



Portsmouth
CITY COUNCIL

**GYPSIES & TRAVELLERS
and
TRAVELLING SHOWPEOPLE**

**A STRATEGY
for
PORTSMOUTH**

Approved by Cabinet 5 October 2009

CONTENTS

1. INTRODUCTION	page 1
2. LEGISLATIVE & CULTURAL BACKGROUND	page 1
2.1. The legal framework	
2.2. Gypsy & Traveller communities in Hampshire	
2.3. Accommodation types for Gypsies & Travellers in Hampshire	
3. THE EVIDENCE	page 4
3.1. National Gypsy and Traveller caravan estimates and trends	
3.2. The South East Region's Gypsy and Traveller caravan trends	
3.3. Hampshire's Gypsy and Traveller caravan trends	
3.4. Portsmouth's Gypsy and Traveller caravan trends	
3.5. Surveying Gypsy and Traveller accommodation needs in Hampshire	
3.6. Surveying Travelling Show People accommodation needs in Hampshire	
3.7. Gypsy and Traveller education needs	
3.8. Gypsy and Traveller health needs	
4. LAND USE PLANNING AND GYPSY & TRAVELLER CARAVAN SITES	page 7
4.1. The context	
4.2. Policy changes over four decades	
4.3. Regional planning and caravan sites	
5. FINANCIAL CONSIDERATIONS	page 8
5.1. Revenue income and expenditure considerations	
5.2. Capital income and expenditure	
6. PRIORITIES FOR POLICY AND ACTION	page 9
Theme 1: Unauthorised encampments	
Theme 2: Partnership working	
Theme 3: Caravan site provision & reviews	
Theme 4: Welfare needs	
APPENDICES	page 12
1. Publications for local authorities	
2. Gypsy and Traveller caravan counts: England; and South East Region	
3. Gypsy and Traveller caravan counts: Hampshire; and Portsmouth	
4. Unauthorised encampments on City Council owned land	
5. Gypsy and Traveller Accommodation Assessments (GTAAAs) for Hants and IoW	
6. The City Council's unauthorised encampment protocol (incl medical contacts)	

1. INTRODUCTION

A growing body of legislation and official guidance requires local authorities to provide for the welfare, education and accommodation needs of the country's nomadic groups and communities. As will be explained in the following pages these include **Gypsies and Travellers**, a term encompassing several groups with distinctive histories and customs; and **Travelling Show People** who own and operate travelling fairs and amusement rides. The purpose of this Strategy is therefore to bring together the existing, mainly city council, policies and practices for these groups whose nomadic life style often requires a different and specific approach to service delivery. Unless otherwise stated the descriptive term Gypsies and Travellers will include Travelling Show People.

Several operational actions are proposed, starting on page 11, for implementation in Portsmouth within a framework of five broad policy objectives:

1. Ensuring the City Council fulfils its **statutory obligations** towards itinerant groups for health, education and welfare services.
2. **Minimising the impact of unauthorised encampments** on local residents and the surrounding area by using all relevant legal powers.
3. Putting in place **procedures to deter unauthorised access to City Council land** thereby fulfilling legal duties to properly protect publicly owned assets.
4. Achieving **appropriate caravan site provision**, by working in partnership with neighbouring authorities, thereby reducing unauthorised encampments.
5. Maximising **effective multi-agency working** to the benefit of all communities in Portsmouth, whether settled or transient.

The next (second) section sets the scene, explains the most significant legislation and includes a short description of Gypsy and Traveller groups in Hampshire. Section three reports on sources of evidence concerning accommodation issues, education and health; the fourth is about the planning and provision of caravan sites; finance in section five; strategic priorities in section six.

2. LEGISLATIVE AND CULTURAL BACKGROUND

2.1 The legal framework

The principal legislation, in date order, includes:

- Race Relations Act 1976
- National Health Service Act 1977
- Criminal Justice and Public Order Act 1994
- Education Act 1996
- Human Rights Act 1998
- Race Relations (Amendment) Act 2000
- Housing Act 2004
- Planning and Compulsory Purchase Act 2004

This legislative framework can be viewed from several perspectives as explained below:

Gypsy and Traveller ethnicity and culture:

The Race Relations Act 1976, as amended, does not define Gypsies and Travellers as a specific racial group. However, subsequent case law established that Gypsies (rather than the more general term Travellers) can be regarded as a distinctive racial group and are

thereby covered by the Act. This is because Gypsies have had a shared history and customs for several centuries. In the influential 1988 Dutton case¹ Lord Justice Nicholls remarked that Gypsies 'are an identifiable group of persons defined by reference to ethnic origins within the meaning of the Act'.

A key feature of these traditions has been a nomadic way of life. By inference it is legitimate for Gypsies and other travelling groups (described below), to continue their travelling life but subject to the nation's laws and regulations, a proviso that also relates to the 1998 Human Rights Act. This Act came into force in 2000 and requires UK law to be created and interpreted with regard to the principles of the 1950 European Convention of Human Rights. Two Convention rights in particular have relevance for Gypsies and Travellers: Article 8 (Respect for private and family life) and Article 14 (Prohibition of Discrimination).

Housing:

The Housing Act 2004², and official guidance means there is an expectation that councils will assess the housing needs of nomadic groups as part of their existing strategic housing functions: these include assessing the housing needs and requirements of the local settled population. The process and outcomes of two Hampshire-wide accommodation studies for nomadic groups is explained later in the third section.

Planning:

The Planning and Compulsory Purchase Act 2004 together with Circulars 01/2006 *Planning for Gypsy and Traveller Sites* and 04/2007 *Planning for Travelling Show People* provide the legislative context and government guidance. The South East Plan will establish the distribution of pitch requirements by local authority and the city council will address the issue through its Local Development Framework.

Education:

The Education Act 1996 is the principal statute empowering councils to provide education services to all children in their area, whether permanent or temporary, and hence this includes Gypsy and Traveller families.

Health:

The National Health Service Act 1977 is the principal legislation. Of especial relevance for this strategy is the *NHS Next Stage Review* June 2008, as new forms of medical care are being established: a direct-access primary medical facility is planned for central Portsmouth that will operate seven days a week, starting July 2009. This will be of direct benefit to Gypsies and Travellers who may not be registered with a family doctor.

Public order and illegal encampments:

The Criminal Justice and Public Order Act 1994 permits owners to remove trespassers subject to legal process and safeguards. Local authorities may therefore use the Act to regain possession of land in their ownership when occupied by unauthorised Gypsy and Traveller encampments.

There is also a considerable amount of official guidance published to assist local authorities. A selection of the most influential documents is listed in appendix 1.

¹ Commission for Racial Justice v. Patrick Dutton, Court of Appeal 1988

² Section 225 of the Housing Act 2004 adds a duty to include Gypsies and Travellers when undertaking 'a review of housing needs in their district' Later guidance extended this duty to Travelling Show People.

2.2 Gypsy & Traveller communities in Hampshire

There are several nomadic groups in Hampshire and these include:

- Gypsy/Roma Travellers
- Irish Travellers
- New Travellers (once known as 'new age travellers')
- Travelling Show People.

It has been estimated that these total around 200-250 households during the summer months, although estimates vary owing to the size of some extended families and who is, or is not, included.

The following brief description is based on *A Guide for Schools* published in 2001 by Hampshire County Council's Traveller Education Service (as it was called at that time):

Gypsy/Roma Travellers/Irish Travellers/New Travellers:

For convenience this Strategy will refer to these groups collectively as Gypsies and Travellers. Traditionally they lived and worked in rural areas of Hampshire. Many came to work in the hop fields and to pick strawberries for the London market. Some families have settled in houses whilst retaining their cultural background. Other families moved onto local authority managed sites in Hampshire or bought land for their own occupation. Today, itinerant families still travel around Hampshire and others regularly pass through the County and may stay for short periods whilst working in the area.

Travelling Show People:

Fairs date back to Roman times and by the Middle Ages almost 5,000 were granted royal charters to hold them annually on a specified day. One of these is the Wickham Horse Fair, held every year on 20 May. The fair and circus season begins in Easter and lasts until the middle of November. During the winter months Show People families return to their winter quarters, or yards, and from these bases children attend local schools.

2.3 Accommodation types for Gypsies and Travellers in Hampshire

There are two kinds of temporary or short stay accommodation arrangement: *transit sites* (although there are none in Hampshire at the time of writing) are for stays of up to 3 months with basic facilities provided by the local authority such as water, toilets, waste collection and hard standings; and *temporary stopping places* that are usually identified areas like lay-bys with minimal or no facilities. Hampshire has several types of *permanent* site as explained below.

Local Authority permanent Gypsy and Traveller sites:

Currently there are 4 Gypsy and Traveller sites in Hampshire that are managed by the County Council and 1 site by Southampton City Council. They are permanent, long stay sites where families live for most of the year and usually consist of between 18-20 pitches with 100 pitches in total. None are located in Portsmouth.

Private authorised Gypsy and Traveller sites:

There are 19 privately owned authorised (that is, with planning permission) smaller sites across the County. They usually have space (pitches) for between 1-4 caravans and total pitches are estimated to number around 60. None are located in Portsmouth.

Private unauthorised Gypsy and Traveller developments:

There are approximately 20 such sites with 45 pitches across the County (but none in Portsmouth), located on private land that does not have planning consent.

Settled (bricks and mortar) housing:

The national 2001 Census did not identify nomadic groups so accurate statistics on Gypsy and Traveller families in settled accommodation is not available. However the Portsmouth Schools Census is a useful source: the January 2008 School Census recorded 19 pupils from Gypsy/Roma families, other groups not being recorded.

Travelling Show People sites and yards

Research commissioned jointly by Hampshire councils, published March 2008, confirms there were, at the time of the study, 28 sites with 174 known Travelling Show People households. More information is provided in the next section.

3. THE EVIDENCE

This section summarises principal evidence sources across several themes.

3.1 National Gypsy and Traveller caravan estimates and trends

Government commissioned research suggests that between 90,000 and 120,000 Gypsies and Travellers live in caravans in England and 2,000 in Wales (Niner, 2002, ODPM). Up to three times as many are thought to be living in conventional housing (Ivatts 2005).

The Government's annual survey (the Caravan Count) is the main information source on Gypsy and Traveller caravans: trends for England are presented in appendix 2. Numbers recorded at the July count, mainly on authorised sites, have doubled over three decades.

3.2 The South East Region's Gypsy & Traveller caravan trends

Regional trends are also presented in appendix 2 and these mirror national trends. The table below records results for all counties and councils with unitary status in the region.

Table 1: THE CARAVAN COUNT IN THE SOUTH EAST, BY LOCAL AUTHORITY

LOCAL AUTHORITIES - counties and unitaries	AUTHORISED SITES				UNAUTHORISED SITES				COMBINED ANNUAL AVERAGE
	2005 (July)	2006 (July)	2007 (July)	2008 (July)	2005 (July)	2006 (July)	2007 (July)	2008 (July)	
Reading UA	0	0	0	0	7	5	6	6	6.0
Portsmouth UA	0	0	0	0	20	0	0	5	6.3
Isle of Wight UA	0	0	0	0	2	7	9	16	8.5
Bracknell UA	0	0	17	23	1	1	0	0	10.5
Medway UA	14	10	23	30	9	0	5	0	22.8
Southampton UA	15	19	19	17	0	3	8	22	25.8
Slough UA	0	38	38	39	3	0	0	0	29.5
Milton Keynes UA	18	20	36	23	30	17	4	6	38.5
West Berkshire UA	21	57	41	72	2	15	1	0	52.3
Windsor & Maidenhead UA	50	50	45	50	4	0	9	20	57.0
Brighton & Hove UA	38	14	0	4	48	47	65	26	60.5
Wokingham UA	78	58	76	111	11	0	6	19	89.8
East Sussex	41	48	55	53	32	30	64	56	94.8
Hampshire	113	181	157	111	136	115	160	18	247.8
West Sussex	153	159	208	201	35	152	66	50	256.0
Buckinghamshire	180	191	277	285	113	93	59	31	307.3
Oxfordshire	318	332	298	340	26	32	24	35	351.3
Surrey	549	505	501	510	94	93	77	125	613.5
Kent	588	728	792	864	210	265	223	289	989.8
Total	2,176	2,410	2,583	2,733	783	875	786	724	

Source: CLG. Authorised sites are those with planning permission owned by local authorities and private owners.

Areas with the largest numbers of authorised and unauthorised caravan sites are the counties of Kent and Surrey followed by Oxfordshire, Buckinghamshire, West Sussex, Hampshire and East Sussex. Totals for unitary councils are much less than the counties. Of most significance is the count for unauthorised sites (about one in four of the total) as this shows areas of unmet demand across the South East Region.

3.3 Hampshire's Gypsy and Traveller caravan trends

The same Government survey demonstrates a long-term increase in numbers across Hampshire, with a sharp rise over the last decade. But in contrast to the national and regional situation few caravans are located on privately owned sites. See appendix 3.

Quite separate from the annual caravan census is information from Hampshire County Council's Gypsy and Traveller Service. Their data records that in 2007 there were at least 150 unauthorised encampments across Hampshire comprising 920 caravans and similar accommodation. These are estimates of known encampments and there may be others that were not reported. Allowance must also be made for some double counting.

3.4 Portsmouth's Gypsy and Traveller caravan trends

Records from the national caravan survey show that numbers in Portsmouth vary greatly from year to year: see appendix 3. This information must be interpreted with care for although some years record a zero return for the July count there will nevertheless have been illegal encampments during other periods of the year.

For this reason the city council's management records are more comprehensive, although they monitor a shorter six year period beginning 2003-04. The table below presents unauthorised encampments and caravan numbers together with the resource implications for the city council. Information on unauthorised encampments is provided in Appendix 4.

Table 2: Illegal encampments and Portsmouth City Council expenditure

ITEM	2003-04	2004-05	2005-06	2006-07	2007-08	2008-09
Encampments	9	6	6	7	5	2
N ^o of caravans	133	85	43	30	25	14
<u>PCC expenditure (rounded)</u>						
• Staff, legal, welfare checks	£2,461	£9,019	£5,857	£1,950	£1,750	£2,000
• Site protection	£10,000	£19,500	£19,000	£33,000	£32,600	£12,000
• Site clear-up	£5,500	£20,800	£10,000	£0	£3,000	£1,000
Total	£17,961	£49,319	£34,857	£34,950	£37,350	£15,000

Note: only refers to encampments on city council owned land: see appendix 4

3.5 Surveying Gypsy & Traveller accommodation needs in Hampshire

Portsmouth has participated in a survey of Gypsy and Traveller accommodation requirements based on Government guidance and in cooperation with SEERA, the Regional Assembly. How the study was organised and the main research findings are reported in more depth in appendix 5.

The study's main conclusion, from an accommodation perspective, is an estimated need over five years to 2011 for:

- 44 **permanent** additional caravan pitches distributed across three sub areas within the county: 18 in the south, 17 in the west and 9 in the north. The proposed distribution by local authority is provided in appendix 5
- Four managed **transit** sites located in the north, south (Winchester District and Southampton) and west of Hampshire
- **Emergency stopping places** for several areas.

3.6 Surveying Travelling Show People accommodation needs in Hampshire

On completion of the Gypsy & Traveller Accommodation Assessment (GTAA) the same consortium of Hampshire authorities decided to commission a supplementary study on the accommodation needs of Travelling Show People. This revealed there were 174 households across 28 sites in the county and that overcrowding and lack of sites for future development are serious issues. A further 13 sites was recommended by 2011, sufficient for 111 households. This following table summarises the situation and is taken from the study report:

PRESENT AND ARISING NEED FOR TRAVELLING SHOW PEOPLE ACCOMMODATION 2007–2011

	SITES	YARDS	ACCOM UNITS
PRESENT SUPPLY	28	65	174
FUTURE SUPPLY			
• Current shortfall (immediate need)	10	31	85
• Arising need 2007 to 2011	3	10	26
TOTAL NEED TO 2011	13	41	111

3.7 Gypsy and Traveller education needs

The Education Act 1996 places local education authorities under a duty to make education available for all school-aged children in their area appropriate to their age, aptitude and ability. This duty extends to all children residing in their area, whether permanently or temporarily, and therefore includes Gypsy and Traveller children.

National reports over the past 20 years have consistently raised key themes about the educational failure of Gypsy and Traveller children. Those in the last five years include *Raising the Achievement of Gypsy Traveller Pupils* (DES 2003); and *Raising the Achievement of Gypsy, Roma and Traveller Pupils* (DCSF 2008). These documents highlight:

- Experience of racism and social exclusion
- Teacher knowledge and expectations
- Parental expectations and aspirations
- The interrupted nature of the pupil's education experience

Around 20 Gypsy & Traveller children were recorded by the Portsmouth Schools Census compiled January 2008, these being from settled families living in housing, as there are no permanent caravan sites in Portsmouth for itinerant groups. Given these low numbers it is difficult to assess with precision whether the national educational profile described above also applies to Portsmouth.

3.8 Gypsy and Traveller health needs

The Health Status of Gypsies and Travellers in England (2004) continues to be one of the most authoritative studies on this subject. It was undertaken by Sheffield University for the Department of Health. Key findings include:

- Gypsies and Travellers have significantly poorer health status and significantly more self reported symptoms of ill health than other UK-resident English speaking ethnic minorities and economically disadvantaged white UK residents
- Self reported chest pain, respiratory problems and arthritis are more prevalent in the Traveller group while living in a house was associated with long term illness, poorer health state and anxiety
- Practical problems accessing health services whilst travelling, a reluctance of some medical practices to register Gypsies & Travellers, or visit sites, were also contributing factors found within the study for poorer health amongst the community; thus demonstrating that health needs of Gypsies & Travellers are not being adequately met through current provision (but see further below at page 13 on new service improvements planned within the NHS).

Another study, published 2002 by the National Association of Health Workers for Travellers, includes the comment that 'Small scale studies and experience of health care providers indicate that Travellers/Gypsies have a much poorer health status and raised morbidity and mortality when compared with every other group in British society.'

The 2006 Hampshire Gypsy & Traveller Accommodation Assessment, (see above in section 3.5), also reported that

- 89% of Traveller families living on authorised sites were registered with a doctor in the area but only 56% on unauthorised sites.
- 70% on authorised sites said they were registered with a dentist in the area, but only 26% on unauthorised sites
- 16% of families included a member with either a disability or a long-term illness, compared with 17.4% of the settled population.

4. LAND USE PLANNING AND GYPSY & TRAVELLER CARAVAN SITES

4.1 The context: As explained earlier in this Strategy, councils refer principally to the Planning and Compulsory Purchase Act 2004, Circular 01/2006 *Planning for Gypsy and Travellers*, and Circular 04/2007 *Planning for Travelling Show People*. Determining caravan pitch allocation numbers is managed at a regional level by SEERA, the South East of England Regional Assembly, and the Government through the South East Plan. Implementing the proposed pitch numbers falls to local planning authorities through their plan making and development control functions.

4.2 Policy changes over four decades: At this point it is relevant to refer to events of 40 years ago when the Government of the day introduced a duty for local authorities, under the 1968 Caravan Sites Act, to make site provision for nomadic groups. Portsmouth City Council was concerned at the lack of suitable sites in the city and applied for an exemption from the Act: this was granted in March 1973. However legal responsibilities under the 1968 Act changed the following year owing to local government reforms and provision powers were transferred in the main to county councils. A generation later, the duty to provide caravan sites was repealed by the 1994 Criminal Justice and Public Order Act. The rationale behind this change in public policy was the intention that Gypsies and Travellers would provide their own sites using existing Planning law provisions.

4.3 Regional planning and caravan sites: today, four decades later, the context has changed considerably with the new approach to regional planning and the allocation of caravan pitch numbers to all local authorities in the region. What has not changed, however, is Portsmouth's dense urban environment and the difficulties of finding a suitable site for Gypsy & Traveller caravans. The Government's design guide for these sites, published May 2008, recognises there is a problem, as the following extract from paragraph 3.10 demonstrates:

Many Gypsies and Travellers express a preference for a rural location which is on the edge of or closely located to a large town or city consistent with traditional lifestyles and means of employment. However, characteristics that make a location unpopular for the settled community are likely to hold similar fears for Gypsies and Travellers. Sites adjacent to light industrial areas therefore tend not to be popular because of their isolation, distance from local facilities and because of safety fears.

The current planning situation in the months following a programme of accommodation assessments (described earlier in section 3 above), is that SEERA undertook a regional public consultation³ that ended late November 2008. SEERA proposed that within under a decade there will be a regional need for an extra 1,338 caravan spaces, or pitches: four fifths (1,064) for Gypsies and Travellers and one fifth (274) for Travelling Show People.

Options to accommodate these numbers were suggested by SEERA by local authority area. The draft allocation for Portsmouth was presented as four options totalling between 13 and 14 pitches but with differing proportions between Gypsies and Travellers and Travelling Show People. The city council has responded to SEERA that 'Portsmouth should not be allocated any of the regional pitch requirements for Gypsies, Travellers and Travelling Show People' due to Portsmouth's particular physical constraints.

According to their revised timetable SEERA expect to submit their amended regional allocation for caravan sites to the Government in June 2009. It is likely that an Examination in Public will be held and the Government will then either confirm or amend these allocations.

The city council is concerned that any regional allocation of caravan pitches to Portsmouth will not be deliverable due to the physical constraints of a dense urban environment, a lack of available and affordable land and an extensive tidal flood plain.

5. Financial considerations

5.1 Revenue income and expenditure considerations:

The following observations and cost estimates only concern the provision of caravan sites by local authorities for Gypsies and Travellers and not for Travelling Show People. This is because the recent accommodation study into the needs of Travelling Show People in Hampshire demonstrated they traditionally finance and provide their own sites and yards in rural areas using income earned from fair ground activities.

- 1) Site management: enquiries with local authorities operating permanent Gypsy & Traveller caravan sites suggest annual revenue expenditure per caravan pitch is between £2,000 and £4,000. The actual sum depends on the facilities provided, size of site, degree of local management and head office overheads. Income

³ Partial Review of the Draft South East Plan: *Somewhere to Live – Planning for Gypsies, Travellers and Travelling Show People in the South East.*

sources include rents for individual caravan pitches: one council with a permanent site charge a weekly rent of between £60 and £80 for a fully serviced pitch that includes purpose built kitchen and toilet facilities: housing benefit is payable.

- 2) Defensive measures: city council expenditure on measures relating to unauthorised encampments is estimated at around £12,000 for 2008-09.
- 3) Welfare assessments: city council expenditure is estimated at £2,000 annually.

5.2 Capital income and expenditure:

A capital budget has not been prepared pending the outcome of SEERA's South East Plan review for Gypsy & Traveller caravan sites.

6. PRIORITIES FOR POLICY AND ACTION

This section summarises the City Council's proposals across several themes and the five policy objectives introduced on page three.

Theme 1: Unauthorised encampments

Evidence in the third section explains the increase in unauthorised camping across the South East region. In this context central government has published guidance to assist local authorities to respond to this situation. "*Guidance on Managing Unauthorised Camping*" (ODPM & Home Office 2004), encourages local authorities to identify appropriate temporary stopping places. The guidance recommends having local protocols in place so that roles and responsibilities are clear for each agency regarding unauthorised camping. Hampshire local authorities and Hampshire Constabulary have a joint protocol for managing unauthorised encampments within Hampshire. Portsmouth's version of this protocol is presented in [appendix 6](#).

Due to Portsmouth's densely populated nature, site protection plays an important role in stopping unauthorised encampments from becoming established on the city's open spaces. These sites will continue to be monitored and maintained over time.

Actions:

- 1) Implement the city council's Unauthorised Encampments Protocol
- 2) Use enforcement measures such as civil possession proceedings and anti-social behaviour legislation, as appropriate.
- 3) Train frontline staff in procedures for dealing with encampments
- 4) Monitor and review site protection on the City Council's open spaces
- 5) Monitor and review demand for caravan pitches by Gypsies & Travellers.

Theme 2: Partnership working

Examples of joint working include:

- 1) The City Council's *Gypsy & Traveller Working Party* comprises Members, staff from various city council services and Hampshire Constabulary. These meet at intervals to review policy and procedures, principally with regard to unauthorised encampments.
- 2) The *Hampshire Joint Authority Panel for Gypsies and Travellers* comprises Member representatives for all local authorities in Hampshire. It meets around twice a year to share information and best practice. Linked to the Panel are three area sub

groups of adjoining councils with officer representation; they meet when required principally to discuss planning and land issues for caravan site provision.

Portsmouth is a part of the Southern group that comprises Gosport, Fareham, Winchester, Havant and East Hampshire.

- 3) The City Council and the Portsmouth City Primary Care Trust have an increasingly close working relationship covering several health agendas, see further below with regard to Gypsies and Travellers.

Actions: the city council will continue to participate as service requirements dictate.

Theme 3: Caravan site provision and reviews

The SEERA consultation during mid to late 2008 proposed between 13 and 14 permanent caravan pitches for Portsmouth. The city council's view (summarised in paragraph 4.3 above) is that this proposal is neither realistic nor achievable given the absence of suitable locations within the city. The most practical solution would be to enter into an arrangement with one or more neighbouring councils whose lower urban density may mean the availability of land for one or more permanent caravan sites.

Actions:

- 1) Discuss options during 2009 with neighbouring local authorities in south east Hampshire concerning the establishment and management of permanent and transit Gypsy and Traveller caravan sites
- 2) Maintain contact with Hampshire County Council's Gypsy & Traveller unit.

Theme 4: Welfare Needs:

Education:

The evidence in section 3.7 highlights the fact that Gypsy & Traveller pupils, mostly those of either Gypsy/Roma or Irish Traveller heritage, are at the greatest risk of under-achievement.

Actions:

- 1) Work with other agencies to support families where an education need has been identified in the welfare assessment e.g. support for school admission.
- 2) Ensure that guidance and information on Gypsy & Traveller children and young people is regularly disseminated to schools.
- 3) Schools to monitor the education outcomes of Gypsy & Traveller children and young people to ensure they maximise the opportunities available to them.

Health:

Section 3.8 illustrates the relatively poor health experienced by Gypsies and Travellers compared to other ethnic minorities. When they live settled lives with travel limited to the summer months, it is possible to register with local medical services such as a doctor's surgery and thus have access to medical care for themselves and their children. However

this is not an option for those with year-round nomadic lives and their access to medical care is less certain.

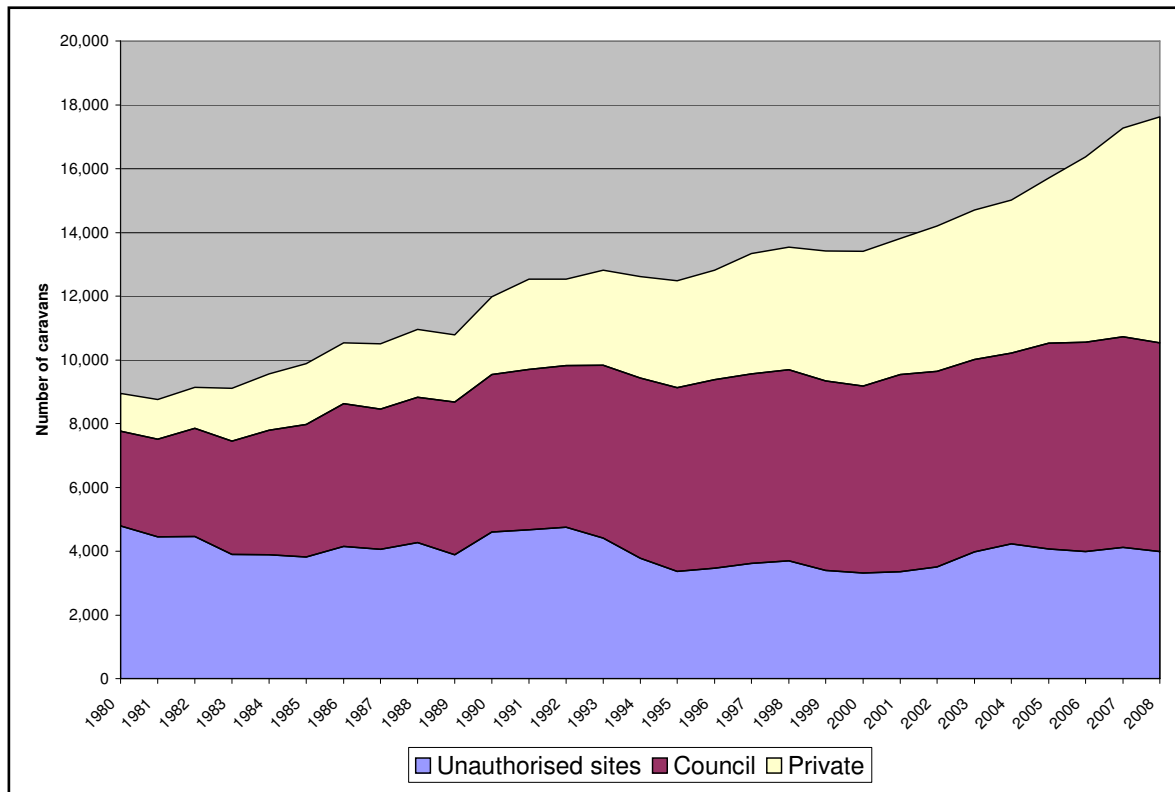
A new NHS initiative is responding to these access problems by requiring all Primary Care Trusts (PCTs) to establish at least one walk-in health facility in their jurisdiction. Portsmouth PCT's first open-access health care facility is to be based at Guildhall Walk in the city centre and will open July 2009 for 12 hours a day (0800 to 2000) seven days a week. Gypsy and Traveller families (and this includes Travelling Show People) passing through south east Hampshire will be able to use this new medical service. Open-access medical facilities elsewhere within Hampshire are planned for Basingstoke and Southampton by other PCTs.

Action: visiting Gypsy and Traveller families to be advised of the location and hours of the Portsmouth open-access medical centre and other health facilities in the city (see protocol in appendix 6).

APPENDIX 1**PUBLICATIONS FOR LOCAL AUTHORITIES****GYPSIES & TRAVELLERS AND TRAVELLING SHOW PEOPLE**

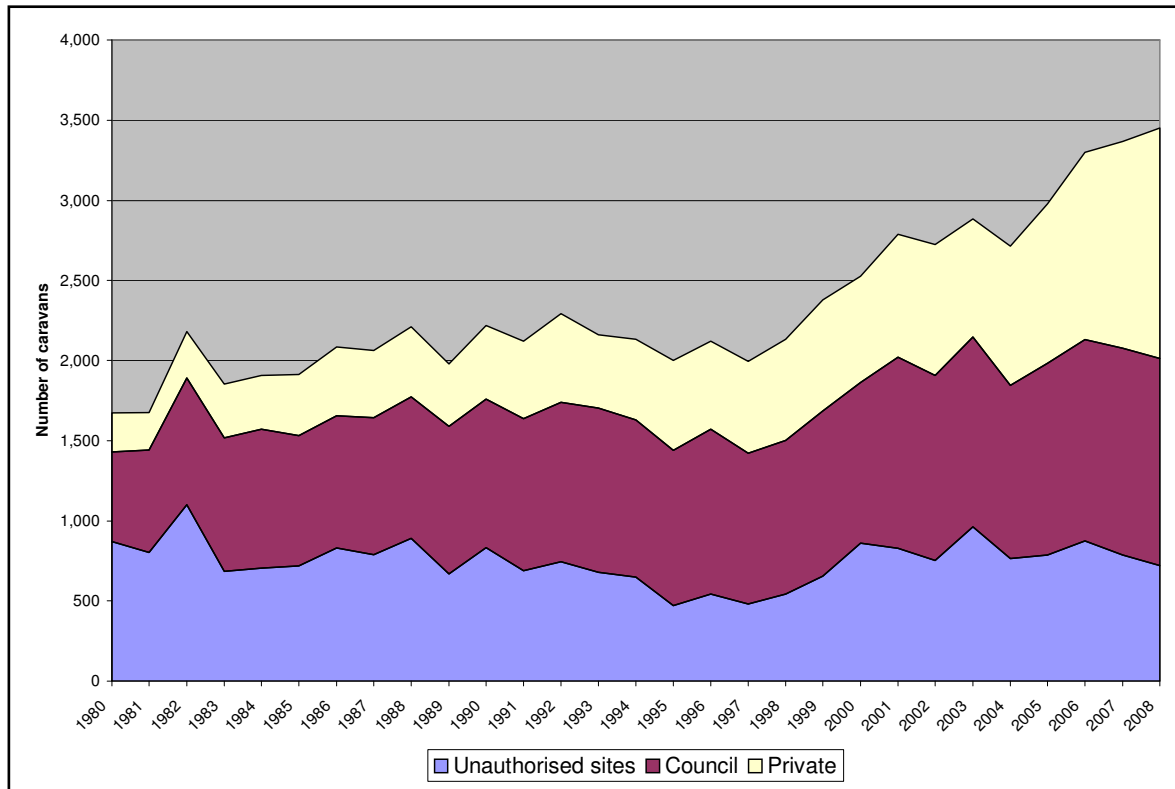
DATE PUBLISHED	PUBLISHED BY	TITLE	STATUS
Feb 2004	ODPM and Home Office	Guidance on Managing Unauthorised Camping	Guidance
Feb 2006	ODPM – Office of the Deputy Prime Minister	Planning for Gypsy and Traveller Sites	Circular 01/2006
June 2006	CRE – Commission for Racial Equality	Common Ground – Equality, good relations and sites for Gypsies and Irish Travellers	Independent policy review
Feb 2006	ODPM and Home Office	Guide to Effective Use of Enforcement Powers – Part 1: Unauthorised Encampments	Guidance
Nov 2006	DCLG – Dept of Communities and Local Govt	The Housing (Assessment of Accommodation Needs) (Meaning of Gypsies and Travellers) (England) Regulations 2006	Statutory Instrument 2006 N° 3190
March 2007	CLG – Communities and Local Govt	Preparing Regional Spatial Strategy Reviews on Gypsies and Travellers by Regional Planning Bodies	Guidance
May 2007	CLG	Local Authorities and Gypsies and Travellers: a guide to responsibilities and powers	Guidance
Aug 2007	CLG	Planning for Travelling Show People	Circular 04/2007
Oct 2007	CLG	Gypsy and Traveller Accommodation Needs Assessments	Guidance
Oct 2007	CLG	Guide to Effective Use of Enforcement Powers – Part 2: Unauthorised Development of Caravan Sites	Guidance
Dec 2007	CLG	The Road Ahead: Final report of the Independent Task Group on Site Provision and Enforcement for Gypsies and Travellers	
April 2008	CLG	Government response to The Road Ahead	
May 2008	CLG	Designing for Gypsy and Traveller Sites Good Practice Guide	Guidance

ENGLAND GYPSY & TRAVELLER CARAVAN COUNTS 1980-2008



Source: CLG. Totals are from a single day in July for the three main types of caravan site

S. E. REGION GYPSY & TRAVELLER CARAVAN COUNTS 1980-2008

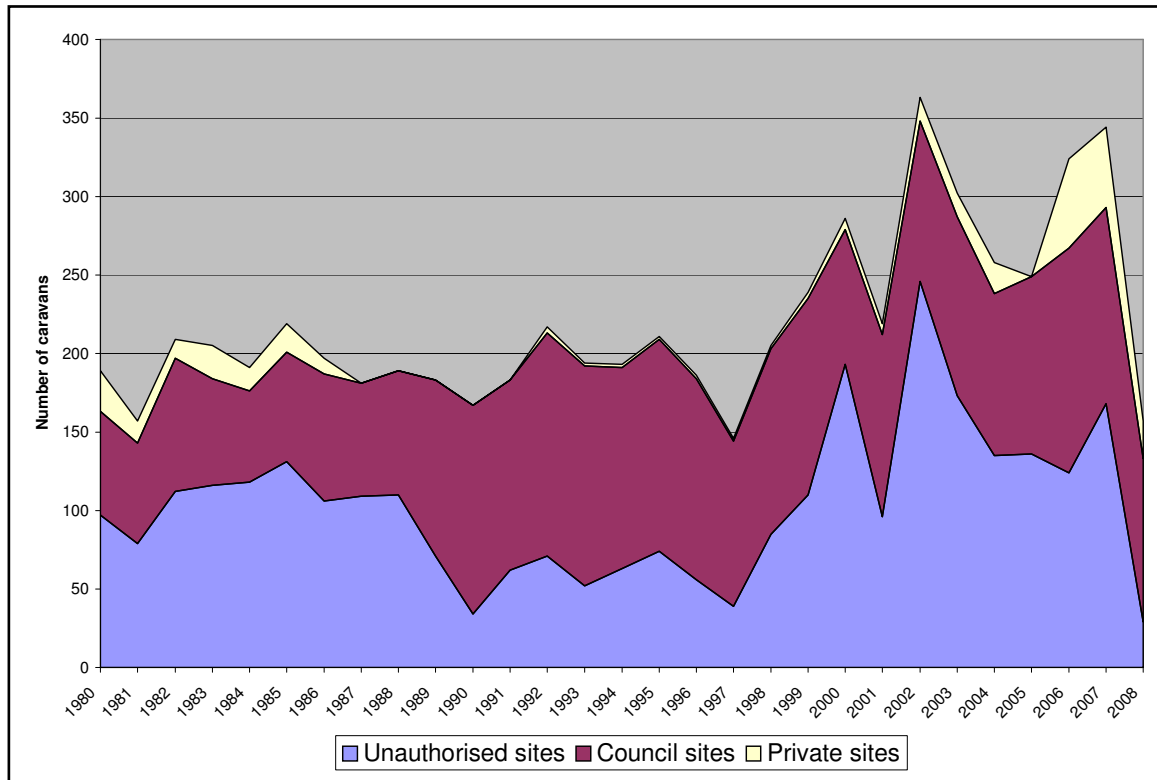


Source: CLG. Totals are from a single day in July for the three main types of caravan site

APPENDIX 3

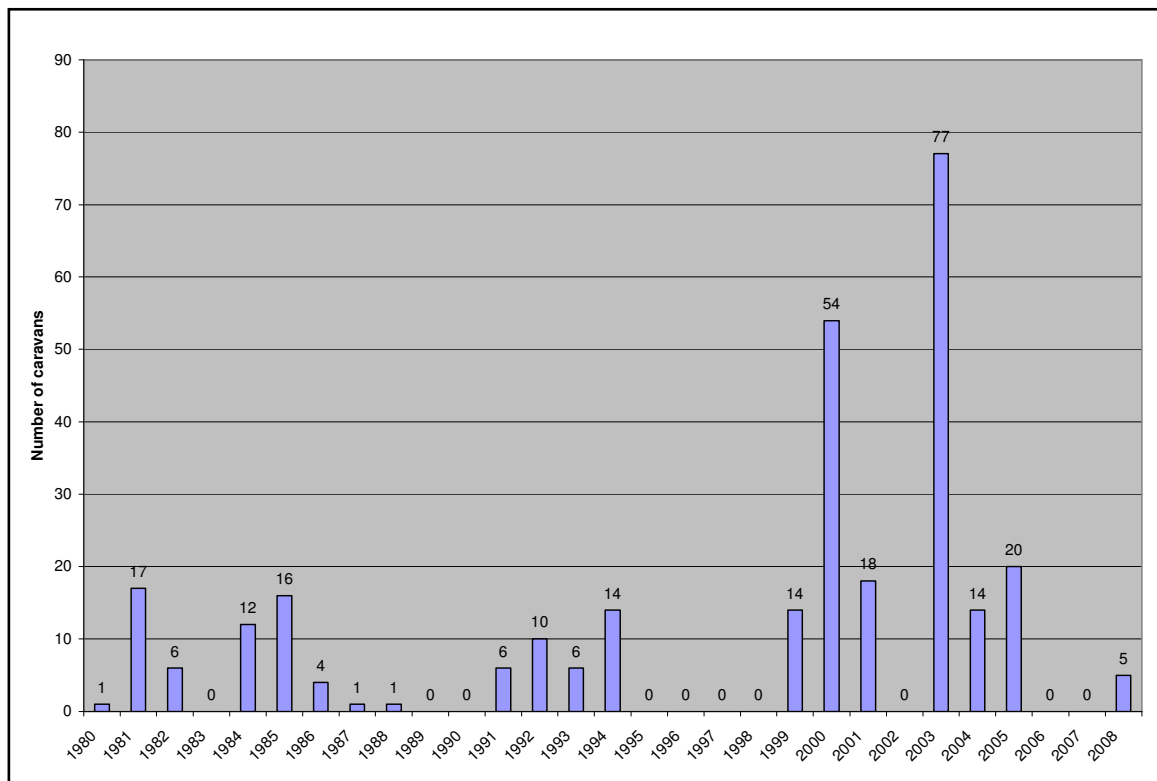
HAMPSHIRE GYPSY & TRAVELLER CARAVAN COUNTS – 1980-2008

Includes data for Portsmouth and Southampton



Source: DCLG. Totals are from a single day in July for the three main types of caravan site

PORTSMOUTH GYPSY & TRAVELLER CARAVAN COUNTS – 1980-2008



Source: DCLG. Totals are from a single day in July. This chart only records caravans on illegal encampments, as Portsmouth has no authorized caravan sites

APPENDIX 4

UNAUTHORISED ENCAMPMENTS ON CITY COUNCIL OWNED LAND

YEAR	SITE LOCATION	N° OF VANS
2003-04	Farlington Playing Fields	8
	Port Solent	68
	Crookhorn Lane	13
	Airport Services Road	5
	Portsdown Hill	5
	Cliffdale Gardens	8
	Portsmouth Outdoor Centre	12
	Hilsea Lido	8
	Portsdown Hill	6
		133
2004-05	Fort Widley	6
	King George V Playing Fields	20
	Port Solent	8
	Portsmouth Outdoor Centre	22
	Mountbatten Centre	4
	Farlington Playing Fields	25
		85
2005-06	Pyramids Southsea	4
	Milton Common	10
	Portsdown Hill	11
	Hilsea Lido	4
	Fort Widley	3
	Hilsea Lido	11
		43
2006-07	Milton Common	2
	Hilsea Lido	4
	Hilsea Lines	2
	Norway Road	8
	Airport Services Road	8
	King George V Playing Fields	4
	Dundas Lane	2
		30
2007-08	Anchorage Park	6
	Hilsea car park	4
	King George V Playing Fields	10
	Port Solent	2
	Twyford Avenue	3
		25
2008-09	Anchorage Park	8
	Port Solent	6
		14

APPENDIX 5**GYPSEY & TRAVELLER ACCOMMODATION ASSESSMENT (GTAA) FOR HANTS & IOW**Why the study was commissioned

Gypsy & Traveller Accommodation Assessments (GTAAs) are now the responsibility of local authorities as part of their strategic housing role and an adjunct to housing need studies of the settled population that have been undertaken for several years.

How the study was organised:

A principal technique used by consultants David Coultie Associates was to survey Gypsy and Traveller households on authorised and unauthorised sites, as well as a few living in houses. Information from nearly 200 interviews was supplemented by analysing secondary sources from local authorities and other agencies. Study findings and recommendations, published June 2007, are summarised below.

Households and aspirations:

- Satisfaction with accommodation is highest for those living in private authorised sites (8 out of 10), and less for people living in local authority sites (4 out of 10)
- Smaller sites are preferred with less than 15 pitches
- 2 in 3 families intending to move want to stay within Hampshire and Isle of Wight.

Caravan pitch numbers in Hampshire:

- There were 139 *authorised* caravan pitches: two thirds (92) were owned by local authorities and one third (47) were private
- Two in three (64%) new caravan pitches ought to be on privately owned sites
- An estimated need for an extra 44 **permanent** caravan pitches by 2011
- An estimated need for four managed **transit** sites
- **Emergency stopping places** are recommended for several areas in Hampshire.

These recommendations by consultant DCA are based on identified needs and expressed preferences and are presented by local authority, also grouped into one of three areas.

LOCAL AUTHORITY	N° pitches	Distribution by LA group		
		SOUTH group	NORTH group	WEST group
Basingstoke and Deane	2		2	
East Hampshire	0			
Eastleigh	1			1
Fareham	1	1		
Gosport	0			
Hart	7		7	
Havant	1	1		
New Forest	3			3
Rushmoor	0			
Test Valley	7			7
Winchester	11	11		
Portsmouth	5	5		
Southampton	6			6
	44	18	9	17

THE CITY COUNCIL'S UNAUTHORISED ENCAMPMENT PROTOCOL

In setting an internal protocol of agreement for responding to unauthorised encampments there is an underpinning principle that the same standards will be applied to Gypsy/Traveller communities as to the settled community in Portsmouth and reasonable care must be taken to avoid possibility of discrimination.

The standards of behaviour expected from those trespassing in unauthorised encampments should be the same as from the settled community.

The intention of the protocol is that the city council will ensure consistency of approach to all unauthorised encampments, increase speed and effectiveness of lawful procedures whilst complying fully with Human Rights and other relevant legislation.

City council services that are party to this protocol are: Public Protection, Legal Services, Community Warden Service, Parks and Recreation, Asset Management, CCTV, Clean City Service, Parking, Helpdesk, Media, Abandoned Vehicles, Education Welfare, ASBU and the Traffic Management Centre.

External partners to this protocol include: Colas, Glendale, English Landscapes, Gristwood and Toms, the Pyramids and the Hampshire Constabulary.

There are 2 occasions when the City Council needs to respond to information that is received about Gypsies and Travellers coming into the City.

- 1) When information is received by the City Council that a Gypsy/Traveller group, are on their way or camped within the vicinity of Portsmouth.
- 2) When information is received that an unauthorised encampment has been or is being established within Portsmouth City boundaries.

These 2 responses will be identified as phase one and phase two.

Phase one will initiate a frontline response by the Community Warden Service to check the City's green spaces to ensure that they are secure, liaising with other City Council services, contractors, Police, local businesses and the settled community as appropriate.

Phase two will initiate a response by the City Council that will include:

- An initial site visit with Police and the Community Warden Service
- Liaison and decision making with internal partners and external agencies as appropriate.
- Legal Obligations: Welfare assessments/Education/Health (including referral to Portsmouth open-access medical facility in Guildhall Walk from July 2009); see information sheet on next page
- Information to City residents
- Site monitoring and daily visits
- Legal Process.

ANNEX TO THE CITY COUNCIL'S UNAUTHORISED ENCAMPMENT PROTOCOL

Portsmouth City Council
Advice for Gypsy and Traveller families

MEDICAL ASSISTANCE CONTACTS

Where the need arises Gypsy and Traveller families can be referred to one of the following medical facilities as needed.

Portsmouth open-access medical service (from 1 August 2009)

NHS Walk-in Healthcare Centre

27 Guildhall Walk, Portsmouth

Hours 0800 to 2000 everyday

Phone 023 9275 1006

Web www.guildhallwalkgp.co.uk.

Dental care helpline 0845 0508345. Patients do not need to be previously registered.

Immunisation for children: apply to the NHS Walk-in Healthcare Centre (see above).

St Mary's Hospital walk-in medical centre

Hours 0800 to 2200

NHS Direct tel 0845 4647