Supply</i>			
Total Additional Pitch Requirement	6	3	3
Annualised Additional Pitch Requirement	0	0	0

Source: GTAA 2022

Table A8: Summary of accommodation needs 2021-41 (pitches)			
Period	Ethnic definition	PPTS 2015 definition	Work definition
2021-26	6	3	3
2026-31	1	0	0
2031-36	1	0	0
2036-40	1	0	0
2021-41	9	3	3

Source: GTAA 2022

Cheltenham: Showpeople

Table A9: Estimate of the need for permanent residential plots 2021-2026	
1) Current occupied permanent residential site plots	0
Current residential supply	
2) Number of unused residential plots available	0
3) Number of existing plots expected to become vacant through mortality	0
4) Net number of households on sites expected to leave the area in next 5 years	0
5) Number of households on sites expected to move into housing in next 5 years	0
6) Residential plots planned to be built or to be brought back into use	0
Total Supply	0
Current residential need: Plots	
7) Seeking permanent permission from temporary plots	0
8) Households (on plots) seeking residential plots in the area, excluding those counted as moving due to overcrowding in step 12	0
9) Households on transit plots requiring residential plots in the area	0
10) Households on unauthorised encampments requiring residential plots in the area	0
11) Households on unauthorised developments requiring residential plots in the area	0
12) Households currently overcrowded (or hidden family members) on plots seeking residential plots in the area, excluding those containing an emerging household in step 8	0
13) Net new households expected to arrive from elsewhere	0
14) New family formations expected to arise from within existing households on sites	0
Total Need	0
Balance of Need and Supply	
Total Additional Plot Requirement	0
Annualised Additional Plot Requirement	0

Source: GTAA 2022

Table A10: Summary of accommodation needs 2021-41 (plots)	
2021-26	0
2026-31	0
2031-36	0
2036-40	0
2021-41	0

Source: GTAA 2022

Cotswold: Gypsies and Travellers

Table A11. Estimate of the need for permanent residential site pitches 2021-2026			
	Ethnic	PPTS	Work
1) Current occupied permanent residential site pitches	41	41	41
<i>Additional residential supply</i>			
2) Number of unused residential pitches available	7	7	7
3) Number of existing pitches expected to become vacant through mortality	1	1	1
4) Net number of family units on sites expected to leave the area in next 5 years	0	0	0
5) Number of family units on sites expected to move into housing in next 5 years	0	0	0
6) Residential pitches planned to be built or to be brought back into use	0	0	0
Total Additional Supply	8	8	8
<i>Additional residential need</i>			
7) Seeking permanent permission from temporary sites	0	0	0
8) Family units (on pitches) seeking residential pitches in the area, excluding those counted as moving due to overcrowding in step 12	0	0	0
9) Family units on transit pitches requiring residential pitches in the area	0	0	0
10) Family units on unauthorised encampments requiring residential pitches	0	0	0
11) Family units on unauthorised developments requiring residential pitches	12	12	8
12) Family units currently overcrowded (or hidden family members) on pitches seeking residential pitches in the area, excluding those containing emerging family unit in step 8	4	3	2
13) Net new family units expected to arrive from elsewhere	0	0	0
14) New family formations expected to arise from within existing family units	6	4	2
15) Family units in housing but with a psychological aversion to housed accommodation	4	0	0
Total Need	26	19	12
<i>Balance of Need and Supply</i>			
Total Additional Pitch Requirement	18	11	4
Annualised Additional Pitch Requirement	0	0	0

Source: GTAA 2022

Table A12: Summary of accommodation needs 2021-41 (pitches)			
Period	Ethnic definition	PPTS 2015 definition	Work definition
2021-26	18	11	4
2026-31	5	5	4
2031-36	6	5	4
2036-40	6	6	5
2021-41	35	27	17

Source: GTAA 2022

Cotswold: Showpeople

Table A13: Estimate of the need for permanent residential plots 2021-2026	
1) Current occupied permanent residential site plots	0
Current residential supply	
2) Number of unused residential plots available	0
3) Number of existing plots expected to become vacant through mortality	0
4) Net number of households on sites expected to leave the area in next 5 years	0
5) Number of households on sites expected to move into housing in next 5 years	0
6) Residential plots planned to be built or to be brought back into use	0
Total Supply	0
Current residential need: Plots	
7) Seeking permanent permission from temporary plots	0
8) Households (on plots) seeking residential plots in the area, excluding those counted as moving due to overcrowding in step 12	0
9) Households on transit plots requiring residential plots in the area	0
10) Households on unauthorised encampments requiring residential plots in the area	0
11) Households on unauthorised developments requiring residential plots in the area	0
12) Households currently overcrowded (or hidden family members) on plots seeking residential plots in the area, excluding those containing an emerging household in step 8	0
13) Net new households expected to arrive from elsewhere	0
14) New family formations expected to arise from within existing households on sites	0
Total Need	0
Balance of Need and Supply	
Total Additional Plot Requirement	0
Annualised Additional Plot Requirement	0

Source: GTAA 2022

Table A14: Summary of accommodation needs 2021-41 (plots)	
2021-26	0
2026-31	0
2031-36	0
2036-40	0
2021-41	0

Source: GTAA 2022

Forest of Dean: Gypsies and Travellers

Table A15. Estimate of the need for permanent residential site pitches 2021-2026

	Ethnic	PPTS	Work
1) Current occupied permanent residential site pitches	49	49	49
<i>Additional residential supply</i>			
2) Number of unused residential pitches available	0	0	0
3) Number of existing pitches expected to become vacant through mortality	1	1	1
4) Net number of family units on sites expected to leave the area in next 5 years	0	0	0
5) Number of family units on sites expected to move into housing in next 5 years	0	0	0
6) Residential pitches planned to be built or to be brought back into use	23	23	23
Total Additional Supply	24	24	24
<i>Additional residential need</i>			
7) Seeking permanent permission from temporary sites	0	0	0
8) Family units (on pitches) seeking residential pitches in the area, excluding those counted as moving due to overcrowding in step 12	0	0	0
9) Family units on transit pitches requiring residential pitches in the area	0	0	0
10) Family units on unauthorised encampments requiring residential pitches	0	0	0
11) Family units on unauthorised developments requiring residential pitches	19	19	10
12) Family units currently overcrowded (or hidden family members) on pitches seeking residential pitches in the area, excluding those containing emerging family unit in step 8	3	3	3
13) Net new family units expected to arrive from elsewhere	0	0	0
14) New family formations expected to arise from within existing family units	14	10	5
15) Family units in housing but with a psychological aversion to housed accommodation	5	0	0
Total Need	41	32	18
<i>Balance of Need and Supply</i>			
Total Additional Pitch Requirement	17	8	-6
Annualised Additional Pitch Requirement	0	0	0

Source: GTAA 2022

Table A16. Summary of accommodation needs 2021-41 (pitches)

Period	Ethnic definition	PPTS 2015 definition	Work definition
2021-26	17	8	-6
2026-31	8	7	6
2031-36	8	8	7
2036-40	9	8	7
2021-41	42	31	14

Source: GTAA 2022

Forest of Dean: Showpeople

Table A17: Estimate of the need for permanent residential plots 2021-2026

1) Current occupied permanent residential site plots	0
Current residential supply	
2) Number of unused residential plots available	0
3) Number of existing plots expected to become vacant through mortality	0
4) Net number of households on sites expected to leave the area in next 5 years	0
5) Number of households on sites expected to move into housing in next 5 years	0
6) Residential plots planned to be built or to be brought back into use	0
Total Supply	0
Current residential need: Plots	
7) Seeking permanent permission from temporary plots	0
8) Households (on plots) seeking residential plots in the area, excluding those counted as moving due to overcrowding in step 12	4
9) Households on transit plots requiring residential plots in the area	0
10) Households on unauthorised encampments requiring residential plots in the area	0
11) Households on unauthorised developments requiring residential plots in the area	1
12) Households currently overcrowded (or hidden family members) on plots seeking residential plots in the area, excluding those containing an emerging household in step 8	0
13) Net new households expected to arrive from elsewhere	0
14) New family formations expected to arise from within existing households on sites	0
Total Need	5
Balance of Need and Supply	
Total Additional Plot Requirement	5
Annualised Additional Plot Requirement	0

Source: GTAA 2022

Table A18: Summary of accommodation needs 2021-41 (plots)

2021-26	5
2026-31	1
2031-36	1
2036-40	1
2021-41	8

Source: GTAA 2022

Gloucester: Gypsies and Travellers

Table A19. Estimate of the need for permanent residential site pitches 2021-2026			
	Ethnic	PPTS	Work
1) Current occupied permanent residential site pitches	0	0	0
<i>Additional residential supply</i>			
2) Number of unused residential pitches available	0	0	0
3) Number of existing pitches expected to become vacant through mortality	0	0	0
4) Net number of family units on sites expected to leave the area in next 5 years	0	0	0
5) Number of family units on sites expected to move into housing in next 5 years	0	0	0
6) Residential pitches planned to be built or to be brought back into use	0	0	0
Total Additional Supply	0	0	0
<i>Additional residential need</i>			
7) Seeking permanent permission from temporary sites	4	4	2
8) Family units (on pitches) seeking residential pitches in the area, excluding those counted as moving due to overcrowding in step 12	0	0	0
9) Family units on transit pitches requiring residential pitches in the area	0	0	0
10) Family units on unauthorised encampments requiring residential pitches	0	0	0
11) Family units on unauthorised developments requiring residential pitches	16	16	8
12) Family units currently overcrowded (or hidden family members) on pitches seeking residential pitches in the area, excluding those containing emerging family unit in step 8	0	0	0
13) Net new family units expected to arrive from elsewhere	0	0	0
14) New family formations expected to arise from within existing family units	4	2	0
15) Family units in housing but with a psychological aversion to housed accommodation	4	0	0
Total Need	28	22	10
<i>Balance of Need and Supply</i>			
Total Additional Pitch Requirement	28	22	10
Annualised Additional Pitch Requirement	0	0	0

Source: GTAA 2022

Table A20. Summary of accommodation needs 2021-41 (pitches)			
Period	Ethnic definition	PPTS 2015 definition	Work definition
2021-26	28	22	10
2026-31	2	2	1
2031-36	3	2	1
2036-40	3	2	1
2021-41	36	28	13

Source: GTAA 2022

Gloucester: Showpeople

Table A21: Estimate of the need for permanent residential plots 2021-2026

1) Current occupied permanent residential site plots	30
Current residential supply	
2) Number of unused residential plots available	0
3) Number of existing plots expected to become vacant through mortality	1
4) Net number of households on sites expected to leave the area in next 5 years	0
5) Number of households on sites expected to move into housing in next 5 years	0
6) Residential plots planned to be built or to be brought back into use	10
Total Supply	11
Current residential need: Plots	
7) Seeking permanent permission from temporary plots	0
8) Households (on plots) seeking residential plots in the area, excluding those counted as moving due to overcrowding in step 12	0
9) Households on transit plots requiring residential plots in the area	0
10) Households on unauthorised encampments requiring residential plots in the area	0
11) Households on unauthorised developments requiring residential plots in the area	0
12) Households currently overcrowded (or hidden family members) on plots seeking residential plots in the area, excluding those containing an emerging household in step 8	15
13) Net new households expected to arrive from elsewhere	0
14) New family formations expected to arise from within existing households on sites	10
Total Need	25
Balance of Need and Supply	
Total Additional Plot Requirement	14
Annualised Additional Plot Requirement	0

Source: GTAA 2022

Table A22: Summary of accommodation needs 2021-41 (plots)

2021-26	14
2026-31	4
2031-36	5
2036-40	5
2021-41	28

Source: GTAA 2022

Stroud: Gypsies and Travellers

Table A23: Estimate of the need for permanent residential site pitches 2020-2025			
	Ethnic	PPTS	Work
1) Current occupied permanent residential site pitches	36	36	36
<i>Additional residential supply</i>			
2) Number of unused residential pitches available	0	0	0
3) Number of existing pitches expected to become vacant through mortality 2020-2025	1	1	1
4) Net number of family units on sites expected to leave the area in next 5 years	0	0	0
5) Number of family units on sites expected to move into housing in next 5 years	0	0	0
6) Residential pitches planned to be built or to be brought back into use 2020-2025	17	17	17
Total Additional Supply	18	18	18
<i>Additional residential need</i>			
7) Seeking permanent permission from temporary sites	0	0	0
8) Family units (on pitches) seeking residential pitches in the area, excluding those counted as moving due to overcrowding in step 12	0	0	0
9) Family units on transit pitches requiring residential pitches in the area	0	0	0
10) Family units on unauthorised encampments requiring residential pitches	0	0	0
11) Family units on unauthorised developments requiring residential pitches	6	6	3
12) Family units currently overcrowded (or hidden family members) on pitches seeking residential pitches in the area, excluding those containing emerging family unit in step 8	3	3	0
13) Net new family units expected to arrive from elsewhere	0	0	0
14) New family formations expected to arise from within existing family units	9	7	3
15) Family units in housing but with a psychological aversion to housed accommodation	4	0	0
Total Need	22	16	6
<i>Balance of Need and Supply</i>			
Total Additional Pitch Requirement	4	-2	-12
Annualised Additional Pitch Requirement	0	0	0

Source: GTAA 2022

Table A24: Summary of accommodation needs 2021-40 (pitches)			
Period	Ethnic definition	PPTS 2015 definition	Work definition
Total 2021-26	4	-2	-12
Total 2026-31	5	4	4
Total 2031-36	6	5	4
Total 2036-40	7	6	4
Total 2021-40	22	13	0

Source: GTAA 2022

Stroud: Showpeople

Table A25: Estimate of the need for permanent residential plots 2021-2026

1) Current occupied permanent residential site plots	40
Current residential supply	
2) Number of unused residential plots available	0
3) Number of existing plots expected to become vacant through mortality	1
4) Net number of households on sites expected to leave the area in next 5 years	0
5) Number of households on sites expected to move into housing in next 5 years	0
6) Residential plots planned to be built or to be brought back into use	0
Total Supply	1
Current residential need: Plots	
7) Seeking permanent permission from temporary plots	0
8) Households (on plots) seeking residential plots in the area, excluding those counted as moving due to overcrowding in step 12	0
9) Households on transit plots requiring residential plots in the area	0
10) Households on unauthorised encampments requiring residential plots in the area	0
11) Households on unauthorised developments requiring residential plots in the area	0
12) Households currently overcrowded (or hidden family members) on plots seeking residential plots in the area, excluding those containing an emerging household in step 8	6
13) Net new households expected to arrive from elsewhere	0
14) New family formations expected to arise from within existing households on sites	7
Total Need	13
Balance of Need and Supply	
Total Additional Plot Requirement	12
Annualised Additional Plot Requirement	3

Source: GTAA 2022

Table A26: Summary of accommodation needs 2021-41 (plots)

2021-26	12
2026-31	5
2031-36	5
2036-40	5
2021-40	27

Source: GTAA 2022

Tewkesbury: Gypsies and Travellers

Table A27. Estimate of the need for permanent residential site pitches 2021-2026			
	Ethnic	PPTS	Work
1) Current occupied permanent residential site pitches	182	182	182
Additional residential supply			
2) Number of unused residential pitches available	8	8	8
3) Number of existing pitches expected to become vacant through mortality	5	5	5
4) Net number of family units on sites expected to leave the area in next 5 years	0	0	0
5) Number of family units on sites expected to move into housing in next 5 years	0	0	0
6) Residential pitches planned to be built or to be brought back into use	22	22	22
Total Additional Supply	35	35	35
Additional residential need			
7) Seeking permanent permission from temporary sites	0	0	0
8) Family units (on pitches) seeking residential pitches in the area, excluding those counted as moving due to overcrowding in step 12	0	0	0
9) Family units on transit pitches requiring residential pitches in the area	3	3	3
10) Family units on unauthorised encampments requiring residential pitches	0	0	0
11) Family units on unauthorised developments requiring residential pitches	23	19	10
12) Family units currently overcrowded (or hidden family members) on pitches seeking residential pitches in the area, excluding those containing emerging family unit in step 8	4	4	1
13) Net new family units expected to arrive from elsewhere	0	0	0
14) New family formations expected to arise from within existing family units	16	16	8
15) Family units in housing but with a psychological aversion to housed accommodation	18	0	0
Total Need	64	42	22
Balance of Need and Supply			
Total Additional Pitch Requirement	29	7	-13
Annualised Additional Pitch Requirement	0	0	0

Source: GTAA 2022

Table A28. Summary of accommodation needs 2021-41 (pitches)			
Period	Ethnic definition	PPTS 2015 definition	Work definition
2021-26	29	7	-13
2026-31	21	19	17
2031-36	22	20	19
2036-40	24	22	20
2021-41	96	68	43

Source: GTAA 2022

Tewkesbury: Showpeople

Table A29: Estimate of the need for permanent residential plots 2021-2026

1) Current occupied permanent residential site plots	20
Current residential supply	
2) Number of unused residential plots available	0
3) Number of existing plots expected to become vacant through mortality	1
4) Net number of households on sites expected to leave the area in next 5 years	0
5) Number of households on sites expected to move into housing in next 5 years	0
6) Residential plots planned to be built or to be brought back into use	9
Total Supply	10
Current residential need: Plots	
7) Seeking permanent permission from temporary plots	0
8) Households (on plots) seeking residential plots in the area, excluding those counted as moving due to overcrowding in step 12	0
9) Households on transit plots requiring residential plots in the area	0
10) Households on unauthorised encampments requiring residential plots in the area	0
11) Households on unauthorised developments requiring residential plots in the area	0
12) Households currently overcrowded (or hidden family members) on plots seeking residential plots in the area, excluding those containing an emerging household in step 8	10
13) Net new households expected to arrive from elsewhere	0
14) New family formations expected to arise from within existing households on sites	10
Total Need	20
Balance of Need and Supply	
Total Additional Plot Requirement	10
Annualised Additional Plot Requirement	2

Source: GTAA 2022

Table A30: Summary of accommodation needs 2020-41 (plots)

2021-26	10
2026-31	3
2031-36	3
2036-40	4
2021-40	20

Source: GTAA 2022