



South Gloucestershire Council and The City of Bristol Council

Gypsy, Traveller and Travelling Showpeople Accommodation Assessment



January 2014



Opinion Research Services The Strand, Swansea SA1 1AF
Nigel Moore, Claire Thomas, Katie Amesbury, Ciara Small and Imogen Statham
enquiries: 01792 535300 · info@ors.org.uk · www.ors.org.uk

© Copyright January 2014

Contents

Contents	3
1. Introduction	7
The Survey	7
Definitions	7
Legislation and Guidance for Gypsies and Travellers	8
Planning Policy for Traveller Sites	9
Tackling Inequalities for Gypsy and Traveller Communities	11
Funding	11
Methodology	12
Stage 1: Background	12
Stage 2: Household Survey	12
Stage 3: Stakeholder Engagement	12
Stage 4: Future Pitch and Plot Requirements	12
Stage 5: Conclusions	13
2. Gypsy, Traveller and Travelling Showpeople Sites and Population	14
Types of Sites	14
Caravan Count	15
3. Gypsy and Traveller Population	17
Survey of the Gypsy and Traveller Population	17
Length of Residence	18
Connections with the Area	18
Ethnic Background	19
Age and Household Profile	19
Employment	20
Health Problems	20
4. Existing Sites	21
Type of Site	21
Propensity to Travel	22
Bricks and Mortar	22
Moving to a New Permanent Base	22

5. Bricks and Mortar	23
Survey of Gypsies and Travellers living in Bricks and Mortar.....	23
Length of Residence	23
Property Type and Tenure.....	23
Housing Needs.....	24
Connections with the Area	24
6. Travelling Showpeople	27
Introduction.....	27
Travelling Showpeople Households in South Gloucestershire and Bristol	27
Survey of the Travelling Showpeople Population	27
Length of Residence	28
Connections with the Area	28
7. Stakeholder Consultation	31
Introduction.....	31
Responses from officers and Members of Bristol City and South Gloucestershire Councils and officers employed in neighbouring authority areas	33
Main Policy Tools.....	33
Accommodation and Management: Current Site Provision and Bricks and Mortar.....	33
Accommodation and Management: Unauthorised Encampments and Development.....	36
Gypsies and Travellers - Trends, Favoured Locations and Stopping Points	36
Accommodation Needs: Permanent and Transit provision	38
Site Location and Management.....	39
Community Cohesion and Cross Boundary Issues	40
Consultation Activities.....	42
The Future and Any Additional Issues	43
Wider Stakeholders	44
Main Policy Tools.....	44
Accommodation Provision in the Bristol and South Gloucestershire Council areas.....	44
Unauthorised encampments, Favoured Locations and Trends.....	45
Future Accommodation Provision.....	45
Community Cohesion, Cross Boundary Issues and Consultation Activities	46
The Future and Any Additional Issues	47
8. Future Pitch Provision	48
Pitch Provision	48

Supply of pitches	48
Current Need	49
Future Need.....	49
Current Gypsy and Traveller Site Provision	49
Additional Site Provision: Current Need.....	50
Current Unauthorised Developments	50
Concealed Households	51
Bricks and Mortar	51
Waiting Lists for Public Sites.....	52
Additional Site Provision: Future Need	53
Temporary Planning Permissions	53
New Household Formation.....	53
In-migration from Other Sources	54
Overall Needs for Bristol	55
Overall Needs for South Gloucestershire	56
Split to 2028 in 5 year Time Period	56
Comparisons with the 2007 West of England GTAA	57
Transit/Emergency Stopping Site Provision	57
Needs for Plots for Travelling Showpeople	58
Current Yard Provision	58
Current Unauthorised Developments	59
Concealed Households	59
Bricks and Mortar	59
Waiting Lists for Public Sites	59
Temporary Planning Permissions.....	59
New Household Formation.....	59
In-migration from Other Sources	59
Overall Needs for Travelling Showperson Plots for Bristol	60
Overall Needs for Travelling Showperson Plots for South Gloucestershire	61
Split to 2028 in 5 year Time Period	61
Comparisons with the 2007 West of England GTAA	62
9. Conclusions	63
Introduction.....	63
Gypsy and Traveller Future Pitch Provision	63

Transit Sites	63
Travelling Showperson Requirements.....	64
Appendices	65
Appendix A: Gypsy and Traveller Sites in Bristol and South Gloucestershire.....	66
Gypsy and Traveller Sites in Bristol	66
Gypsy and Traveller Sites in South Gloucestershire	67
Travelling Showperson Sites in Bristol.....	68
Travelling Showperson Sites in South Gloucestershire	69

1. Introduction

The Survey

- 1.1 Opinion Research Services (ORS) were commissioned by the Bristol City Council and South Gloucestershire Councils to undertake a Gypsy, Traveller and Travelling Showpeople Accommodation Assessment (GTTSAA).
- 1.2 The study seeks to provide an evidence base to enable the authorities to comply with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 2004, the National Planning Policy Framework 2012 and Planning Policy for Traveller Sites 2012. The main objective of this study is to provide Bristol City Council and South Gloucestershire Council with robust, defensible and up-to-date evidence about the accommodation needs of Gypsies, Travellers and Travelling Showpeople in Bristol and South Gloucestershire during the period until 2028 in five year sections covering 2013-2018, 2018-2023 and 2023-2028. It also seeks to identify whether or not Bristol and South Gloucestershire need to plan for the provision of transit sites or emergency stopping places. The study also forms a basis for discussing duty to cooperate and strategic planning issues relating to Gypsies, Travellers and Travelling Showpeople across the West of England
- 1.3 We would note at the outset that the study covers the needs of Gypsies (including English, Scottish, Welsh and Romany Gypsies), Irish Travellers, New Travellers and Travelling Showpeople, but for ease of reference we have referred to the study as a Gypsy, Traveller and Travelling Showpeople Accommodation Assessment.
- 1.4 This document is the main report and summarises the key findings of the study, in particular where they relate to existing policies, or have implications for future policy decisions.

Definitions

- 1.5 For the purposes of the planning system, Gypsies and Travellers means:

Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependents' educational or health needs or old age have ceased to travel temporarily or permanently, but excluding members of an organised group of Travelling Showpeople or circus people travelling together as such. (Planning Policy for Traveller Sites, CLG, March 2012).
- 1.6 Within the main definition of Gypsies and Travellers, there are a number of main cultural groups which include:
 - » Romany Gypsies;
 - » Irish Travellers;
 - » New Travellers.

^{1.7} Romany Gypsies and Irish Travellers are recognised in law as distinct ethnic groups and are legally protected from discrimination under the Equalities Act 2010.

^{1.8} Alongside Gypsies and Travellers, a further group to be considered are Travelling Showpeople. They are defined as:

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 family's or dependent's more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily or permanently, but excludes Gypsies and Travellers as defined above. (Planning Policy for Traveller Sites, CLG, March 2012).

^{1.9} We would note that Bristol contains many Roma of Eastern European origin. Roma households typically do not live in caravans and instead are normally found in bricks and mortar. Therefore, this group are normally not considered within Gypsy, Traveller and Travelling Showpeople Accommodation Assessments. In this case we have produced a separate report for City of Bristol relating to their Roma population living in bricks and mortar.

Legislation and Guidance for Gypsies and Travellers

^{1.10} Decision-making for policy concerning Gypsies, Travellers and Travelling Showpeople sits within a complex legislative and national policy framework and this study must be viewed in the context of this legislation and guidance. For example, the following pieces of legislation and guidance are relevant when constructing policies relating to Gypsies, Travellers and Travelling Showpeople:

- » Planning Policy for Traveller Sites 2012;
- » National Planning Policy Framework 2012;
- » Gypsy and Traveller Accommodation Needs Assessments Guidance October 2007;
- » Environmental Protection Act 1990 for statutory nuisance provisions;
- » The Human Rights Act 1998, when making decisions and welfare assessments;
- » The Town and Country Planning Act 1990 (as subsequently amended);
- » Homelessness Legislation and Allocation Policies;
- » Criminal Justice and Public Order Act 1994 (sections 61, 62);
- » Anti-social behaviour Act 2003 (both as victims and perpetrators of anti-social behaviour);
- » Planning and Compulsory Purchase Act 2004;
- » Housing Act 2004 which requires local housing authorities to assess the accommodation needs of Gypsies and Travellers and Showpeople as part of their housing needs assessments. This study complies with this element of government guidance;
- » Housing Act 1996 in respect of homelessness.

^{1.11} To focus on Gypsies and Travellers, the Criminal Justice and Public Order Act 1994 (Sections 77, 78) is particularly important with regard to the issue of planning for Gypsy and Traveller site provision. This repealed the duty of local authorities to provide appropriate accommodation for Gypsies and Travellers.

However, Circular 1/94 did support maintaining existing sites and stated that appropriate future site provision should be considered.

- 1.12 For site provision, the previous Labour Government guidance focused on increasing site provision for Gypsies and Travellers and Travelling Showpeople and encouraging local authorities to have a more inclusive approach to Gypsies and Travellers and Travelling Showpeople within their Housing Needs Assessment. The Housing Act 2004 required local authorities to identify the need for Gypsy and Traveller sites, alongside the need for other types of housing, when conducting Housing Needs Surveys. Therefore, all local authorities were required to undertake accommodation assessments for Gypsies and Travellers and Travelling Showpeople either as a separate study such as this one, or as part of their main Housing Needs Assessment.
- 1.13 Local authorities were encouraged rather than compelled to provide new Gypsy and Traveller sites by central government. Circular 1/06 'Planning for Gypsy and Traveller Caravan Sites', released by the CLG in January 2006, replaced Circular 1/94 and suggested that the provision of authorised sites should be encouraged so that the number of unauthorised sites would be reduced.
- 1.14 The Coalition Government announced in 2010 that the previous government's guidance contained in Planning for Gypsy and Traveller Caravan Sites (Circular 01/06) was to be repealed, along with the Regional Spatial Strategies (RSS) which were used to allocate pitch provision to local authorities. The South West Of England RSS was formally abolished in May 2012. The CLG published 'Planning Policy for Traveller Sites' in March 2012 which set out the Government's planning policy for traveller sites. It should be read in conjunction with the National Planning Policy Framework.

Planning Policy for Traveller Sites

- 1.15 The document 'Planning Policy for Traveller Sites' which came into force in March 2012 sets out the direction of government policy. Among other objectives, the new policy's aims in respect of Traveller sites are (Planning Policy for Traveller Sites Page 1-2):
- » local planning authorities should make their own assessment of need for the purposes of planning;
 - » to ensure that local planning authorities, working collaboratively, develop fair and effective strategies to meet need through the identification of land for sites;
 - » to encourage local planning authorities to plan for sites over a reasonable timescale;
 - » that plan-making and decision-taking should protect Green Belt from inappropriate development;
 - » to promote more private traveller site provision while recognising that there will always be those travellers who cannot provide their own sites;
 - » that plan-making and decision-taking should aim to reduce the number of unauthorised developments and encampments and make enforcement more effective;
 - » for local planning authorities to ensure that their Local Plan includes fair, realistic and inclusive policies;

- » to increase the number of traveller sites in appropriate locations with planning permission, to address under provision and maintain an appropriate level of supply;
- » to reduce tensions between settled and traveller communities in plan-making and planning decisions;
- » to enable provision of suitable accommodation from which travellers can access education, health, welfare and employment infrastructure;
- » for local planning authorities to have due regard to the protection of local amenity and local environment.

^{1.16} In practice the document states that (Planning Policy for Traveller Sites Page 3):

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

^{1.17} Local planning authorities should, in producing their Local Plan:

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

^{1.18} A key element to the new policies is a continuation of previous government policies. local authorities now have a duty to ensure a 5 year land supply to meet the identified needs for Traveller sites. However, 'Planning Policy for Traveller Sites' also notes on Page 3-4 that:

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

^{1.19} Therefore, criteria based planning policies sit at the heart of the new guidance, irrespective of whether need is identified or not.

Tackling Inequalities for Gypsy and Traveller Communities

- ^{1.20} In April 2012 the government issued a further document relating to Gypsies and Travellers in the form of 'Progress report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers' (CLG April 2012).
- ^{1.21} The aforementioned report contains 28 commitments to help improve the circumstances and outcomes for Gypsies and Travellers across a range of areas including:
- » Identifying ways of raising educational aspirations and attainment of Gypsy, Roma and Traveller children;
 - » Identifying ways to improve health outcomes for Gypsies and Travellers within the proposed new structures of the NHS;
 - » Encouraging appropriate site provision; building on £60m Traveller Pitch Funding and New Homes Bonus incentives;
 - » Tackling hate crime against Gypsies and Travellers and improving their interaction with the criminal justice system;
 - » Improving knowledge of how Gypsies and Travellers engage with services that provide a gateway to work opportunities and working with the financial services industry to improve access to financial products and services;
 - » Sharing good practice in engagement between Gypsies and Travellers and public service providers.

Funding

- ^{1.22} The Coalition Government policies also involve financial incentives for new affordable pitch provision in the form of the New Homes Bonus. For all new annual supply of pitches on local authority or Registered Provider owned and managed sites, local authorities receive a New Homes Bonus equivalent to council tax (based on the national average for a Band A property), plus an additional £350 per annum for six years. This equates to around £8,000 pounds per pitch.
- ^{1.23} Direct grant funding is also available for Gypsy and Traveller sites. The Homes and Communities Agency (HCA) took over delivery of the Gypsy and Traveller Sites Grant programme from CLG in April 2009. Since then they have invested £16.3m in 26 schemes across the country to provide 88 new or additional pitches and 179 improved pitches. The HCA welcomes bids from local authorities, housing associations and traveller community groups working with Registered Providers.
- ^{1.24} The HCA has now confirmed allocations for all of its £60m of future funding which will support 96 projects around the country for the provision of new Gypsy and Traveller sites and new pitches on existing sites, as well as the improvement of existing pitches.
- ^{1.25} While all HCA funds for Gypsy and Traveller pitches have now been allocated, further funding may become available as a result of slippage over the course of the programme. Providers are advised to continue to work closely with HCA area teams to develop their proposals should any funding become available.

Methodology

- ^{1.26} This section sets out the methodology we have followed to deliver the outputs for this study. Over the past 10 years ORS have developed a methodology which provides the required outputs from a Gypsy, Traveller and Travelling Showpeople Accommodation Assessment and this has been updated in light of Planning Policy for Traveller Sites.
- ^{1.27} The stages below provide a summary of the process undertaken by ORS, with more information on each stage provided in the appropriate section of the report.

Stage 1: Background

- ^{1.28} At the outset of the project we sought to understand the background to the Gypsy, Traveller and Travelling Showpeople population in Bristol and South Gloucestershire. The study sought to identify the location of all known sites in the study area and the number of pitches or plots on each one. The study also gathered information from recent caravan counts provided by the local authority and information held on unauthorised encampments in the area and also waiting lists for public sites.

Stage 2: Household Survey

- ^{1.29} The research methodology for identifying the housing needs of Gypsies, Travellers and Travelling Showpeople adopted in this report was largely based upon face to face interviews with Gypsies, Travellers and Travelling Showpeople in Bristol and South Gloucestershire. We sought to undertake a census of Gypsy, Traveller and Travelling Showpeople households in May to June 2013. Interviews were sought with every known Gypsy, Traveller and Travelling Showpeople household present during this time period and 77 interviews were achieved in total on Gypsy and Traveller sites, with 70 of these in South Gloucestershire and 7 in Bristol. Though only one member of each household was interviewed, the survey questions cover other members of the same household. We would note that a single Traveller household may occupy several caravans.

Stage 3: Stakeholder Engagement

- ^{1.30} This study includes extensive stakeholder engagement with council officers from Bristol and South Gloucestershire, and neighbouring local authorities and other stakeholders. The aim of this engagement was to help understand the current situation in the study area, particularly in relation households not on known existing sites, and also to discuss Duty to Cooperate issues with neighbouring local authorities, and any issues regarding education, health and community cohesion.

Stage 4: Future Pitch and Plot Requirements

- ^{1.31} The methodology used by ORS to calculate future pitch and plot requirements has been developed over the past 10 years and has drawn on lessons from both traditional housing needs assessments and also best and worst practice from Gypsy, Traveller and Travelling Showpeople Accommodation Assessments conducted across the country.
- ^{1.32} The overall principles behind assessing future needs are relatively simple. The model assesses the current backlog of need for pitches based upon unauthorised sites, concealed households, the net movement of

households from bricks and mortar and those on the waiting list for public sites. It then adds in future arising need in the form of newly forming households, households on sites with temporary planning permissions and net migration to the area. From this figure any empty or undeveloped pitches with planning permission are then subtracted to provide for a final net pitch requirement. The residential and transit pitch requirements for Gypsies and Travellers are identified separately from those for Travelling Showpeople and for each group the requirements are identified in 5 year periods to 2028 in line with the requirements of Planning Policy for Traveller Sites.

Stage 5: Conclusions

^{1.33} This stage draws together the evidence from Stages 1 to 4 to provide an overall summary of the requirements for Gypsies, Travellers and Travelling Showpeople in Bristol and South Gloucestershire.

2. Gypsy, Traveller and Travelling Showpeople Sites and Population

Types of Sites

- 2.1 A Strategic Housing Market Assessment focuses upon the number of dwellings required in an area, and how many of these should each be provided by the public and private sector. The central aim of this study was to follow a similar format for Gypsy, Traveller and Travelling Showpeople accommodation requirements.
- 2.2 One of the main considerations of this study is the provision of pitches and sites for Gypsies and Travellers. A pitch is an area which is large enough for one household to occupy and typically contains enough space for one or two caravans, but can vary in size. A site is a collection of pitches which form a development exclusively for Gypsies and Travellers. For Travelling Showpeople the most common descriptions used are a plot for the space occupied by one household and a yard for a collection of plots which are typically exclusively occupied by Travelling Showpeople. Throughout this study the main focus is upon how many extra pitches for Gypsies and Travellers and plots for Travelling Showpeople are required in Bristol and South Gloucestershire.
- 2.3 The public and private provision of mainstream housing is also largely mirrored when considering Gypsy and Traveller accommodation. One common form of Gypsy and Traveller sites is the publicly-provided residential site, which is provided by the local authority, or by a Registered Provider (usually a housing association). Pitches on public sites can be obtained through signing up to a waiting list, and the costs of running the sites are met from the rent paid by the licensees (similar to social housing).
- 2.4 The alternative to public residential sites is private residential sites for Gypsies and Travellers and Travelling Showpeople. These result from individuals or families buying areas of land and then obtaining planning permission to live on them. Households can also rent pitches on existing private sites. Therefore, these two forms of accommodation are the equivalent to private ownership and renting for those who live in bricks and mortar housing.
- 2.5 The Gypsy, Traveller and Travelling Showpeople population also has other forms of sites due to its mobile nature. Transit sites tend to contain many of the same facilities as a residential site, except that there is a maximum period of residence which can vary from a few days or weeks to a period of months. An alternative is an emergency stopping place. This type of site also has restrictions on the length of time for which someone can stay on it, but has much more limited facilities. Both of these two types of site are designed to accommodate, for a temporary period, Gypsies, Travellers and Travelling Showpeople whilst they travel.
- 2.6 Further considerations for the Gypsy and Traveller population are unauthorised developments and encampments. Unauthorised developments occur on land which is owned by the Gypsies and Travellers,

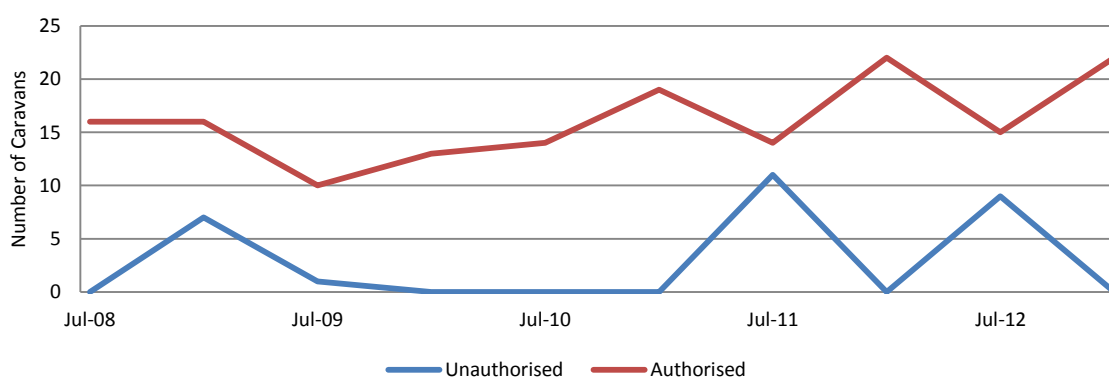
but for which they do not have planning permission to use for residential purposes. Unauthorised encampments occur on land which is not owned by the Gypsies and Travellers.

Caravan Count

- 2.7 A source of information available on the Gypsy and Traveller population derives from a bi-annual survey of Gypsy and Traveller caravans, required by government, conducted by each local authority in England on a specific date in January and July of each year, and reported to CLG. This count is of caravans and not households, which makes it more difficult to interpret for a study such as this because it does not count pitches or resident households. It must also be remembered that the count is merely a 'snapshot in time' conducted by the local authority on a specific day and that any unauthorised encampments which occur on other dates will not be recorded. Likewise any caravans that are away from authorised sites on the day of the count will not be included.
- 2.8 The charts below show the cumulative number of unauthorised and authorised caravans in each local authority area at the time of the counts. Please note that the scale on each chart varies and that the charts are to be read cumulatively to give the total caravan count. They do not include any Showpeople caravans in the area. We would also note the figures are provided for illustrative purposes to demonstrate the relative size of the populations and are not used in any modelling of future pitch requirements.
- 2.9 The number of caravans is overall increasing slightly by 1-2 each year. The number of unauthorised tends to peak at certain times of the year, a number of these caravans are then authorised, whilst the overall number of unauthorised caravans then returns to 0.

Figure 1

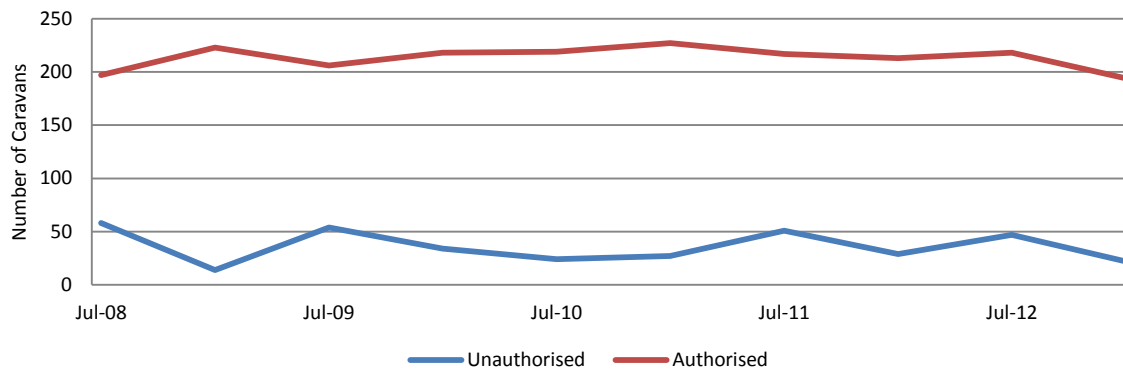
Gypsy Caravan Count for Bristol: July 2008– January 2013 (Source: CLG Bi-annual Local authority Caravan Count)



^{2.10} The number of authorised caravans is much higher than figure 2. The overall number of authorised caravans has remained stable from Jul 08 – 12. With a slight decrease in Jul 12. The number of unauthorised caravans again tend to peak at certain times of the year, however unlike figure 1 there are always unauthorised caravans at all times of the year. Roughly 1/5th of caravans are unauthorised.

Figure 2

Gypsy Caravan Count for South Gloucestershire: July 2008– January 2013 (Source: CLG Bi-annual Local authority Caravan Count)



3. Gypsy and Traveller Population

Survey of the Gypsy and Traveller Population

- ^{3.01} One of the major components of this assessment is a detailed survey of the Gypsy and Traveller population within Bristol and South Gloucestershire. This aims to identify current households with housing needs, and to assess likely future household formation from within existing households, to help judge the need for future site provision. As noted in the introduction, “Gypsy and Traveller” refers to;

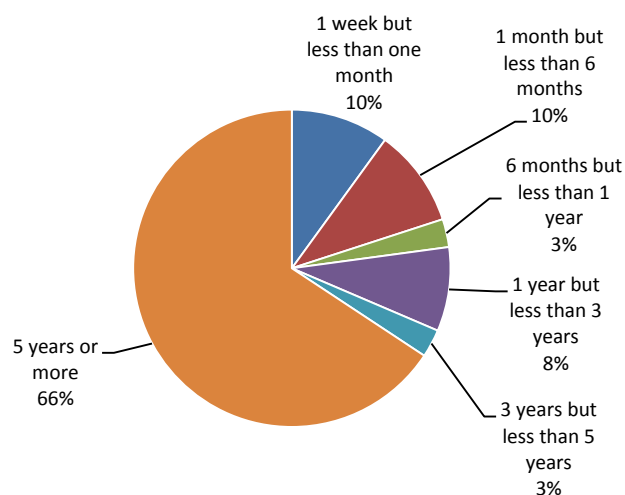
Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family’s or dependents’ educational or health needs or old age have ceased to travel temporarily or permanently, but excluding members of an organised group of Travelling Showpeople or circus people travelling together as such (Planning Policy for Traveller Sites, CLG, March 2012).

- ^{3.02} Interviews were attempted with every Gypsy and Traveller household in the area who were present during May and June 2013. Therefore, the base date for the findings of this study is June 2013. Throughout the survey period interviewers from ORS worked from 9am to 7pm each day and made repeated visits to each household until a successful interview was concluded. In total, interviews were achieved on-site with 70 households from an estimated 114 households resident in South Gloucestershire and 7 of the estimated 12 households in Bristol. Due to the small population and survey size for Bristol we have combined their data with that for South Gloucestershire so all figures below refer to both authorities.
- ^{3.03} We would note that feedback from the interviewers indicates that almost all the sites in South Gloucestershire and Bristol are well managed and that the provision of many small family owned sites in South Gloucestershire appears to have proven to be an effective mechanism for addressing the needs of the Gypsy and Traveller community.
- ^{3.04} Throughout this study the person responding to the survey will be referred to as the respondent, and in questions which refer to all people in the household they will be referred to as household members. Throughout the remainder of this report the majority of numbers which appear on the charts represent the percentage of respondents who appear in that category. The purpose of showing percentages is to allow the results of the survey to be extrapolated to the whole Gypsy and Traveller population of Bristol and South Gloucestershire. In a few cases, it is more appropriate to use the actual number of respondents, and these cases are clearly identified. In all charts those respondents who answered ‘don’t know’, or did not answer the question, are omitted unless otherwise stated.

Length of Residence

3.05 Nearly two thirds (66%) of those surveyed had lived on their current site for more than five years, with a further 12% having lived on their site for at least a year. However, a significant minority (23%) had moved to their current site within the last year. Most respondents (87%) considered the site they were interviewed on to be their permanent base. Of the remaining 13% various reasons were given for their current presence on site; 2 respondents were visiting friends/relatives, 1 respondent was caring for a sick relative and 5 respondents stated they had nowhere else to go. Only one of these 9 respondents reported that they had a permanent base elsewhere (outside the study area). The remaining 8 respondents reported that they had no permanent base, with 6 respondents reporting that they travelled constantly.

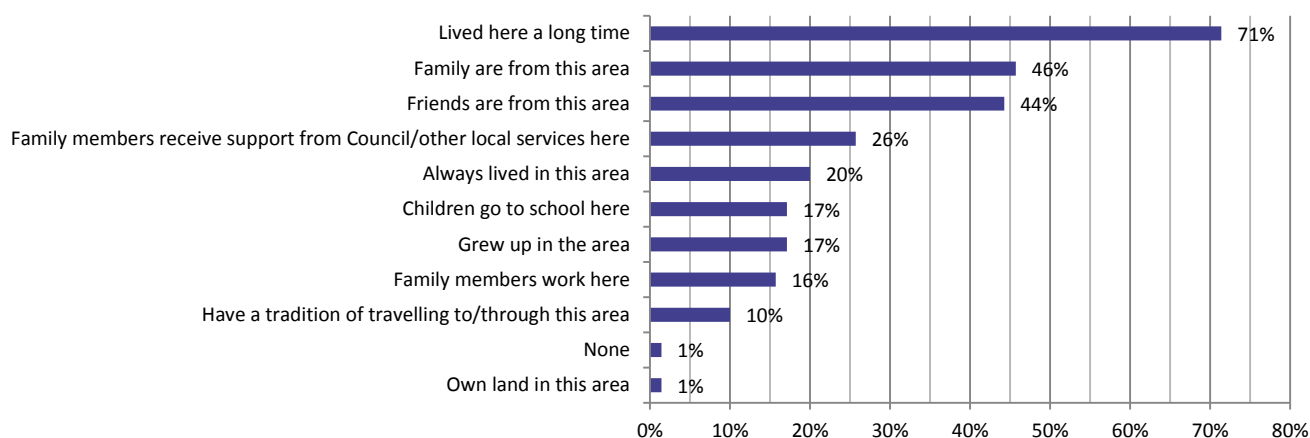
Figure 3
Length of Time Respondents Have Lived on Their Current Site, by all Respondents (Source: Survey of Gypsy and Traveller Population On-site 2013)



Connections with the Area

3.06 Respondents noted a variety of different connections to their local areas (see Figure 4), with the main links identified being that they had lived in the area a long time (71%), that their family (46%) or friends (44%) are from the area and that family members receive care or support from the Council or other local service provide (26%).

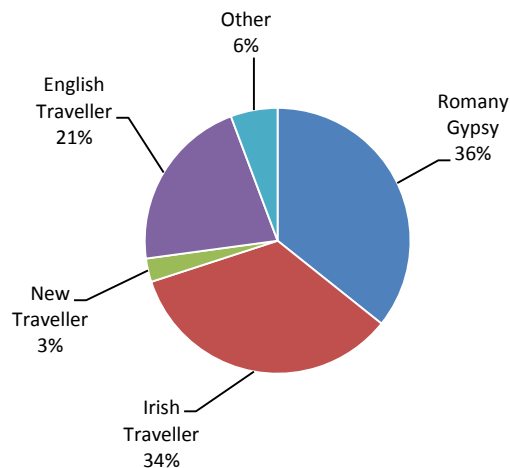
Figure 4
Nature of Local Connections in Bristol and South Gloucestershire, by all Respondents (Source: Survey of Gypsy and Traveller Population On-site 2013)



Ethnic Background

3.07 Romany Gypsies and Irish Travellers make up the majority of the Traveller population surveyed, with 36% and 34% respectively. English Travellers were the third largest group, with 21% of respondents identifying themselves as such. In addition to a small percentage of New Travellers (3%, or 2 respondents), 4 respondents identified themselves as part of an ethnic group not included as an option on the questionnaire. Amongst these, 1 respondent described themselves as a “horse-drawn traveller”, another as a “truck dweller”, and another as a “traveller” (the fourth respondent did not offer any clarification).

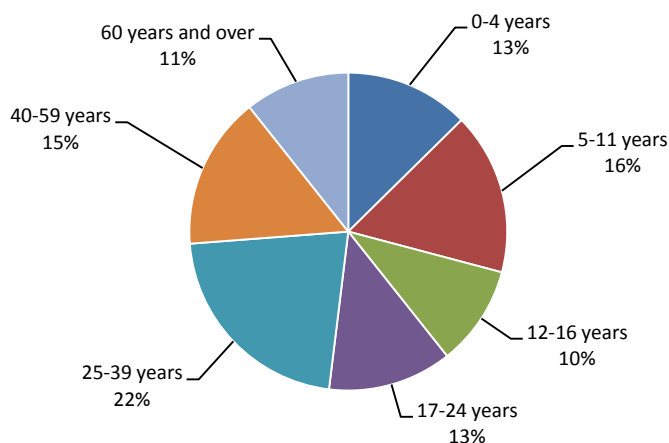
Figure 5
Ethnic Group by all Respondents (Source: Survey of Gypsy and Traveller Population On-site 2013)



Age and Household Profile

3.08 Households surveyed showed a mixed range of ages across their members, though (as with other studies carried out by ORS elsewhere) a significant proportion of the population were younger, with nearly 40% being 16 years of age or younger.

Figure 6
Age of Household Members, by all Household Members (Source: Survey of Gypsy and Traveller Population On-site 2013)

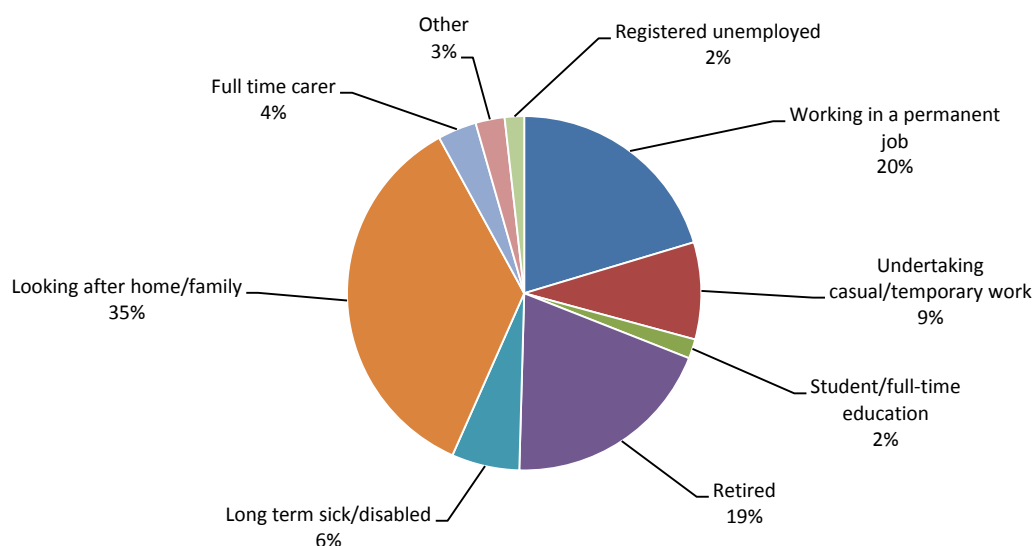


3.09 The vast majority of respondents (94.3%) reported just one household living on their pitch. The remaining 6% (4 respondents) reported that their pitch was shared with one other household. The average number of people per pitch was 3.1 and the average number of caravans was 1.4 per pitch.

Employment

- 3.10 Respondents were asked to give the employment status of all members of their household. Of those household members who had their employment status recorded, 20% were working in a permanent job and 9% were undertaking casual or temporary work. More than a third (35%) were looking after their home and/or family, and 19.5% were retired. Only 2% were registered unemployed (2 individuals).
- 3.11 Those who were working reported to have a wide variety of jobs (from archaeologist to yurt and Gypsy caravan construction), but the most common occupations were building/groundwork/paving (7 respondents), tree surgery, gardening or landscaping (5 respondents) and cleaning (2 respondents).

Figure 7
Employment Status of Household Members, by All Household Members Aged Over 16 Years (Source: Survey of Gypsy and Traveller Population On-site 2012)



Health Problems

- 3.12 More than a third (36%, 25 respondents) reported that their household contained at least one member with a long-term health problem. Of these 25 respondents, 9 stated that their current pitch was not meeting the needs of those in their household with health issues. Amongst the reasons given for pitches being unsuitable were; damp exacerbating respiratory illnesses, a lack of facilities and a lack of security.

4. Existing Sites

Type of Site

4.01 The vast majority (86%) of respondents expressed some degree of satisfaction with their site, with over half (61%) stating that they were very satisfied. Only 9% (6 respondents) expressed any dissatisfaction (see Figure 8).

4.02 Nearly half of those that did not express some form of satisfaction (i.e. 7 respondents out of 14) were on council sites and complained that the council were slow to act on requested repairs and maintenance.

4.03 When asked whether their current accommodation was meeting all of their needs in terms of quality, space, site facilities, location and management, 71% of respondents felt their needs were being met at their current pitch.

4.04 However, 28% felt that their needs were not being met at their current pitch. The reasons why these respondents felt their site was not meeting their needs are shown in Figure 9 below/overleaf. The most common reasons for their sites not meeting their needs were; issues with site management (80%), lack of safety on-site (55%), accommodation in a poor state of repair (55%) and a lack of play areas for children (45%).

Figure 8
Satisfaction with Current Site, by all Respondents
(Source: Survey of Gypsy and Traveller Population On-site 2013)

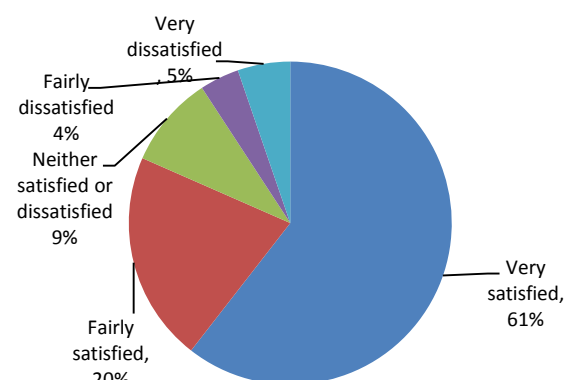
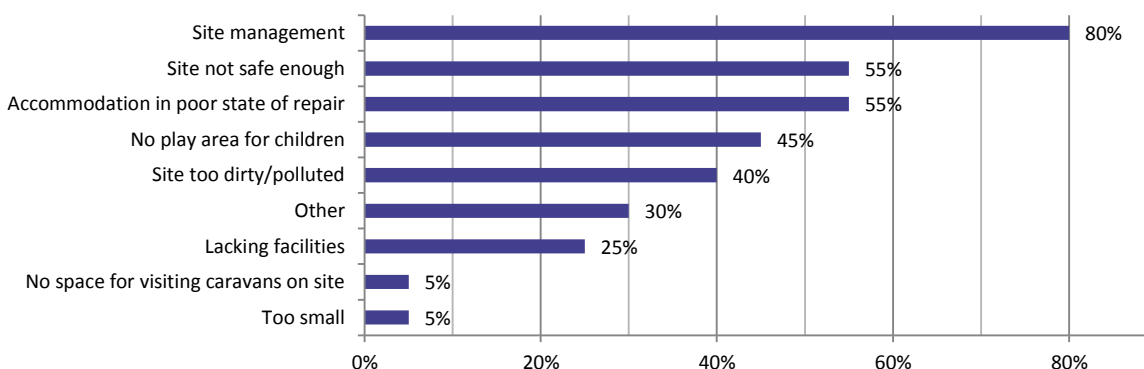


Figure 9
Reasons Respondents Felt Their Site Does Not Meet Their Needs (Source: Survey of Gypsy and Traveller Population On-site 2013)



- 4.05 Of the 20 respondents who felt that their current accommodation and site did not meet their needs, 15 felt their needs could be met at their current pitch. One respondent wished to move to another pitch on their current site, and 4 respondents wished to move to other sites.
- 4.06 All respondents were asked if they required any additional caravans at their current pitch. Only 3 respondents indicated that they would like additional caravans on their existing pitch. All of these respondents reported that these additional caravans were needed for adult relatives.
- 4.07 When asked how many additional caravans were required, 1 respondent said they needed just one additional caravan and 2 respondents needed 2 caravans. However, only two of the three felt there was enough space at their existing pitch for additional caravans.
- 4.08 The phrasing of this question focused on a need rather than a demand for more caravans. Respondents were asked, irrespective of who was purchasing the caravans, whether they needed more caravans for household members. Therefore, this question simply reflected a perceived need for more caravans, rather than an ability to afford (demand for) more caravans.

Propensity to Travel

- 4.09 60% reported that they had not travelled at all during the last 12 months. However, many of these reported that they had travelled in the past. When asked why their travelling habits had changed in the last year, respondents offered a variety of reasons, including; wanting a more settled lifestyle (7 respondents), so their children could receive education (5 respondents) and because of the increasing difficulty of camping at the roadside (3 respondents).

Bricks and Mortar

- 4.10 8 respondents reported that they had previously lived in bricks and mortar, with most (6 respondents) having moved out of such housing between 3 and 5 years ago. Reasons given for leaving bricks and mortar accommodation include; not being comfortable in bricks and mortar; expense, and marriage (all 1 respondent).

Moving to a New Permanent Base

- 4.11 11 respondents reported that they wanted to move to a new permanent base within the next 15 years. Of these, 1 wanted to move to Bristol, 6 wanted to move within South Gloucestershire, and 3 wanted to live elsewhere (i.e. outside of the study area). The main reasons respondents wished to move were; to be near family (4 respondents), to be near work (2 respondents) and because of health reasons.
- 4.12 Amongst those who wanted to move to a new permanent base, 2 respondents wanted to move into bricks and mortar accommodation, 2 wanted to move onto a council-run site, 3 wanted to move onto a private site owned by others and one wanted to move onto a site owned by themselves.
- 4.13 When asked to consider what they thought needed to be considered when locating a site, 4 respondents stated that sites needed to be located away from the existing settled community, with one additional respondent stating that sites should be within meadowland and woodland. 2 respondents felt that the safety of any children on site needed to be considered. Only one respondent referred to proximity to facilities and schools.

5. Bricks and Mortar

Survey of Gypsies and Travellers living in Bricks and Mortar

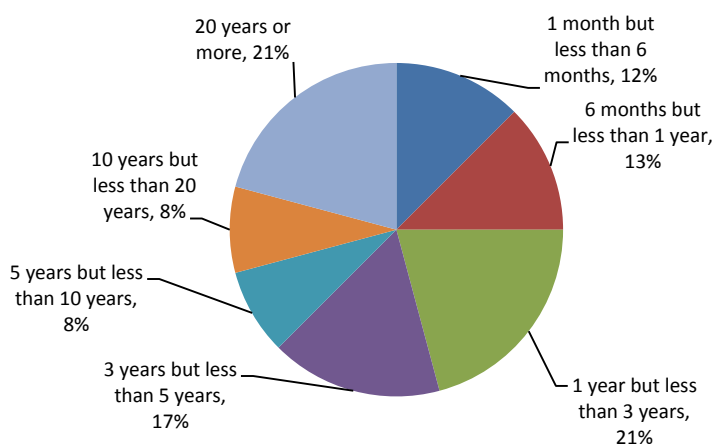
- 5.01 During the fieldwork period, ORS carried out 24 complete surveys at bricks and mortar households. 13 interviews were carried out within Bristol and 11 in South Gloucestershire.

Length of Residence

- 5.02 37% of bricks and mortar respondents have been living at their current address for at least 5 years (9 respondents). 5 respondents have been living at their current address for at least 20 years (21%) (Figure 10).

- 5.03 Around 6 respondents have been living at their current address for less than a year, with 3 respondents only residing there for 6 months or less.

Figure 10
Length of Time Respondents and their family have lived at current address, by all Respondents living in Bricks and Mortar
(Source: Survey of Gypsy and Traveller Population B&M 2013)

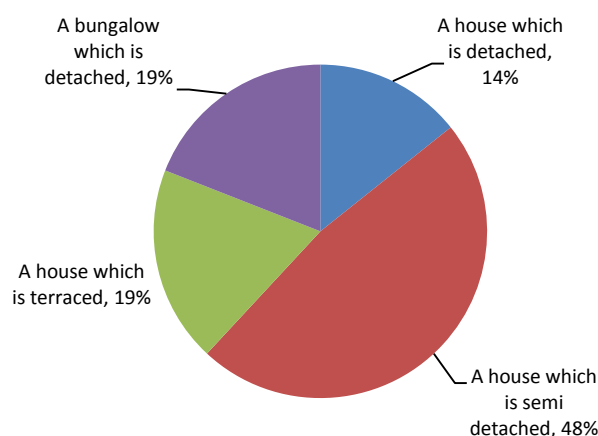


Property Type and Tenure

- 5.04 10 of the respondents who live in bricks and mortar currently live in semi-detached houses. 4 respondents live in terraced housing, and a further 4 live in bungalows. 3 respondents live in detached houses.

- 5.05 7 of the respondents in bricks and mortar are owner occupiers. 16 of the respondents are currently renting their accommodation; 8 from the council; 1 from a housing association and 7 from a private landlord.

Figure 11
Type of Accommodation, by all Respondents living in Bricks and Mortar
(Source: Survey of Gypsy and Traveller Population B&M 2013)



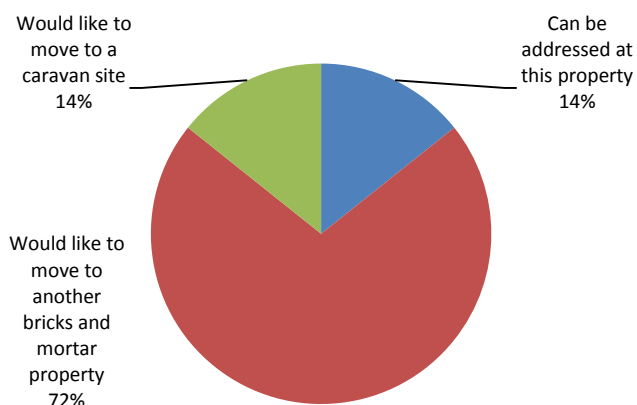
Housing Needs

5.06 While 17 respondents felt that their needs in terms of accommodation quality and space were met at their current accommodation, 7 respondents did not.

5.07 Of the respondents who felt that their needs were not met at their current accommodation, 3 felt that it was too small. Other reasons were that: a disabled bathroom and bedroom was needed downstairs; the accommodation was too expensive and there was parking needed at the property.

5.08 5 of the respondents who said their needs were not met at their current accommodation said that they would like to move to another bricks and mortar property, while 1 of the respondents said that their needs could be addresses at their property, another respondent said that they would like to move to a site.

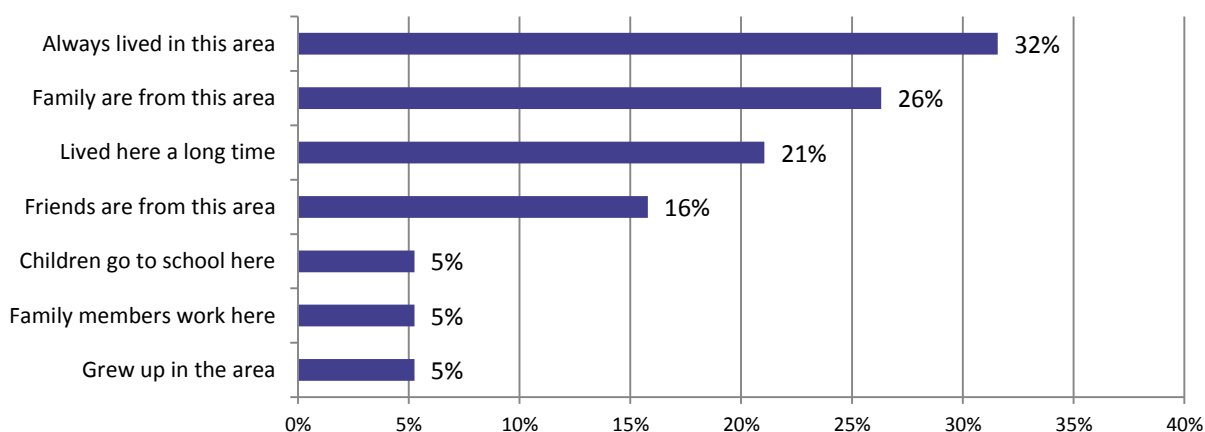
Figure 12
Needs met at Current Accommodation
(Source: Survey of Gypsy and Traveller Population B&M 2013)



Connections with the Area

5.09 Respondents noted a variety of different connections to their local areas (see Figure 13), with the main links identified being that they had always lived in the area (31.6%), that their family were from the area (26.3%) or that they had lived in the area for a long time (21.1%).

Figure 13
Nature of Local Connections in Bristol and South Gloucestershire, by all Respondents (Source: Survey of Gypsy and Traveller Population B&M 2013)

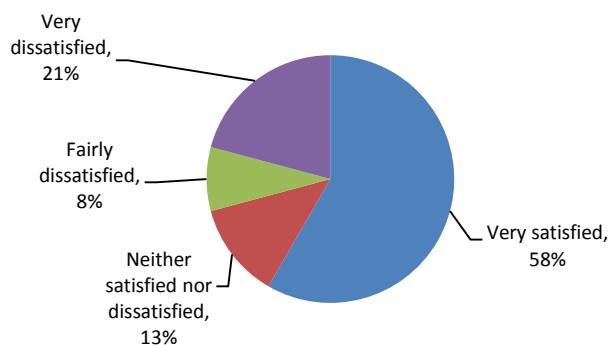


Satisfaction with Living at Current Address

5.10 14 respondents said that they are very satisfied with living at their current address.

5.11 7 respondents said that are dissatisfied with living at their current address, 5 of which were very dissatisfied (Figure 14).

Figure 14
Satisfaction with living at current address, by all Respondents living in Bricks and Mortar (Source: Survey of Gypsy and Traveller Population B&M 2013)

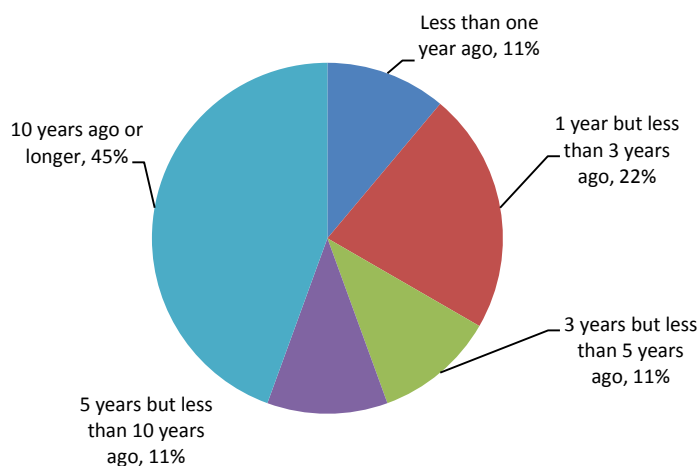


Previous Accommodation

5.12 9 of the 24 respondents have previously lived on a caravan site, while 15 had not. When those who had lived on a site before were asked why they left the responses were varied, a few respondents wanted to move to bricks and mortar, and one felt their needs were better met in bricks and mortar.

5.13 4 respondents last lived on a caravan at least 10 years ago, while 1 respondent was last living at a site less than a year ago (Figure 15).

Figure 15
Length of time last lived on a caravan site, by all Respondents living in Bricks and Mortar (Source: Survey of Gypsy and Traveller Population B&M 2013)



Future Needs

5.14 When asked if they needed to move to a permanent base within the next 2 years, or more longer term, within the next 5 -15 years, 13 respondents said that they did. The main reason given for wanting to move included needing a bigger place to accommodate the household, while some respondents cited needing somewhere more affordable as well as wanting to move back to a site.

5.15 In total 4 households in Bristol and one in South Gloucestershire wished to move to sites. We have counted all of these households, but clearly it is possible that they will not be considered to be Gypsies and Travellers under planning definitions if they have never travelled. However, we would note that all of the households indicated that there were from ethnic groups who would normally be considered under planning definitions and none were Eastern European Roma.

Age and Household Profile

5.16 The majority of respondents living in bricks and mortar are of Romany Gypsy (8 respondents) and Irish Traveller decent (7 respondents). (Figure 16).

5.17 Households surveyed displayed a fairly younger age profile (Figure 17), with 60 household members aged 16 or younger (59%). 29 household members were of primary school age (5-11 years). Very few household members living in bricks and mortar were over the age of 60 years (4 respondents).

5.18 Around 45% (11 respondents) living in bricks and mortar said that someone living as part of the household suffered with a health problem, which given the younger age profile of the households is notable. 3 respondents said that adaptations were required in their home to meet the needs of those who are suffering with a health problem in the household.

Figure 16
Ethnic Group, by all Respondents living in Bricks and Mortar
(Source: Survey of Gypsy and Traveller Population B&M 2013)

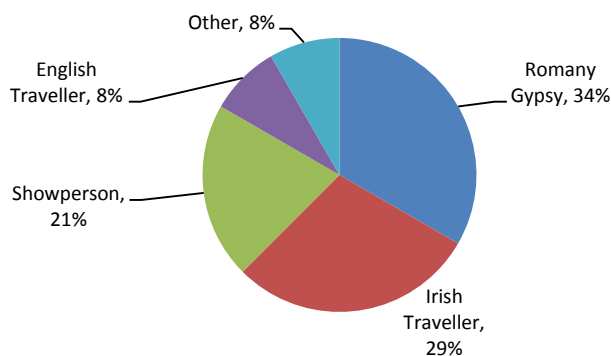
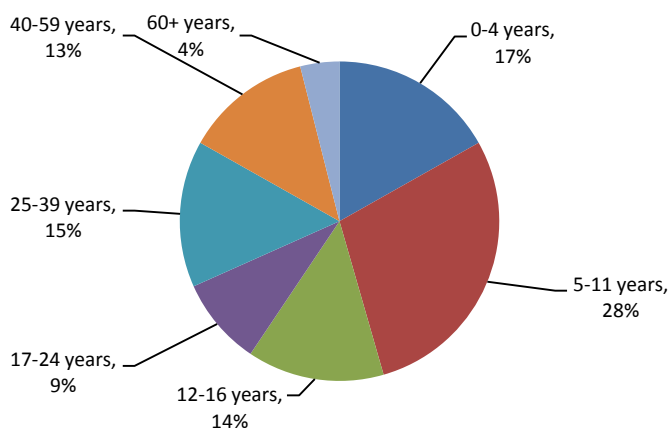


Figure 17
Age Group, by all Respondents living in Bricks and Mortar
(Source: Survey of Gypsy and Traveller Population B&M 2013)



6. Travelling Showpeople

Introduction

- 6.1 This section focuses on the needs and aspirations of Showpeople in South Gloucestershire and Bristol. As noted in the introduction, Travelling Showpeople are not a recognised ethnic group under the Equalities Act 2010, but within Planning Policy for Traveller Sites 2012 they are defined as:

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 family's or dependent's more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily or permanently, but excludes Gypsies and Travellers as defined above (Planning Policy for Traveller Sites, CLG, March 2012).

Travelling Showpeople Households in South Gloucestershire and Bristol

- 6.2 The population of Travelling Showpeople is typically smaller than that of Gypsies and Traveller and planning records also tend to be more disparate. Working with South Gloucestershire and Bristol we were able to identify that there are the following number of active Travelling Showpeople yards in the study area:
- » Bristol – 2 yards
 - » South Gloucestershire – 16 yards
- 6.3 Therefore, in total, the study area currently contains 18 Showpeople yards.

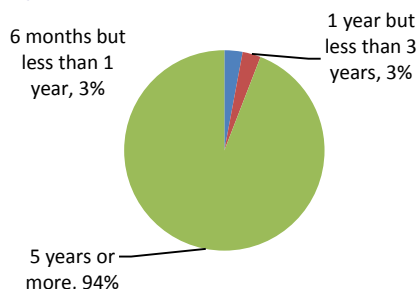
Survey of the Travelling Showpeople Population

- 6.4 During the course of the household survey with Gypsies and Travellers interviews were attempted with Showpeople households in the area. In total, 34 interviews were carried out with Travelling Showpeople. 25 interviews were carried out in South Gloucestershire, while 9 were carried out in Bristol.

Length of Residence

6.01 The majority of Traveling Showmen have been living at their current site for at least 5 years (32 respondents) (Figure 18).

Figure 18
Length of Time Respondents and their family have lived at current address, by all Respondents
(Source: Survey of Gypsy and Traveller Population Travelling Showmen 2013)

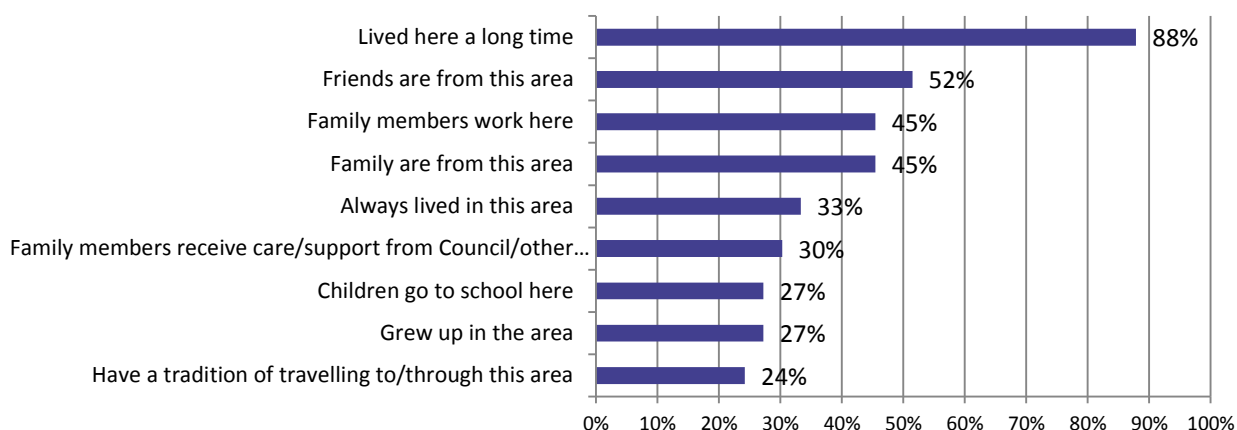


Connections with the Area

6.02 Respondents noted a variety of different connections to their local areas (see

6.03 Figure 13), with the main links identified being that they had always lived in the area (88%), that their friends were from the area (52%) and that family members work in the area(45%).

Figure 19
Nature of Local Connections in South Gloucestershire and Bristol, by all Respondents (Source: Survey of Gypsy and Traveller Population Travelling Showmen 2013)

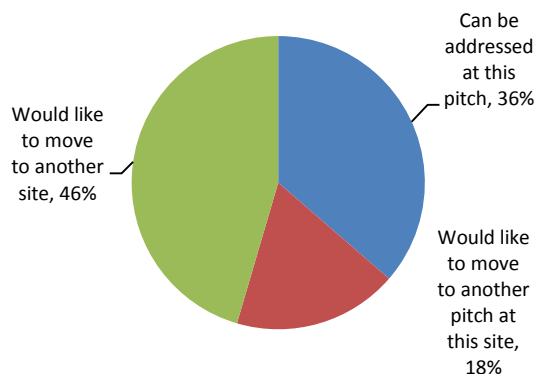


Housing Needs

6.04 While 23 respondents felt that their needs in terms of accommodation quality and space were met at their current yard, 11 respondents did not.

6.05 Of the respondents who felt that their needs were not met at their current accommodation, 10 felt that the yard was too small, while 4 respondents felt that there was not enough storage space on the yard.

Figure 20
Needs met at Current Accommodation
(Source: Survey of Gypsy and Traveller Population Travelling Showmen 2013)



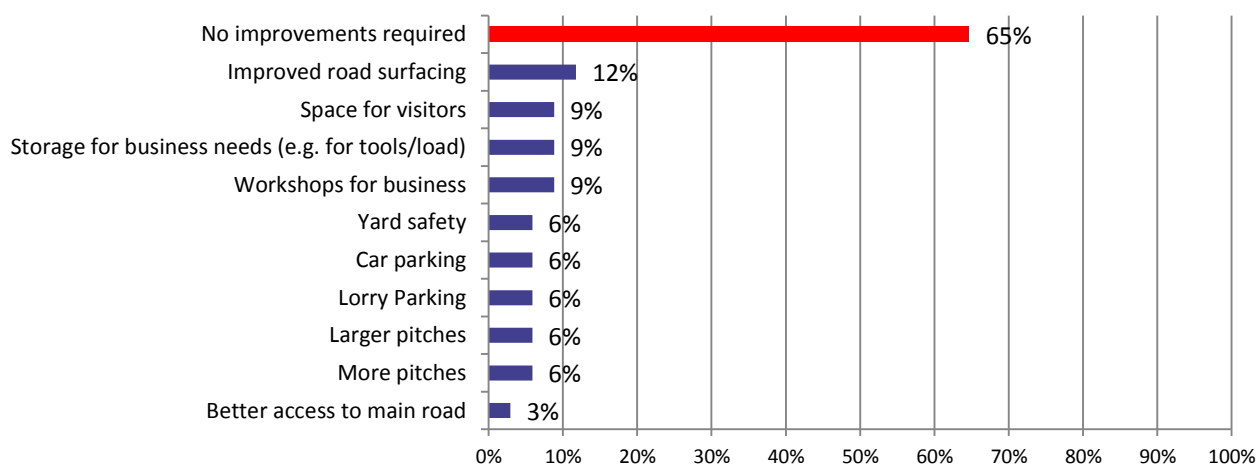
^{6.06} 5 respondents said that they have relatives who should be living at the yard, but were not able to do so at present; this included sons and daughters, brothers and sisters and parents. Some of these relatives were sharing with another household on an authorised yard, while some had their own pitch on an authorised yard.

Future Needs

^{6.07} Respondents were asked if additional chalets or caravans were required at their pitch, regardless of who purchases them. 4 of the 34 respondents felt that this was needed; all for adult relatives. 2 of the respondents said they would require one extra chalet/or caravan, while the remaining 2 respondents said that they would require two. Only 1 respondent felt that there was room at their current pitch for the extra caravan(s)/chalet(s).

Figure 21

Future Improvements required by all Respondents (Source: Survey of Gypsy and Traveller Population Travelling Showmen 2013)



^{6.08} The majority of respondents (22) feel that no improvements are required at their current yard. However, for the remaining respondents that feel improvements can be made to their yard, improvements to the road surfacing was the option most cited by respondents (12%, 4 respondents).

^{6.09} 8 respondents said that they would need to move to a new permanent base within the next 15 years. These respondents said that they would like to move to South Gloucestershire, Bristol or Somerset. The main reason for wanting to move was due to needing more space, either to accommodate additional family members, to form additional households or for workspace facilities. 6 of the respondents who said that they needed a new base would most like to move to a caravan, chalet or trailer that is on a private site that is owned by them, while 1 respondent wanted to move to a private site owned by others.

Satisfaction with Living at Current Address

6.10 27 respondents said that they are satisfied with living at their current address, with 22 being very satisfied.

6.11 4 respondents said that they are dissatisfied with living at their current address, 1 of which was very dissatisfied.

Age and Household Profile

6.12 Households surveyed displayed an older age profile, with 38 household members aged 40 years or older (46%). There were 27 household members aged 16 or under, 11 of which were under the age of 4 years old.

6.13 Around a quarter (8 respondents) said that someone living as part of the household suffered with a health problem, which given the older age profile of the households is notably low. 2 respondents said that adaptations were required in their home to meet the needs of those who are suffering with a health problem in the household.

Figure 22
Satisfaction with living at current address, by all Respondents
(Source: Survey of Gypsy and Traveller Population Travelling Showpeople 2013)

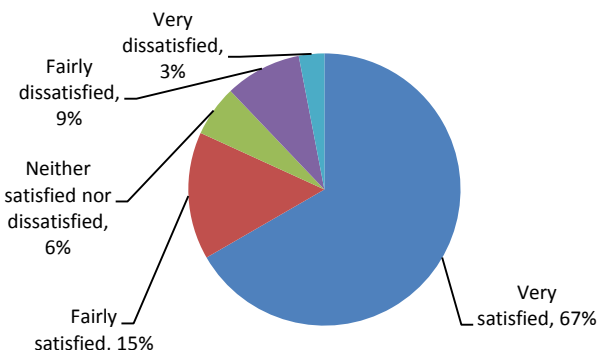
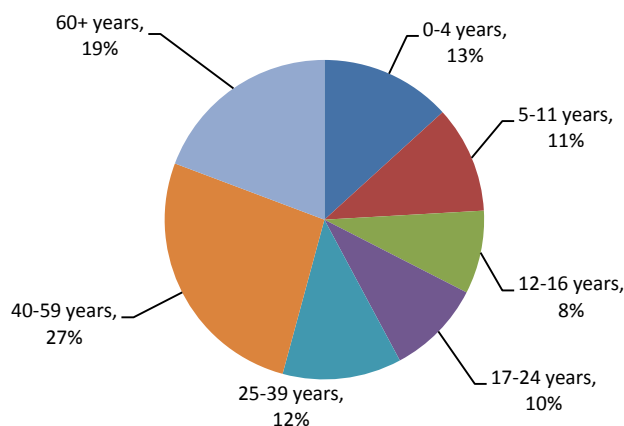


Figure 23
Age Group, by all Respondents
(Source: Survey of Gypsy and Traveller Population Travelling Showpeople 2013)



7. Stakeholder Consultation

Introduction

- ^{7.01} In order to set the context of the research and ensure the study is based on a sound understanding of the relevant issues, a list of 34 contacts was provided to ORS by the Councils with the aim of carrying out telephone interviews.
- ^{7.02} 21 individual interviews were undertaken, a focus group was held for officers at South Gloucestershire Council (6 officers attended) and Bristol City Council gave a written response. The following is a breakdown of each consultation group:
- » Members
 - » South Gloucestershire Council = focus group where 6 officers attended + 2 officer independently interviewed;
 - » Bristol City Council = written response;
 - » Officers from surrounding areas = 11;
 - » Stakeholders = 8.
- ^{7.03} ORS conducted 21 semi-structured and in-depth individual telephone interviews during August, September and October 2013 = 62% response¹. The interviews typically lasted between 30- 40 minutes.
- ^{7.04} Reasons for not being able to conduct interviews were:
- » Those requested by e-mail to provide telephone contact details did not do so;
 - » Colleagues within the same organisation had already been interviewed and nothing further could be added;
 - » The person contacted felt they did not have any information that would be of help to the study;
 - » Those contacted did not respond.
- ^{7.05} Interviews were also carried out with officers working for nearby authorities: North Somerset, Bath and North East Somerset, Cotswold, Stroud, Mendip and Wiltshire Councils.
- ^{7.06} The aim of interviewing nearby authorities was to identify any migration between districts, what routes may be travelled, background information on the framework within which the authorities operate and any perceptions they may have regarding Gypsy and Traveller communities within their operational areas.
- ^{7.07} The officers interviewed work in the following departments: Planning with Policy/Strategy/Enforcement/Transport & Built Environment, Housing with Housing Strategy/Housing

¹ This response rate is based on the list of 34 names included on the Councils' contact list.

- Policy/Housing Management, Parks & Grounds Maintenance, Environmental Protection, Economy and Regeneration.
- 7.08 ORS also interviewed wider stakeholders and these included interviews undertaken with individuals who have knowledge and experience of working with Gypsies and/or Travellers. These interviews included representatives from the Support Against Racist Incidents (SARI), a spokesperson for Welsh Gypsies and Travellers, Avon and Somerset Police, Gloucestershire County Council and the Ethnic Minority and Traveller Achievement Services (EMTAS).
- 7.09 With the aim of obtaining bricks and mortar contacts ORS also interviewed representatives from the following Registered Providers (RPs):
- » Guinness Hermitage;
 - » Merlin Housing Society;
 - » Solon South West Housing Association Ltd;
 - » Sovereign Housing Association.
- 7.10 A Choice Based Lettings Scheme is operated by all four Authorities (Bath and North East Somerset Council, Bristol City Council, North Somerset Council and South Gloucestershire Council) although there are variations in the way in which they operate in each area.
- 7.11 All of those interviewed were asked whether they could identify or knew of any Gypsies, Travellers or Showpeople living in bricks and mortar accommodation and if so, could they give a letter from ORS to them. The letter asked whether they would like to be involved in the Accommodation Needs Assessment consultation.
- 7.12 RPs were also asked how well they are able to identify these households within their current monitoring mechanisms and whether there are specific issues in relation to housing people from the Gypsy, Traveller or Showpeople communities.
- 7.13 RPs together with other organisations found they were able to provide very little data through their monitoring systems. The majority of officers confirmed they knew of people from these communities living in their areas or in their properties because of officer experience/knowledge, but not because of the analysis of statistical data.
- 7.14 The Consultation section has been split into two distinct sections:
- » Council Officers and Members and Officers representing neighbouring authority areas;
 - » Wider Stakeholders – including Registered Providers and support agencies.
- 7.15 Due to issues surrounding data protection and in order to protect the confidentiality of those who took part, this section does not include verbatim comments and it aims to represent a summary of the views and responses expressed by council officers, members and stakeholders during the consultation interview process.
- 7.16 The Consultation Section is based on information provided during the interview process and may not have a direct correlation to the factual information provided to ORS from the local authorities as part of the desktop exercise: for example number and names of sites.

Responses from officers and Members of Bristol City and South Gloucestershire Councils and officers employed in neighbouring authority areas

Main Policy Tools

- 7.17 Legislation highlighted by all officers and members included the Human Rights Act 1998, Equalities Act 2010, Race Relations Act (Amendment) 2000, Planning Policy for Traveller Sites 2012 and the Criminal Justice and Public Order Act 1994. References were also made to various Housing, Health, Education, Child Protection and Children's acts, the National Planning Policy Framework and national guidance.
- 7.18 Respondents representing South Gloucestershire Council confirmed they have an adopted Local Plan which contains a separate policy for Traveller Sites. Officers have confirmed they have a Core Strategy and this includes an updated policy that is based on how the Council will look to provide Gypsy and Traveller provision in the future. Further to this, the Council is currently preparing a Policies, Sites and Places DPD which will be based on the conclusions of the GTAA and will update the Councils position on future Gypsy/Traveller provision.
- 7.19 Bristol City Council confirmed they work within their adopted Bristol Core Strategy (Local Plan) which contains Policy BCS19: Gypsies and Travellers and Travelling Showpeople.
- 7.20 Officers and members in nearby local authority areas highlighted the same legislation but also the Caravan Sites Act 1968 and Environmental Protection Act 1990. Officers also highlighted specific policies such as: Bath and North East Somerset Council's Local Plan Policy HG16 and an emerging policy in their Core Strategy CP11, Cotswold District Council has a saved Local Plan Policy 23 and Stroud District Council has a Core Strategy Policy CP10. Mendip Council also has a Gypsy and Traveller Strategy and Protocol.
- 7.21 It was generally agreed that the policies, strategies and protocols where available to officers are effective because they are reviewed regularly and are therefore considered to be efficient and up-to-date.

Accommodation and Management: Current Site Provision and Bricks and Mortar

- 7.22 Officers from South Gloucestershire confirmed the Council own two sites, Patchway and Winterbourne and both have been extended in recent years. It is generally agreed by those responding from South Gloucestershire that the mix of public and private sites is, in the main, meeting the needs of those living on the sites. It is believed when pitches become available on the Council owned sites there are few applicants, this would seem to indicate a low level of interest in this type of accommodation. However, officers highlighted that when vacancies do occur applications are made through the Choice Based Lettings system and vacancies at Patchway are slightly more popular than Winterbourne; however officers acknowledged that these applications are sometimes made by relatives of those currently living on the site and they are living in areas outside of South Gloucestershire.
- 7.23 Officers from South Gloucestershire Council also acknowledged that it is not unusual to have an unsuitable applicant, resulting in a pitch vacancy having to be re-advertised.
- 7.24 Two pitches at Tan House Lane will be for transit use, but officers confirmed there is no public transit provision in the South Gloucestershire area. However, these pitches are still yet to be built.

- 7.25 In addition to the two public sites there are also around 35 privately owned sites in South Gloucestershire; a small number of these are Showpeople sites.
- 7.26 Officers from South Gloucestershire Council highlighted that there are sometimes issues relating to privately owned sites. This is because planning permissions are being contravened where sites are subject to personal consent only, because those not named in the permission are staying on sites. Officers also highlighted that where planning was contravened the owner would appeal and seek to gain permanent permission because of their special circumstances and more often than not sites are in the greenbelt. Officers highlighted, however, that South Gloucestershire is 47% green belt and is about 20% Area of Outstanding Natural Beauty (AONB).
- 7.27 Those responding from South Gloucestershire Council are able to engage with a small number of Gypsies, Travellers and Showpeople that live in bricks and mortar accommodation. Officers delivered a letter to these contacts on behalf of ORS to see whether they would be prepared to undertake a short, confidential interview. However, this elicited few responses.
- 7.28 Bristol City Council confirmed they have two public Gypsy and Traveller sites within Bristol:
- » 12 pitch residential site at South Liberty Lane (Rose Meadow View);
 - » 20 pitch (+ 20 emergency stopping place pitches) transit site at Kings Weston Lane (St Anthony's Park), Avonmouth.
- 7.29 Officers responding from Bristol City Council confirmed that as they have 20 transit pitches provided within their area that need is being met for this type of provision.
- 7.30 Bristol City Council confirmed that the West of England GTAA (2007) did not identify any private authorised Gypsy or Traveller sites within Bristol.
- 7.31 Bristol City Council also confirmed that the GTAA (2007) identified 3 Showpeople sites which are privately owned within their area. These sites are:
- » Lockes Yard, Hartcliffe Way – a site that was granted planning permission for 12 pitches in October 2011. The permission reorganised the site layout but it did not result in any net gain in the number of pitches;
 - » Two Mile Hill Road, St George – a small private site for a few caravans;
 - » The location of the 3rd private site is unknown to the Council because those residing on the site did not wish to be known to the Council.
- 7.32 Bristol City Council highlighted that the GTAA (2007) estimated there to be 86 housed Gypsies and Travellers living in the Bristol area. As the Gypsy and Traveller Team have links to some Gypsies and Travellers living in bricks and mortar within the Bristol area, officers were asked to pass on a letter from ORS to see whether they would be prepared to undertake a short, confidential interview. However, this elicited few responses.
- 7.33 Officers in neighbouring authority areas confirmed they have the following publicly owned/managed sites in their areas:
- » Bath & North East Somerset – no publicly owned/managed sites (5 tolerated sites);

- » North Somerset – one site Willowmead, Weston = 8 pitches, another site that is currently at design/consultation stage for 24 pitches;
- » Mendip – 25 private sites (94 pitches) plus a site in Frome (25 pitches) previously owned/managed by Somerset County Council and now managed by South West Travellers;
- » Wiltshire – 6 publicly owned/managed sites = 94 pitches (8 transit);
- » Stroud – no publicly owned/managed sites;
- » Cotswolds – one site Culkerton managed by Gloucestershire County Council = 4 pitches.

^{7.34} The majority of officers working for neighbouring authorities believe that the public sites, where provided, meet the needs of those living on the sites. However, some officers believe that when sites are managed by a third party it is sometimes unclear as to the customer satisfaction levels being achieved; albeit officers have no reason to believe that residents are dissatisfied with either the quality of management or the facilities provided on these sites.

^{7.35} Some officers in neighbouring areas believe that the amount of public provision in their areas does not meet the wider Gypsy, Traveller or Showpeople needs or the needs of their authorities. This is because either they had undertaken a GTAA that highlighted this fact or they are aware of their sites having waiting lists and/or their sites needed to be refurbished.

^{7.36} One area also highlighted the difference in the type of Gypsies or Travellers in their area, confirming that the needs of Gypsies were possibly better met than those who are labelled New Travellers.

^{7.37} The majority of officers responding from nearby local authority areas highlighted the need for transit provision.

^{7.38} Officers in neighbouring authority areas confirmed they have the following private site provision:

- » Bath & North East Somerset – one site with temporary permission;
- » North Somerset – number of private sites not stated;
- » Mendip – 25 private sites (94 pitches) plus a site in Frome (25 pitches) previously owned/managed by Somerset County Council and now managed by South West Travellers;
- » Wiltshire – 39 sites = 170+ pitches and 9 sites without planning permission;
- » Stroud – a small number of private family sites and two key sites at Hardwick and Moreton Valance;
- » Cotswolds – 3 sites = 22-23. In addition to this there are three sites (approximately 18 pitches) without planning permission.

^{7.39} Officers in neighbouring areas tended not to separate out information regarding Showpeople provision other than Wiltshire = 2 sites with planning permission, 2 sites without planning.

Accommodation and Management: Unauthorised Encampments and Development

- 7.40 Officers from South Gloucestershire Council confirmed they have few instances of unauthorised encampments or unauthorised development. It was further suggested that occurrences of unauthorised encampments had decreased over recent years. Some officers put forward that this was because of a combination of changing government legislation of toleration and site grants provided by the last government; however it is believed by some officers that because of the change in government and due to the financial climate that unauthorised encampments could increase.
- 7.41 Officers confirmed that there had been one long term unauthorised encampment at Sandy Lane which had now got a certificate for lawful use. Other areas where encampments occasionally occurred included Pilning, Yate, Siston Common and around the Kingswood area.
- 7.42 Officers responding from Bristol City Council confirmed that their bi annual count recorded there had been 11 caravans on unauthorised sites in July 2011 and 9 caravans in July 2012; there have been no enforcement cases since December 2010.
- 7.43 The majority of officers from neighbouring areas confirmed they have few instances of unauthorised encampments. When they do occur it is usually for a specific reason such as the Stowe Horse Fair. One officer confirmed that they had instances of non-Travellers living in tents.
- 7.44 Officers responding from Wiltshire, Mendip and Bath and North East Somerset Councils, confirmed they have a number of unauthorised developments and long term (in some cases tolerated) encampments either on council or privately owned land. Reasons put forward as to why Gypsies, Travellers and Showpeople may favour these areas included the attraction of Glastonbury and the surrounding areas because of the different festivals and cultural events, together with opportunities for employment.
- 7.45 The majority of officers from Bristol, South Gloucestershire and neighbouring Councils agreed there are fewer instances of encampments and the number has decreased over the last few years. When encampments do occur they tend to be during the summer months (May-September) and particularly during the school summer holiday period; one officer stated that Irish Travellers may be travelling in their area earlier than the school holidays because in Ireland they break up before schools in England.

Gypsies and Travellers - Trends, Favoured Locations and Stopping Points

- 7.46 The majority of officers responding on behalf of South Gloucestershire Council believe there have been no significant changes which would demonstrate a trend. However, a minority of officers have experience of younger Gypsies or Travellers currently living on sites expressing an aspiration to move into bricks and mortar accommodation. In addition to this they also believe they had seen a slight increase in the number of Gypsies, Travellers or Showpeople applying for planning permission for their own sites.
- 7.47 Bristol City Council officers confirmed they have not seen any significant trends and no change in the numbers of Gypsies, Travellers or Showpeople in their area.
- 7.48 The majority of officers in neighbouring authority areas confirmed they have seen very little change in either numbers or patterns of behaviour that would demonstrate a trend.

- 7.49 One area confirmed that their GTAA, which had recently been undertaken, identified an increase in Showpeople sites and also a need for additional sites from this community in their area. Another area confirmed that their area had seen an increase in the numbers of Gypsies and Travellers in their area, but this was due to natural growth in population, rather than new Gypsies or Travellers moving into their area. Another area believe they have seen an increase in those affected by the financial climate and are resolving their homeless or accommodation issues by moving into tents or caravans, either on unauthorised sites or encampments, or purchasing/renting barges on the Avon and Kennet canal. One area has also seen an increase in planning applications coming through their planning system rather than retrospectively.
- 7.50 It is believed by the majority of officers interviewed that Gypsies, Travellers or Showpeople are mainly based in the areas they are living in and do not travel that much. If Gypsies, Travellers or Showpeople move through their areas they are doing so for a specific reason such as for a wedding or funeral or they are stopping for a few days before attending specific events such as the Glastonbury Festival or Stowe Horse Fair.
- 7.51 Officers responding from South Gloucestershire Council believe that the northern fringe of the district tends to be favoured because of the traditional travelling routes from Wales and across to the south east and the links from Ireland through to Wales down to Bristol.
- 7.52 Bristol City Council is not aware of any specific favoured areas or stopping points that Gypsies, Travellers or Showpeople may use.
- 7.53 Officers responding from neighbouring authorities confirmed the following as favoured areas and/or stopping places:
- » Salisbury;
 - » Wootton Bassett;
 - » Chippenham;
 - » Melksham;
 - » Glastonbury;
 - » Wells;
 - » Kingswood (Swindon);
 - » Frome;
 - » Weston Super Mare;
 - » Bath;
 - » Bristol;
 - » Swindon;
 - » Stowe;
 - » Weston, Somerset;
 - » Hardwick;
 - » Moreton Valance.

Accommodation Needs: Permanent and Transit provision

- 7.54 Officers responding from South Gloucestershire Council generally commented that there may be a small need for additional residential pitches whether provided publicly or privately; this is based on the fact that Gypsy and Traveller families are growing and a small number of new individuals/families are arriving in the area to be near friends or family. In addition to this some officers believe there is a need for one or two transit sites; the general consensus is that it would be worth working with other local authority areas in order that transit provision could be a shared resource.
- 7.55 In relation to the accommodation needs of Showpeople, South Gloucestershire stated that their last GTAA identified a higher data spike than had been expected. Historically Showpeople in the area have indicated a small need of one or two sites and the Council has recently granted permission for one site.
- 7.56 Officers from South Gloucestershire also highlighted that some Gypsies, Travellers and Showpeople may wish to move into bricks and mortar accommodation especially where houses are larger and are likely to have larger plots that can accommodate vehicles, caravans and livestock.
- 7.57 Bristol City Council's GTAA (2007) identified a need in Bristol for 24 residential pitches for Gypsies and Travellers and 8 plots for Showpeople for the period to 2011. The GTAA also identified the need for a 20 pitch transit site; although it concluded that because of the existing provision in the area no additional provision would be required. The GTAA also provided indicative figures of 6 residential pitches for Gypsies and Travellers and 3 plots for Showpeople for the period 2011-2016. No sites have been delivered in Bristol so far and therefore the need assessed at the time is currently unmet.
- 7.58 Officers interviewed from neighbouring authorities highlighted the following:
- » One area is working on a Community Land Trust initiative with either an individual family or group in order to bring forward a permanent residential site (6 pitches & 2 transit pitches);
 - » One officer confirmed the need for a public residential site and transit provision as no such sites are currently provided in the area, but finding suitable sites is proving a challenge;
 - » One officer confirmed the need for a public residential site and transit provision as no such sites are currently provided and a need for such provision had been identified in their recent GTAA; money had been allocated for this use by their Council;
 - » One officer believes that provision should be provided in the same way as affordable housing and their needs should be regularly reviewed and provision be made across site type and tenure. Their authority has taken this approach and they are developing a further site;
 - » One officer believes that in their area they had enough provision but because of the different dynamics within the Gypsy and Traveller communities, including inter-family feuds, this has resulted in a need for additional small sites for permanent use; finding suitable sites has proved difficult;
 - » One officer believes that even though the Council is working towards providing permanent and transit site provision the New Travellers in particular will not use publicly provided sites and will move onto land illegally;

- » One officer confirmed their area had a shortfall of 26 pitches for permanent need, but no need had been identified for Showpeople. Whether the need for Gypsies and Travellers will be met through private or public provision is yet to be decided;

7.59 A number of officers interviewed from neighbouring authorities highlighted that there is a need for transit provision within the wider area and that this should link to any provision made on a regional basis. Information provided within GTAA's should give enough information for a network of transit or emergency stopping sites to be developed along the main road networks identified as being used by Gypsies, Travellers or Showpeople.

Site Location and Management

7.60 Officers also considered the constraints of their area including the amount of green belt and areas of AONB and flood zone 3. These constraints means there is not a huge amount of choice as to where sites can be located.

7.61 Officers identified that the same issues around a site location are raised when dealing with planning applications and especially where new applicants, but the same site, are being processed; most applications will result in an appeal. Some officers considered this to be intrusive, intensive and hugely controversial and that until sites are allocated and given permanent permission the position of the Council will be one of procrastination.

7.62 Some officers responding from South Gloucestershire Council considered that looking at plot maximisation in terms of the number of pitches on a permanent site may be helpful in meeting any unmet need that may be identified.

7.63 In terms of site size and management, some officers from South Gloucestershire, although recognising there is a need for some public provision, believe that small family sites, privately owned, of up to 6 pitches for one family/extended family are through experience, the preferred option.

7.64 Officers responding from Bristol City Council believe that those Gypsies, Travellers and Showpeople living in the area wish to stay and any additional accommodation need should be met through self-owned sites with planning permission. However, officers appreciated that there is currently no evidence to suggest whether Gypsies or Travellers in their area have the financial capability or aspiration to own their own sites. The Council's second preference would be for public site provision and a keen level of interest has been expressed in terms of innovative options with RPs/financial institutions to consider affordable financing of self-provided sites once suitable locations have been identified.

7.65 Officers from Bristol further commented that from engagement with Gypsies, Travellers and Showpeople a preference for small family owned sites of between 4-6 pitches was expressed.

7.66 When considering suitable locations, Bristol City Council will refer to their Core Strategy Policy BCS19 and the following considerations will be taken into account²:

- » Proximity of the site to local services and facilities;
- » Access to the primary route network and to public transport;

² This list is not exhaustive; please refer to the Council's Policy BCS19 for further details.

- » Safe pedestrian, cycle and vehicular access onto the site;
- » Adequate provision for parking, turning and servicing;
- » Adequate provision for storage and maintenance where needed for Showpeople;
- » Inclusion of suitable landscaping treatment;
- » Impact on the character and appearance of the surrounding area;
- » The acceptability of living conditions for future occupiers of the site.

^{7.67} In relation to specific preferred locations for sites, Bristol City Council confirmed that work is due to commence on a separate Gypsy and Traveller and Showpeople site provision DPD early 2014.

^{7.68} The majority of officers interviewed from neighbouring authorities were not able to identify a specific location either in their own area or in South Gloucestershire/Bristol for new sites. A minority of officers highlighted Glastonbury and Bristol although they raised concerns over constraints such as designated green belt and flood zones, land prices and availability of land.

^{7.69} In terms of what criteria should be considered when determining where a site should be officers from neighbouring areas either referred to planning policy or stated the following views:

- » Sites should be near local services and facilities such as shops, GPs and schools;
- » Accessible to local road networks and public transport;
- » Sites should be in locations where Gypsies, Travellers or Showpeople will use them;
- » In areas where they will have a postcode/address;
- » Not in the green belt, AONB or designated flood zones;
- » Utilities such as electricity, sanitation and water;
- » Impact on the local community and environment
- » They should either be located by existing sites or in sustainable communities identified in a local plan.

^{7.70} Some officers from neighbouring authorities put forward the view that any site provision should be in consultation not only with the settled community, but also with the Gypsies and Travellers themselves.

^{7.71} Those responding from neighbouring authorities generally agreed that smaller sites of up to 10 pitches for families and extended family use are preferable to large sites. In terms of the management respondents generally agreed that as long as there are policies and procedures that are clear and transparent who manages a site is immaterial.

Community Cohesion and Cross Boundary Issues

^{7.72} In terms of community cohesion South Gloucestershire officers highlighted issues that had arisen at a site in Pilning mainly because of a breach of conditions such as there being too many caravans and problems with sewage which had led to tensions with the settled community. This was however not caused by the family who occupy the site but the landowner who allowed additional Gypsy/Travellers on the site. There are also community cohesion issues at the site at Winterbourne where tipping and a lack of control over livestock had led to confrontation with the settled community and residents; at times this had resulted in

Police involvement. Officers acknowledged it is usually an issue where 3 or 4 small sites are located in the same parish, but where the odd small site of 2 or 3 pitches with a single family settle in a parish this does not in general create any hostility with the local community. The conclusion put forward is that larger sites or several sites in the same area usually created anxiety and stress to the settled community.

^{7.73} Respondents from South Gloucestershire Council confirmed that issues relating to Health and Education are often raised in their area. This usually relates to planning applications that have a medical or educational need attached/highlighted by the applicant. However, officers generally agreed that accessibility and engagement with both health and education providers has improved. One officer mentioned that women and children are better engaged with these services than, in general, men are from the Gypsy, Traveller or Showpeople communities and perhaps some further research work could/should be undertaken.

^{7.74} One officer responding from South Gloucestershire Council considered that where homes on a new housing development are being allocated to those whom have declared themselves as a Gypsy, Traveller or Showperson more care needs to be taken by housing providers to either consider or ensure that:

- » Not too many Gypsies, Travellers or Showpeople are housed in one small area/cul de sac etc;
- » The type of house needs to be a consideration as older houses (1930s) with larger gardens are better able to meet storage needs;
- » They are aware of any internal feuds between families;
- » Care is taken over the mix of Gypsy and Traveller communities;
- » Support is given initially and on-going to ensure tenancy sustainability.

^{7.75} Officers responding from South Gloucestershire Council believe the preferred travel routes used by Gypsies, Travellers or Showpeople are the A38, M5 and M4.

^{7.76} Officers responding from neighbouring authorities mentioned the following road networks that they believe are used by Gypsies, Travellers or Showpeople:

- » A40
- » A4
- » A46;
- » Fosse Way;
- » M5;
- » A38;
- » A370;
- » A371;
- » A429;
- » A419;
- » A417;
- » A433;

- » A44;
- » A37;
- » A39.

- 7.77 There is no evidence to suggest that Gypsies, Travellers or Showpeople in South Gloucestershire are moving to other local authority areas or being moved back and forth between nearby local authority areas.
- 7.78 The majority of officers responding from neighbouring authority areas believe there is no evidence to suggest that Gypsies, Travellers or Showpeople in their areas are moving to other local authority areas. Only one officer stated that in their GTAA anecdotally it had been raised that some Showpeople living in the Bath area are originally from Wiltshire and would prefer to move back there, but they are unable to do so because of the lack of site provision.
- 7.79 Officers from neighbouring authorities are unaware of any Gypsies, Travellers or Showpeople being moved back and forth between local authority areas.
- 7.80 Bristol City Council confirmed that the 4 West of England authorities jointly commissioned the GTAA (2007) and work together through the West of England Partnership. In addition to this, work currently being undertaken on the GTAA with South Gloucestershire is a collaborative piece of work.
- 7.81 Officers from neighbouring authority areas generally commented that cross-boundary work usually occurs between local authority planning departments and most are aware of each other's status with regard to GTAAs etc. Some officers commented that there had been a willingness to do more collaborative work but because of Local Plan timescales it had been difficult to be part of the Bristol/South Gloucestershire GTAA for example. One officer confirmed there is a West of England (sub regional) heads of Housing Group that when necessary discusses relevant issues relating to Gypsies and Travellers.
- 7.82 Officers from neighbouring authorities were asked about the duty to co-operate and officers demonstrated they understood and respected the need to work with other local authorities in accordance with the duty to co-operate introduced as part of the Localism Act 2011. There appeared to be genuine willingness by officers to work with other local authorities, however some concerns were raised over the lack of resources such as staff time and money.
- 7.83 Officers from all areas provided few examples of good practice or new initiatives other than that put forward by Mendip Council in respect of their Community Land Trust initiative and a good practice example at Leeds County Council who are looking to lease land to Gypsies and/or Travellers perhaps on land that is already being tolerated as a site. It was considered a good idea by the officer as because those on the site will be paying for the use of the land, local residents will know that the Gypsies, Travellers or Showpeople are not being given a facility by the Council free of charge with the perception of it being paid for out of Council Tax payers' money.

Consultation Activities

- 7.84 South Gloucestershire confirmed they hold regular meetings on their public run sites. In addition to this there is a business forum where all Gypsies, Travellers and Showpeople can attend and topics that are discussed include the planning process, enforcement, travelling law and school attendance. It was also

acknowledged that there are a few spokespeople for these communities in the area and they are regularly contacted to ensure that trust and communication is improved.

- 7.85 Officers in areas where public sites are provided confirmed that consultation on specific issues does take place such as when sites are due to be refurbished.
- 7.86 It was acknowledged that consultation with Gypsies and Travellers and Show people needs to be improved especially when it came to identifying future sites.

The Future and Any Additional Issues

- 7.87 It was generally agreed by all those interviewed that they do not envisage a massive change in relation to numbers of Gypsies, Travellers or Showpeople living or travelling through their areas. However, it is appreciated that because of the financial climate that non-Travellers may resort to alternative living arrangements to meet their accommodation needs and this may cause further pressure on public resources and housing in particular.
- 7.88 It is generally believed that a few sites will eventually be developed where need has been identified. However the constraints that have been identified by officers are likely to delay the process and also issues such as NIMBYism and a lack of resources will act as further constraints to future site provision.
- 7.89 It is believed by some officers that although improvements have been made in engaging with Gypsies, Travellers and Showpeople there is still a need to build further trust and respect through education and cultural understanding and this needs to be done at officer, member and general public level, but also the Gypsy, Traveller and Showpeople communities have to appreciate that they have a responsibility to understand about mutual respect.
- 7.90 Some officers raised the issues in relation to how the government is currently dealing with Gypsy, Traveller and Showpeople issues such as the definition of localism when considering Showpeople and raising expectations in dealing with unauthorised encampments by giving inaccurate accounts of changes in legislation and its likely effectiveness; this could cause local authorities problems in the future.
- 7.91 Some officers mentioned transit provision and stopping sites in particular as being areas that their authorities would like the opportunity to discuss and to look at examples of good practice, ideas for sharing resources and looking at road network use to see where best transit sites or stopping places could be located.
- 7.92 Officers suggested that, as a number of GTAAs are in the process of being undertaken or have recently been completed, it is a good time to arrange a meeting in the future. This will give officers the opportunity to look at what needs have been evidenced, whether there are any cross boundary issues, whether any site locations had been identified and how near they are to other council boundaries and explore ways to work collaboratively.

Wider Stakeholders

Main Policy Tools

- ^{7.93} Stakeholders confirmed they use legislation and guidance specific to their area of expertise for example working within the Equality and Diversity Framework (EDF) including the Human Rights Act 1998 (and subsequent amendments), Equalities Act 2010, Children's Act 1989 & 2004, Anti-social Behaviour Act 2003, Planning and Housing legislation such as the Homelessness Act 2002 and Housing Act 1988.
- ^{7.94} Gloucestershire County Council has a countywide multi-agency protocol that it uses to deal with unauthorised encampments. Organisations in general do not have any policies specific to Gypsies, Travellers or Showpeople but use overarching policies and constitutional documents; examples of policies are Equality and Diversity Policy, Domestic Abuse Policy and Procedures, Lettings and Allocations especially in relation to Choice Based Lettings, Right to Buy/Right to Acquire Policy, Resident Involvement Policy, Health and Safety and lone working policies etc. Although not specifically used in relation to Gypsies and Travellers there is usually an equality and diversity statement included in any policy documentation.
- ^{7.95} Respondents generally agreed that both national legislation and guidance are effective. The majority of those who were asked about training opportunities in relation to raising awareness of Gypsy, Traveller and Showpeople cultures and some of the issues often associated with these communities confirmed they have received some training. Officers mentioned a course held at the BAWA Club near South Gloucestershire and also training delivered by SARI. One officer also mentioned a course run by Southern Brooks Community Partnership at Coniston Community Centre, Patchway; although it was commented that the training was not specific enough and more targeted training on housing and community cohesion issues would be welcomed.

Accommodation Provision in the Bristol and South Gloucestershire Council areas

- ^{7.96} Stakeholders mentioned the two public sites in South Gloucestershire at Patchway and Winterbourne and a number of small sites that are privately owned. Mention was made of the South Liberty Lane site and Avonmouth Transit site both in Bristol.
- ^{7.97} It is generally believed that those living on the public sites are having their needs met although concerns were raised about the general cleanliness and levels of hygiene need to be improved.
- ^{7.98} Those that commented believe that private sites meet the needs of residents and greater assistance and support should be given to those seeking planning permission.
- ^{7.99} One respondent highlighted there is a growing Roma community within the Bristol areas who are predominantly living in bricks and mortar housing.
- ^{7.100} A minority of respondents stated they knew of Gypsies, Travellers or Showpeople living in bricks and mortar accommodation in the South Gloucestershire and Bristol areas and a letter from ORS was given to these respondents to pass on to anyone they know; this meant anyone interested in being interviewed could contact ORS independently and the Data Protection Act would not be contravened. This resulted in 24 responses.

- 7.101 One RP knew of one individual/family that had moved into one of their houses but had needed or wished to move back on to a site; this had been achieved.
- 7.102 RPs confirmed they do monitor ethnicity but not all include Gypsies or Irish Travellers as a separate category.
- 7.103 Some RPs had the ability to extrapolate statistical data in relation to ethnicity and that included Gypsies and Irish Travellers; one RP was able to confirm they had 0.04% of its residents who declared themselves as a Gypsy or Traveller, although it is not clear as to whether all their residents are accommodated within the Bristol and South Gloucestershire areas.
- 7.104 RPs did not provide any meaningful information as to where any Gypsies, Travellers or Showpeople they house moved from, such as their previous location, tenure or reason for needing to be housed.
- 7.105 Where RPs did monitor this information it was reliant on whether or not those completing the necessary application form or who were asked to update their profiles declared this information.

Unauthorised encampments, Favoured Locations and Trends

- 7.106 It was generally agreed that the number of unauthorised encampments had decreased over recent years.
- 7.107 Stakeholders are unaware of any favoured locations although some believe that unauthorised encampments occur when Gypsies, Travellers or Showpeople from other areas wish to visit friends/relatives in the Bristol and South Gloucestershire areas. This results in encampments occurring where existing sites are located such as at Winterbourne and Chipping Sodbury.
- 7.108 Respondents do not believe there were any particular locations that are favoured by Gypsies or Travellers in Bristol or South Gloucestershire. Some respondents believe that they are in the area because of family connections or are travelling through the area and will only stop for a few days.
- 7.109 With regard to trends one respondent has seen or heard that more Gypsies and Travellers are owning their own land and have or are seeking planning permission; those from the younger generation living on public sites have an aspiration to live in bricks and mortar accommodation but retain a level of cultural observation such as owning a caravan and/or having space to keep livestock.
- 7.110 One respondent believes that they have seen an improvement in Police and local authority response to unauthorised encampments which appears positive and using the multi-agency response has helped too.

Future Accommodation Provision

- 7.111 The majority of respondents believe there is a lack of provision both in terms of permanent, private and transit provision not only in Bristol and South Gloucestershire areas, but in the South West generally.
- 7.112 It was generally agreed that an increased mix of all types of sites such as public and private sites is needed to ensure that all levels of affordability and need are met. However, some respondents raised concerns over transit provision mainly in relation to location, management and overcrowding.

7.113 One respondent mentioned the need for additional site accommodation for Showpeople and it was further acknowledged that this community is particularly vocal in respect of requiring a larger site in the South Gloucestershire area.

7.114 Some respondents commented that their experience is that public sites are better managed and councils are able to provide a holistic approach and a joined up supportive service to residents.

7.115 With regard to bricks and mortar accommodation some respondents highlighted the need to ensure accommodation on offer will meet the way of life of those Gypsies/Traveller families it will house. In addition to this it was raised that because of the lack of public sites, the closing of existing sites and the cost of land some Gypsies, Travellers or Showpeople have no other option than to move into bricks and mortar accommodation, especially affordable housing.

7.116 Respondents stated the following as important criteria to consider with regard to site location and design:

- » Access to amenities and facilities such as GPs, schools, shops, public transport etc.;
- » Access to facilities on site such as water, electric, drainage and rubbish disposal;
- » Ensuring that the sites are sympathetically located and in consultation with those who will be living on them and with local residents.

7.117 Respondents were unable to recommend a location for a new site.

Community Cohesion, Cross Boundary Issues and Consultation Activities

7.118 Stakeholders highlighted tensions between the settled community and Gypsies and Travellers. Showpeople were not mentioned. The issues highlighted mainly relate Gypsies, Travellers and Showpeople being housed in bricks and mortar accommodation and are related to Anti Social Behaviour such as:

- » Relatives and friends parking on and across driveways that do not belong to those who they are visiting;
- » The number of visitors and time of day/night;
- » Noise;
- » Lack of control over dogs;
- » Unlicensed dog breeding;
- » Cruelty to animals.

7.119 There was a general impression given by respondents that the same NIMBYism and stereotyping of Gypsies or Travellers remains and there is a need to try and do more in terms of educating Gypsies and Travellers and the settled community about the different cultures that exist.

7.120 Respondents have differing views as to whether Gypsies and Travellers will be able to sustain their culture in the way they are attempting to do so. One respondent believes that as more members of these communities move into bricks and mortar accommodation the cultural differences between those that are currently considered settled will erode.

- 7.121 Respondents generally agreed that more support should be offered to members of the Gypsy, Traveller or Showpeople communities moving into bricks and mortar accommodation, but because of the lack of resources it will be hard to achieve.
- 7.122 Respondents stated that they are aware of inequalities in relation to health and education; some mentioned the poor levels of literacy within the Gypsy and Traveller community and how this sometimes led to challenges around communication.
- 7.123 Some respondents mentioned the impact on the mental health of those Gypsies and Travellers who have moved into bricks and mortar accommodation and that no specific support service is currently available in the Bristol or South Gloucestershire areas.
- 7.124 One respondent also confirmed that they had supported children from Gypsy and Traveller communities who were being bullied at school and also Gypsies, Travellers and Showpeople who reported race related hate crime. Respondents stated the importance and the quality of service which Ethnic Minority and Traveller Achievement Services (EMTAS) provides. Some respondents raised concerns that some areas no longer have this service and whether this will have an impact in terms of increased bullying and lack of attendance in schools.
- 7.125 Respondents do not have any specific mechanisms for regular consultation with Gypsy, Traveller or Showpeople communities in the Bristol or South Gloucestershire area. However, SARI has been commissioned to facilitate the setting up of a Race Equality Network in South Gloucestershire. They have established a steering group that includes a member of the Traveller community; the aspiration is that the forum becomes an effective means for challenging inequality especially in relation to offensive and discriminatory publicity in the local media.

The Future and Any Additional Issues

- 7.126 Some respondents believe that the situation with regard to the accommodation needs of Gypsies, Travellers and Showpeople could become worse because of the lack of sites and the existing pressure on affordable housing.
- 7.127 Some concerns were raised about the local connection criteria in relation to members of these communities who may want to move to other areas once housed and that existing choice based lettings systems give little opportunity for this to be achieved.
- 7.128 It is believed that until Gypsies, Travellers, Showpeople and the settled community better understand how to adapt to each other it will not be possible to operate and live as one community. Some respondents put forward the idea that any larger new sites or new housing developments where Gypsies, Travellers or Showpeople are to be accommodated should receive early intervention such as a training and support programmes that can be offered to the local community and those who were to move into the area. This will ensure a community is fully inclusive and where cultural differences are celebrated.

8. Future Pitch Provision

Pitch Provision

- 8.01 This section focuses on the extra pitch provision which is required in Bristol and South Gloucestershire currently and over the next 15 years to 2028 by 5 year segments. This includes both current unmet needs and needs which are likely to arise in the future. This time period allows for robust forecasts of the requirements for extra provision based upon the evidence contained within this survey and also secondary data sources.
- 8.02 We would note that this section is based upon a combination of the on-site survey, planning records and waiting list information. In many cases, the survey data is not used in isolation, but instead is used to validate information from planning records or other sources.
- 8.03 This section concentrates not only upon the total extra provision which is required in the area, but whether there is a need for any transit sites and/or emergency stopping place provision. The calculation will be firstly provided for Gypsies and Travellers, before being repeated for Travelling Showpeople.
- 8.04 Before commencing on the identification of future needs we would wish to note some key points. The South West Regional Spatial Strategy identified required pitch provision for each local authority. However, with the Coalition Government announcing the planned abolition of all Regional Spatial Strategies and the advent of the Localism Act 2011, National Planning Policy Framework 2012 and Planning Policy for Traveller Sites 2012 it should be the case that Local Plans are the statutory basis against which planning decisions are made in the first instance before considering other relevant material considerations. It is also the case that we have not considered provision made in the period 2006-2013 and instead we are taking June 2013 as a baseline position for our estimates.
- 8.05 To identify future need, the March 2012 CLG document 'Planning Policy for Traveller Sites', requires an assessment for future pitch requirements, but does not provide a suggested methodology for undertaking this calculation. However, as with any housing assessment, the underlying calculation can be broken down into a relatively small number of factors. In this case, the key issue for residential pitches is to compare the supply of pitches available for occupation with the current and future needs of the households. The key factors in each of these elements are set out below:

Supply of pitches

- 8.06 Pitches which are available for use can come from a variety of sources. These include:
- » Currently vacant pitches;
 - » Any pitches currently programmed to be developed within the study period;
 - » Pitches vacated by people moving to housing;

- » Pitches vacated by people moving out of the study area – this will be identified as set out above;
- » Pitches vacated due to the dissolution of households (normally through the death of a single person household).

Current Need

^{8.07} There are four key components of current need. Total current need (which is not necessarily need for additional pitches because they may be able to be addressed by space available in the study area) is simply:

- » Households on unauthorised developments (i.e. unauthorised pitches on land owned by the Travellers themselves) for which planning permission is not expected;
- » Concealed households;
- » Households in brick and mortar wishing to move to sites; and
- » Households on waiting lists for public sites.

Future Need

^{8.08} There are three key components of future need. Total future need is simply the sum of the following:

- » Households living on sites with temporary planning permissions;
- » New household formation expected during the study period; and
- » Migration to sites from outside the study area.

^{8.09} We will firstly provide the model as set out above for Gypsies and Travellers within Bristol and South Gloucestershire. We will then separately analyse the possible need for additional transit provision in the study area before repeating the calculation for Travelling Showpeople.

Current Gypsy and Traveller Site Provision

^{8.10} Planning records indicate that there are approximately 106 permanent pitches across Bristol and South Gloucestershire. There is also a waiting list for public sites which adds to the likely number of future households.

^{8.11} The next stage of the process is to assess how much space is, or will become available on existing sites. The main ways of finding this is through:

- » Current empty pitches;
- » New sites or site extensions which have already been granted permission or are likely to gain planning permission in the foreseeable future or sites which are likely to come back into use following refurbishment;
- » Migration away from the area;
- » Movement to bricks and mortar;
- » Dissolution of households.

^{8.12} Currently, all authorised public site pitches are occupied, so there is no available space. For private sites, many are for one family and have no available space on them. One site with 2 pitches was identified as

being occupied by non Travellers, but overall there is little space of existing sites. However, South Gloucestershire recently granted planning permission for 6 additional pitches and two transit pitches at one new site and a further 12 at another new site. Therefore, we have counted these 18 permanent pitches as being part of the future supply.

- 8.13 For out-migration to other areas or movements to bricks and mortar, households will also wish to move in the opposite direction. Therefore, we have treated these as being part of the current and future need sections of the calculation.
- 8.14 The dissolution of a household occurs when all the members leave the household. Common ways for a household to dissolve are for a person living on their own to die, or to move into an existing household. Given that households will also form in the future we have treated the net growth in household numbers as being part of the future need.

Figure 24
Supply of Pitches by Local Authority

Authority	Number of pitches
Bristol	0
South Gloucestershire	18
Total	18

Additional Site Provision: Current Need

- 8.15 The next stage of the process is to assess how many households are currently seeking pitches in the area. Groups of people who are likely to be seeking pitches will include those:
- » Households on unauthorised developments for which planning permission is not expected;
 - » Concealed households;
 - » Households in bricks and mortar wishing to move to sites; and
 - » Households on waiting lists for public sites.

Current Unauthorised Developments

- 8.16 Recent caravan counts have shown around 25-50 caravans on unauthorised sites across Bristol and South Gloucestershire. A problem with many Gypsy and Traveller Accommodation Assessments is that they have counted all caravans on unauthorised sites as requiring a pitch in the area when in practice many are simply visiting. In order to remedy this, ORS' approach is to treat as need only those households on unauthorised sites already in the planning system (i.e. sites/pitches for which a planning application has been made), those otherwise known to the local authority as being resident in the area or those identified through the household survey as requiring pitches.
- 8.17 For unauthorised sites, evidence from the household survey indicates that there is a single household in South Gloucestershire living on farmland in a location not known to the Council who require a pitch.

Figure 25
Unauthorised Sites by Local Authority

Authority	Number of Pitches
Bristol	0
South Gloucestershire	1
Total	1

Concealed Households

- 8.18 The household survey sought to identify concealed households who require a pitch immediately. A concealed household is one who is living within another household and would wish to form their own separate family unit, but are unable to do so because of a lack of space on public or private sites.
- 8.19 The findings of the household survey and feedback from interviewers indicated that there are few concealed households within the survey data with only 4 households being identified in South Gloucestershire.

Figure 26
Concealed Households by Local Authority

Authority	Number of Households
Bristol	0
South Gloucestershire	4
Total	4

Bricks and Mortar

- 8.20 Identifying households in bricks and mortar has been frequently highlighted as an issue with Gypsy and Traveller Accommodation Assessments. The 2011 UK Census of Population identified a population of 271 Gypsy and Traveller persons in South Gloucestershire and 359 in Bristol. Given that there are over 200 caravans on site in South Gloucestershire, the vast majority of the population are likely to be living on sites. However, the vast majority of the Bristol population is residing in bricks and mortar.
- 8.21 As noted earlier, ORS worked with stakeholders, the local authority and on-site interviewees to identify households in bricks and mortar and this process yielded 24 interviews, two of whom wanted to move to sites with one each in Bristol and South Gloucestershire.
- 8.22 We would note that households who are seeking to move from housing to public sites can express a desire to do so through registering on the waiting list for public sites and therefore will have been counted elsewhere in this calculation.

- 8.23 We would also note that in a number of recent studies undertaken by ORS we have worked with national Gypsy and Traveller representatives to identify households in brick and mortar. For a number of recent studies the representatives reported over 100 known households in housing and they encouraged them to come forward to take part in the survey. The actual number who eventually took part in the surveys ranged from zero to six households per area, and not all wished to move back to sites. Therefore, while there is anecdotal evidence of many Gypsies and Travellers in housing most appear to be content to remain there and when provided with the opportunity by national representatives to register an interest in returning to sites few choose to do so.
- 8.24 It should be remembered that movement between housing and sites runs in both directions. The on-site survey contained two interviews in South Gloucestershire with households who wished to move from sites to bricks and mortar. Therefore the net movement between sites and bricks and mortar is one household leaving a site in South Gloucestershire while four households want to leave housing in Bristol. However, it should also be remembered that these figures will increase when waiting list households are added.

Figure 27
Bricks and Mortar by Local Authority

Authority	Number of households
Bristol	4
South Gloucestershire	(1)
Total	3

Waiting Lists for Public Sites

- 8.25 The method of registering a desire to obtain a pitch on a public site is through placing your name on the waiting list held by South Gloucestershire or Bristol. Currently there are 226 households on the waiting list for a site in South Gloucestershire, but this high number is due to South Gloucestershire operating an open waiting list where non Travellers could apply for a pitch. In practice there are only 8 Gypsies and Travellers on the waiting list and we have counted these households as being part of the current needs. In Bristol 9 households are currently on the waiting list.

Figure 28
Waiting List by Local Authority

Authority	Number of households
Bristol	9
South Gloucestershire	8
Total	17

Additional Site Provision: Future Need

- 8.26 The next stage of the process is to assess how many households are likely to be seeking pitches in the area in the future. Groups of people who are likely to be seeking pitches will include:
- » Households living on sites with temporary planning permissions;
 - » New household formation expected during the study period; and
 - » Migration to sites from outside the study area.

Temporary Planning Permissions

- 8.27 Neither Bristol nor South Gloucestershire currently has any sites with temporary planning permissions.

New Household Formation

- 8.28 Many studies of Gypsy and Traveller populations, including the (now abolished) South West Regional Spatial Strategy, assume a net growth in the population of around 3% per annum. However, a 3% per annum growth rate will see household numbers double in 23.5 years and this figure is highly implausible for long term planning.

- 8.29 In a study on behalf of Office of the Deputy Prime Minister in 2003 (Local Authority Gypsy and Traveller Sites in England Office of the Deputy Prime Minister, 2003), Pat Niner identified that household growth rates of 2%-3% per cent a year were appropriate when projecting future formations.

- 8.30 In October 2007 the Department of Communities and Local Government issued guidance for conducting Gypsy and Traveller Accommodation Assessments ('Gypsy and Traveller Accommodation Needs Assessments: Guidance'). On page 25 this provides a worked example using a 3% per annum household formation rate, but notes in footnote 6 that:

'The 3% family formation growth rate is used here as an example only. The appropriate rate for individual assessments will depend on the details identified in the local survey, information from agencies working directly with local Gypsy and Traveller communities, and trends identified from figures previously given for the caravan count.'

- 8.31 Therefore, the current guidance is clear that each individual assessment should use local evidence for future household formation rates. This position was confirmed by the Planning -Economy and Society section of Department Communities and Local Government who at a Westminster 'Gypsy & Traveller Briefing 2013: Planning Policy Progress & Delivery' on October 15th 2013 to 32 local authority participants stated:

'3% is not policy.'

- 8.32 ORS have produced a detailed separate paper 'Household Formation Rates for Gypsies and Travellers: Technical Note' which demonstrates that the likely rate of growth for the population of Gypsies and Travellers across the whole of England based upon the best available evidence is probably closer to 1.5% per annum. Officials from Communities and Local Government have seen the technical note and confirmed that they have not undertaken any research on population or household growth for Gypsies and Travellers, and therefore have no information which contradicts this position.

- 8.33 The household survey for Bristol and South Gloucestershire indicates an age profile for the population which is very typical of those obtained elsewhere by ORS. Given that the age demographic of the Gypsy and Traveller community appears to be roughly representative of the wider Gypsy and Traveller population, we consider it appropriate to allow for future projected household growth to occur in line with the long-term national trends identified above. Therefore, an annual growth rate of 2.5% has been used in this assessment. Given that the evidence for population is around 1.5% per annum, we consider that this relatively high rate will provide enough pitches to accommodate all newly forming households in Bristol and South Gloucestershire. When including the impact of compound growth, a 2.5% growth per annum provides for 13% growth over 5 years, 28% growth over 10 years and 45% growth over 15 years.
- 8.34 In terms of the total number of household formations there are 102 occupied pitches in South Gloucestershire (104 total pitches minus 2 occupied by non-Travellers, plus 8 households on the waiting list, plus 4 concealed households minus those seeking to move to bricks and mortar leaves 115 households in total (104 + 8 + 4 - 2 - 1). Given a growth rate based upon 45% over 15 years this equates to 52 household formations. Meanwhile, the 12 occupied pitches in Bristol plus 9 households on the waiting list and 4 in bricks and mortar yield 11 household formations. It is assumed that each forming household requires a pitch of their own.

Figure 29
Household Formations by Local Authority

Authority	Requirement to 2031
Bristol	11
South Gloucestershire	52
Total	63

In-migration from Other Sources

- 8.35 The most complicated area for a survey such as this is to estimate how many households will require accommodation from outside the area. Potentially Gypsies and Travellers could move to the Bristol and South Gloucestershire area from anywhere in the country. The number of households seeking to move to Bristol and South Gloucestershire is likely to be heavily dependent upon pitch provision elsewhere. It has been noted that a weakness of many Gypsy and Traveller Accommodation Assessments conducted across the country has been that they either allowed for out-migration without in-migration which led to under-counting of need, or they over-counted need by assuming every household visiting the area required a pitch.
- 8.36 Overall the level of in-migration to Bristol and South Gloucestershire is a very difficult issue to predict. The household survey indicates that 11 respondents reported that they wanted to move to a new permanent base within the next 15 years. Of these, 4 wanted to live elsewhere (i.e. outside of the study area) with the remainder are looking for permanent or better sites within South Gloucestershire and most are happy to consider anywhere in the area. While it would be possible to extrapolate migration trend from within the household survey we would suggest that this would not be a robust position to adopt.

- 8.37 We would note that movement to the public sites is covered by the waiting list and therefore does not need to be included within the model again. We have allowed for a balanced level of migration on to existing private sites. The advantage of allowing for net migration to sum to zero is that it avoids the problems seen with other Gypsy and Traveller Accommodation Assessments where the modelling of migration clearly identified too low or high a level of total pitch provision. An assumption of net nil migration implies that the net pitch requirement is driven by locally identifiable need. This is also consistent with the findings from the stakeholder consultation on the Duty to Co-operate, where neighbouring local authorities identified that they were seeking to address their own needs, but were not making provision for more than this figure.
- 8.38 Beyond this, rather than assess in-migrant households seeking to develop new sites in the area, we would propose that each case is assessed as a desire to live in the area and that site criteria rules are followed for each new site. It is important for Bristol and South Gloucestershire to have clear criteria based planning policies in place for any new potential sites which do arise.

Overall Needs for Bristol

- 8.39 The estimated extra pitch provision that is required now and in the near future in Bristol will be 6 pitches to address the needs of all identifiable households.

Figure 30
Extra Pitches which are Required in Bristol from 2013-2028

Reason for Requirement/Vacancy	Gross Requirement	Supply	Net Requirement
Supply of Pitches			
Additional supply from empty pitches	-	-	
Additional supply new sites	-	0	
Total Supply		0	
Current Need			
Current unauthorised developments or encampments and seeking to stay in the area	0	-	
Concealed households	0	-	
Net movement from bricks and mortar	4	-	
Waiting list for public sites	9	-	
Total Current Need	13		
Future Needs			
Currently on sites with temporary planning permission	0	-	
Net migration	0	-	
Net new household formation	11	-	
Total Future Needs	11		
Total	24	0	24

Overall Needs for South Gloucestershire

8.40 The estimated extra pitch provision that is required now and in the near future will be 46 pitches to address the needs of all identifiable households. This includes the existing households on unauthorised sites, concealed households, those on the waiting list for a public site and growth in household numbers due to household formation. The relatively high amount of undeveloped pitches with planning permission helps to reduce this figure from a gross need of 64 pitches.

Figure 31
Extra Pitches which are Required in the South Gloucestershire from 2013-2028

Reason for Requirement/Vacancy	Gross Requirement	Supply	Net Requirement
Supply of Pitches			
Additional supply from empty pitches	-	-	
Additional supply new sites	-	18	
Total Supply		18	
Current Need			
Current unauthorised developments or encampments and seeking to stay in the area	1	-	
Concealed households	4	-	
Net movement from bricks and mortar	(1)	-	
Waiting list for public sites	8	-	
Total Current Need	12		
Future Needs			
Currently on sites with temporary planning permission	0	-	
Net migration	0	-	
Net new household formation	52	-	
Total Future Needs	52		
Total	64	18	46

Split to 2028 in 5 year Time Period

8.41 In terms of providing results by 5 year time periods we have assumed that all unauthorised sites, concealed households and waiting list needs are addressed in the first 5 years. Any supply from undeveloped sites is assumed to be developed in the first 5 years. Household formation is apportioned over time.

8.42 In summary Figure 32 sets out the net requirement for new pitch provision by Local Authority by public and private sites until 2028.

Figure 32
Extra Pitch Provision in Bristol and South Gloucestershire by Local Authority to 2028

Local Authority	2013-2018	2018-2023	2023-2028
Bristol	16	4	4
South Gloucestershire	9	17	20
Total	25	21	24

Comparisons with the 2007 West of England GTAA

- 8.43 The previous GTAA undertaken in the study area was the West of England GTAA 2007. This found a need for 24 pitches in Bristol for the period 2006-2011 and a further 6 pitches for the period 2011-2016. Meanwhile the identified need for South Gloucestershire for the period 2006-2011 was 58 pitches with a further 22 pitches in the period 2011-2016. Clearly the result set out above represent a lower level of need for future periods.
- 8.44 Bristol has not delivered any of the identified need, but the figures in this report represent a lower figure over a 15 year period. The main factor explaining this difference is the 2007 West of England GTAA contained a need for 5 households on unauthorised encampments in Bristol. This study found no evidence of a need to provide for households on unauthorised encampments beyond the 9 households on the waiting list. We would note that there were also 9 households on the waiting list in 2007. This study also uses a slightly lower rate of household formation, 2.5% rather than 3%, which also marginally reduces future needs.
- 8.45 For South Gloucestershire, the West of England GTAA reported 67 authorised pitches and 18 pitches on unauthorised developments, giving a total of 85 occupied pitches. There are now 113 authorised pitches and 1 pitch on an unauthorised development. Therefore, South Gloucestershire has provided additional pitches and addressed almost all of its backlog of unauthorised pitches. The West of England GTAA also allowed for a need for 9 pitches from unauthorised encampments and a very high rate of formation from suppressed households. This study has found no evidence of significant need from unauthorised encampments and concealed households in South Gloucestershire. Therefore the evidence points to a lower on-going need than was anticipated at the time of the 2007 West of England GTAA.

Transit/Emergency Stopping Site Provision

- 8.46 Transit sites serve a specific function of meeting the needs of Gypsy and Traveller households who are visiting an area or who are passing through on the way to somewhere else. A transit site typically has a restriction on the length of stay of around 13 weeks and has a range of facilities such as water supply, electricity and amenity blocks. They do not have a function in meeting local need which must be addressed on permanent sites.
- 8.47 An alternative to a transit site is an emergency stopping place. This type of site also has restrictions on the length of time for which someone can stay on it, but has much more limited facilities with typically only a source of water and chemical toilets provided. There is currently one transit site in Bristol with 20 pitches plus space to expand as an emergency stopping place. South Gloucestershire does not contain a public transit site.

- 8.48 As well as facilitating the accommodation needs of households visiting an area, the presence of a transit site or emergency stopping place in an area can speed up enforcement on unauthorised encampments, with households facing committing an offence if they do not move on to the site, or leave the area. However, we would note that local authorities are not able to use transit provision on private sites as part of their enforcement action policies and therefore while it does provide an option for visiting households it is at the discretion of the site owner who is allowed on to the site. It should also be noted that strengthened Police powers can only be triggered if a transit site or temporary stopping place is made available within a specific local authority area. The legislation does not currently allow the direction of Travellers across local authority boundaries. South Gloucestershire would therefore need to plan for a separate site within its local authority area or accept some limitations to Police powers.
- 8.49 As previously mentioned, there is evidence from the statutory caravan counts and the data collected by South Gloucestershire themselves that there is some unauthorised camping by Gypsy and Traveller communities in South Gloucestershire. ORS have spoken to a number of local authorities and county councils across the country (such as those in Herefordshire, Worcestershire, Buckinghamshire, Wiltshire and Hertfordshire). Several indicate that publicly provided transit sites are poorly used and in some cases have fallen out of use. This is in part due to such sites being poorly located away from major travelling routes. Worcestershire district councils have a formal temporary toleration policy which generally meets the needs of Travellers moving through the county without establishing a formal transit site. The joint policy towards unauthorised encampments of Gypsies and Travellers in Worcestershire allows Travellers to remain and camp for up to 21 days provided there are no issues.
- 8.50 South Gloucestershire have followed a similar policy of 'sensitive management' an approach which addresses the need for proper judgement in policy response according to the nature of the site, the Gypsy or Traveller group and the concerns of residents and businesses. This balanced approach has minimised the need for formal legal action. However, this policy can be difficult to sustain with some of the sites that are commonly frequented by Gypsies and Travellers have been heavily defended, thus restricting the availability of such sites.
- 8.51 Transit site provision for South Gloucestershire is clearly a complex issue. The evidence would suggest that, given the scale of some encampments, a site would need to be at least 10 pitches. Meanwhile for Bristol the existing site covers their transit site needs.

Needs for Plots for Travelling Showpeople

Current Yard Provision

- 8.52 Planning records indicate that there are 66 permanent plots across 16 yards in South Gloucestershire while there are 16 plots across 2 yards in Bristol.
- 8.53 Currently, all the plots are occupied, so there is no available space and no new yards have unimplemented planning permission. However, we would note the largest yard in Bristol is currently being reduced in size so that as households leave they are not replaced.

Current Unauthorised Developments

- 8.54 There are no current unauthorised developments for Travelling Showpeople in Bristol or South Gloucestershire.

Concealed Households

- 8.55 A concealed household is one who is living within another household and would wish to form their own separate family unit, but are unable to do so because of a lack of space on public or private sites. The on-site survey for South Gloucestershire identified a number of concealed households, in particular at 2 yards which both survey data and interviewer feedback confirmed were beyond their capacity. In total there were 10 concealed household identified in the survey, all in South Gloucestershire.

Bricks and Mortar

- 8.56 The household survey found no households in bricks and mortar and no households who wish to move from yards to housing.

Waiting Lists for Public Sites

- 8.57 There are no public Travelling Showperson yards in Bristol and South Gloucestershire; hence there is no waiting list.

Temporary Planning Permissions

- 8.58 Bristol and South Gloucestershire currently have no yards with temporary planning permissions.

New Household Formation

- 8.59 For household growth, the typical growth rate for the Travelling Showpeople population is lower than for Gypsies and Travellers with estimates normally being from 1%-1.5%. From the household survey 25% of the population are children and 13% are over 60 years of age. Given that existing concealed households have been considered elsewhere we have used the lower of these figures to allow for future household growth. A growth rate of 1% provides for total net growth of 16% over 15 years. Given that there are 73 plots with 83 households on site this equates to 13 additional households by 2028 in South Gloucestershire and the 16 households in Bristol will yield 3 household formations.

In-migration from Other Sources

- 8.60 We have again allowed for a balanced level of migration on to existing private yards. An assumption of net nil migration implies that the net plot requirement is driven by locally identifiable need.
- 8.61 Beyond this, rather than assess in-migrant households seeking to develop new sites in the area, we would propose that each case is assessed as a desire to live in the area and that site criteria rules are followed for each new site. It is important for Bristol and South Gloucestershire to have clear criteria based planning policies in place for any new potential sites which do arise.

Overall Needs for Travelling Showperson Plots for Bristol

8.62 The estimated extra site provision that is required now and in the near future will be 3 plots to address the needs of all identifiable households.

Figure 33

Extra Plots which are Required in the Bristol for Travelling Showpeople from 2013-2028

Reason for Requirement/Vacancy	Gross Requirement	Supply	Net Requirement
Supply of Pitches			
Additional supply from empty pitches	-	-	
Additional supply new sites	-	0	
Total Supply		0	
Current Need			
Current unauthorised developments or encampments and seeking to stay in the area	0	-	
Concealed households	0	-	
Net movement from bricks and mortar	0	-	
Waiting list for public sites	0	-	
Total Current Need	0		
Future Needs			
Currently on sites with temporary planning permission	0	-	
Net migration	0	-	
Net new household formation	3	-	
Total Future Needs	3		
Total	3	0	3

Overall Needs for Travelling Showperson Plots for South Gloucestershire

- 8.63 The estimated extra site provision that is required now and in the near future will be 23 plots to address the needs of all identifiable households.

Figure 34

Extra Plots which are Required in the South Gloucestershire for Travelling Showpeople from 2013-2028

Reason for Requirement/Vacancy	Gross Requirement	Supply	Net Requirement
Supply of Pitches			
Additional supply from empty pitches	-	-	
Additional supply new sites	-	0	
Total Supply		0	
Current Need			
Current unauthorised developments or encampments and seeking to stay in the area	0	-	
Concealed households	10	-	
Net movement from bricks and mortar	0	-	
Waiting list for public sites	0	-	
Total Current Need	10		
Future Needs			
Currently on sites with temporary planning permission	0	-	
Net migration	0	-	
Net new household formation	13	-	
Total Future Needs	23		
Total	23	0	23

Split to 2028 in 5 year Time Period

- 8.64 In terms of providing results by 5 year time periods we have assumed that all, concealed household needs are addressed in the first 5 years.
- 8.65 In summary, any current need is included in the initial period 2013-2018 along with any need arising from new household formation during that time.

Figure 35

Extra Plot Provision for Travelling Showpeople in Bristol and South Gloucestershire by Local Authority to 2028

Local Authority	2013-2018	2018-2023	2023-2028
Bristol	1	1	1
South Gloucestershire	14	4	5
Total	15	5	6

Comparisons with the 2007 West of England GTAA

- ^{8.66} The West of England GTAA 2007 found a need in Bristol for 8 plots in the period 2006-2011 and a further 3 plots for the period 2011-2016. Meanwhile the identified need for South Gloucestershire for the period 2006-2011 was 42 plots with a further 15 plots in the period 2011-2016.
- ^{8.67} In both cases the figures were driven by extremely high rates of household formation where a figure of 3% per annum was used for both authorities, alongside evidence of concealed households on existing sites. It is now accepted that a figure of 1%-1.5% for formations for Travelling Showpeople is more realistic and this provides for a much lower level of need in the future.

9. Conclusions

Introduction

- ^{9.1} This chapter brings together the evidence presented earlier in the report to provide some key policy conclusions for Bristol and South Gloucestershire. It focuses upon the key issues of future site provision for Gypsies and Travellers and also Travelling Showpeople.

Gypsy and Traveller Future Pitch Provision

- ^{9.2} Based upon the evidence presented in Chapter 8, the estimated extra pitch provision that is required for Gypsies and Travellers to 2028 years in Bristol is 24 pitches and in South Gloucestershire is 46 pitches. These figures should be seen as the projected amount of provision which is necessary to meet the statutory obligations towards identifiable needs of the population arising in each area. We would also note that needs arising in an area do not necessarily have to be met within that area and the Local Authorities can seek to provide joint planning for new pitches.
- ^{9.1} The table below shows the provision required by type of site in 5 year time periods. This is based upon addressing any current backlog of need where it arises in the next 5 years and then projecting forward household growth based upon the size of the existing on-site population.

Figure 36
Extra Pitch Provision in Bristol and South Gloucestershire by Local Authority to 2028

Local Authority	2013-2018	2018-2023	2023-2028
Bristol	16	4	4
South Gloucestershire	9	17	20
Total	25	21	24

Transit Sites

- ^{9.02} There is currently one transit site in Bristol with 20 pitches plus space to expand as an emergency stopping place. South Gloucestershire does not contain a public transit site.
- ^{9.03} Transit site provision for South Gloucestershire is clearly a complex issue with several possibly policy solutions. The evidence would suggest that, given the scale of some encampments, a site would need to be at least 10 pitches. Meanwhile for Bristol the existing site covers their transit site needs.

Travelling Showperson Requirements

- ^{9.04} There are two sources of requirements for the Showperson population in Gloucestershire, namely concealed households and the growth in the population over time. In total the area requires 26 extra plots to 2028, with 23 of these in South Gloucestershire.
- ^{9.05} In summary, Figure 37 sets out the net requirement for new plot provision by Local Authority until 2028.

Figure 37
Extra Plot Provision for Travelling Showpeople in Bristol and South Gloucestershire by Local Authority to 2028

Local Authority	2013-2018	2018-2023	2023-2028
Bristol	1	1	1
South Gloucestershire	14	4	5
Total	15	5	6

Appendices

Appendix A: Gypsy and Traveller Sites in Bristol and South Gloucestershire

Gypsy and Traveller Sites in Bristol

Site	Number of Pitches
Local Authority Sites	
Rose Meadow View, South Liberty Lane, Ashton Vale, Bristol	12
St Anthony's Park Transit Site, Kingsweston Lane, Avonmouth, Bristol	0 (20 transit)
TOTAL PITCHES ON LOCAL AUTHORITY SITES	12
Private Sites with Permanent Permission	
TOTAL PITCHES ON PRIVATE SITES WITH PERMANENT PERMISSION	0
Private Sites with Temporary Permission	
TOTAL PITCHES ON PRIVATE SITES WITH TEMPORARY PERMISSION	0
Tolerated Sites – Long-term without planning permission	
-	-
TOTAL PITCHES ON LONG-TERM TOLERATED PRIVATE SITES	0
Unauthorised Developments	
TOTAL PITCHES ON UNAUTHORISED DEVELOPMENTS	0
TOTAL PITCHES	12

Gypsy and Traveller Sites in South Gloucestershire

Site	Number of Pitches
Local Authority Sites	
Highwood Park, Highwood Road Patchway South Gloucestershire	20
Northwood Park, Old Gloucester Road Winterbourne South Gloucestershire	19
TOTAL PITCHES ON LOCAL AUTHORITY SITES	39
Private Sites with Permanent Permission	
Swan Lane, Winterbourne	6
Frampton Park, Bristol Rd, Frampton Cotterell	2
Westerleigh Rd Elm Farm	2
Green Orchards Berwick Lane, Easter Compton	3
Shortwood Yard, Shortwood Hill	1
Greengate Yard, Pucklechurch	1
74 Parkfield Rd, Pucklechurch	1
Siston lane (1), Pucklechurch	1
Siston Lane (2), Pucklechurch	2
Pomphrey Hill, Mangotsfield	4
Westerleigh Rd, Mangotsfields	1
Burton Rd, Tormarton	1
Sandy Lane, Aust	2
New Street, Charfield (Apple Trees)	2
Bank Rd, Pilning	5
Henfield Paddocks, Henfield	2
Cottage View Almondsbury	3
Ram Hill Coalpit Heath	2
Moor Paddock, Westerleigh Rd. Pucklechurch.	2
Over Lane, Almondsbury	4
Bridge View, Westerleigh	2
Burton Road, Tormarton. (2)	1
The Meadows, Parkfield.	1
Meadow View	4
85A Parkfield Rd Pucklechurch	1
Giddy End Swan Lane	1
Dibden Lane Mangotsfield	1
Homefield Hall End Wickwar	5
Badminton Rd, Nibley (Hill View)	1
TOTAL PITCHES ON PRIVATE SITES WITH PERMANENT PERMISSION	74
Private Sites with Temporary Permission	
TOTAL PITCHES ON PRIVATE SITES WITH TEMPORARY PERMISSION	0
Tolerated Sites – Long-term without planning permission	
-	-
TOTAL PITCHES ON LONG-TERM TOLERATED PRIVATE SITES	0
Unauthorised Developments	
On farmland	1
TOTAL PITCHES ON UNAUTHORISED DEVELOPMENTS	1
TOTAL PITCHES	114

Travelling Showperson Sites in Bristol

Site	Number of Pitches
Local Authority Sites	
TOTAL PITCHES ON LOCAL AUTHORITY SITES	0
Private Sites with Permanent Permission	
Locks Yard, Hartcliffe Way, Bedminster	14
TOTAL PITCHES ON PRIVATE SITES WITH PERMANENT PERMISSION	16
Private Sites with Temporary Permission	
TOTAL PITCHES ON PRIVATE SITES WITH TEMPORARY PERMISSION	0
Tolerated Sites – Long-term without planning permission	
Two Mile Hill, St George	2
TOTAL PITCHES ON LONG-TERM TOLERATED PRIVATE SITES	0
Unauthorised Developments	
TOTAL PITCHES ON UNAUTHORISED DEVELOPMENTS	0
TOTAL PITCHES	16

Travelling Showperson Sites in South Gloucestershire

Site	Number of Pitches
Local Authority Sites	
TOTAL PITCHES ON LOCAL AUTHORITY SITES	
0	
Private Sites with Permanent Permission	
Fairlands, Earthcott Green, Alveston	4
Acres Fair, North Road, Yate	9
The Willows Frog Lane, Coalpit Heath	11
Beanwood Park, Wapley	18
The Burgage, Hounds Road Chipping Sodbury	2
Cotswold Road 1, Chipping Sodbury	2
Cotswold Road 2, Chipping Sodbury	1
The Firs, The Causeway, Coalpit Heath	2
Rogers Yard	4
Park Lane, Frampton Cotterell	
Hares Farm, Mapleridge Lane, Yate	16
Engine Common Lane, Yate,	1
Alexandra Road, Coalpit Heath	1
The Orchards	2
Bristol Rd, Cromhall	
TOTAL PITCHES ON PRIVATE SITES WITH PERMANENT PERMISSION	
73	
Private Sites with Temporary Permission	
TOTAL PITCHES ON PRIVATE SITES WITH TEMPORARY PERMISSION	
0	
Tolerated Sites – Long-term without planning permission	
-	-
TOTAL PITCHES ON LONG-TERM TOLERATED PRIVATE SITES	
0	
Unauthorised Developments	
TOTAL PITCHES ON UNAUTHORISED DEVELOPMENTS	
0	
TOTAL PITCHES	73