



monmouthshire  
sir fynwy

MONMOUTHSHIRE COUNTY COUNCIL  
GYPSY AND TRAVELLER ACCOMMODATION  
ASSESSMENT  
2021 - 2026

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## **1.0 Executive Summary:**

- 1.0.1 Opinion Research Services Ltd. (ORS) assisted the Housing and Communities Department at Monmouthshire with the preparation of this assessment as part of a wider commission to support the preparation of new GTAA's for Blaenau Gwent, Monmouthshire and Torfaen.
- 1.0.2 Part three of the Housing (Wales) Act 2014, requires all Local Authorities in Wales to undertake a Gypsy & Traveller Accommodation Assessment (GTAA) and, where the Assessment identifies an unmet need for pitches, to make provision to meet that need.
- 1.0.3 Under the Act, the Council has to undertake assessments every five years. The Council undertook its first assessment in 2015 covering the period 2016 – 2021. This is the Council's second assessment and it will run concurrently with the Replacement Local Development Plan (RLDP) 2018 – 2033, providing a robust and up-to-date evidence base for the new LDP.
- 1.0.4 The assessment process followed the Welsh Government guidance document, 'Undertaking Gypsy & Traveller Accommodation Assessments' published in May 2015. Due to the time constraints involved in meeting the RLDP timeframe and the small number of Gypsy, Traveller and Showpeople households in the county it was agreed that the steering group that was convened for the 2016 assessment would not be reconvened for the present assessment until a draft became available.
- 1.0.5 However members of the steering Group provided information of known Gypsy & Travellers and where applicable, informed households that an Assessment was being conducted and invited households to participate.
- 1.0.6 Officers from Housing & Communities Service conducted the interviews with the assistance of a family advocate for one of the households. The completion of questionnaires by Gypsy, Traveller and Showpeople households inform the conclusions and recommendations of the Assessment. Households identified by members of the steering group completed the questionnaires during October, November and December 2019.
- 1.0.7 The baseline date for all other data and information is that of the 31<sup>st</sup> March 2020.
- 1.0.8 To the knowledge of the Council, only two known Monmouthshire Gypsy, Traveller and Showpeople households declined to participate in the Assessment.

### **1.1.0 The Summary Conclusions of the Assessment:**

- 1.1.1 The assessment finds that there is an unmet need of nine pitches under the assessment period 2020 to 2025.
- 1.1.2 Beyond 2025, there is a further unmet need of four pitches over the remaining length of the Replacement Local Development Plan (2026 – 2033).
- 1.1.3 There is not a need for a permanent transit / stopping pitch in Monmouthshire.
- 1.1.4 The Council should consider the use of short-term toleration or negotiated stopping arrangements to deal with short-term encampments.

### **1.2.0 Next Steps:**

- 1.2.1 The Council will seek to make provision for appropriate sites to meet identified unmet need by working proactively with the Gypsy and Traveller households to establish their preference for site provision, that is, private or public sites.
- 1.2.2 The findings of the GTAA process suggest there is an aspiration within much of the Gypsy Traveller community for private site provision in Monmouthshire. The Council will therefore work with and support Gypsy Traveller households to identify and develop viable private sites to address the identified unmet need in accordance with the RLDP policy framework.
- 1.2.3 The identification and allocation of local authority Gypsy Traveller site(s) would need to be considered through the RLDP review process, should the need for a public site become apparent because the Community's preference for private sites cannot be achieved.
- 1.2.4 The identified need for temporary stopping places will be considered on a regional basis as part of the emerging Strategic Development Plan (SDP) process.

## **2.0 Background:**

- 2.0.1 Part three of the Housing (Wales) Act 2014 placed a number of statutory duties on local authorities to determine the accommodation needs of their Gypsy & Traveller community. S101 of the Act requires local authorities to conduct a review every five years. During the review period, local authorities must carry out an assessment and report its findings to Welsh Ministers for approval. The report must contain a summary of the consultation process; the responses received and any accommodation need identified by the assessment (Appendix 1).
- 2.0.2 Should a need be identified, s103 of the Act places a duty on the local authority to exercise its powers under Part five of the Mobile Homes (Wales) Act 2013 to provide sites on which mobile homes may be stationed (Appendix 2).
- 2.0.3 Under S104 of the Act, if the Welsh Ministers are satisfied that a local housing authority has failed to comply with their duty under s103, they can direct the authority to exercise those powers under Part five of the Mobile Homes (Wales) Act 2013 to meet the needs identified in the assessment.
- 2.0.4 As a housing authority Monmouthshire County Council's administrative area for includes both the Monmouthshire planning area and part of the Brecon Beacons National Park (BBNP) area of planning jurisdiction. The GTAA will therefore provide evidence to inform the Annual Monitoring Reports (AMRs) and LDP review processes of both Monmouthshire County Council and the BBNP Authority<sup>1</sup>. Where appropriate, Monmouthshire County Council and the BBNP Authority will work collaboratively to address any unmet need identified in the GTAA.

## **2.1 Purpose:**

- 2.1.1 The purpose of a GTAA is for the Council to understand the current and future accommodation needs of Gypsy, Traveller and Showpeople in the County. This in turn will inform the Council's and the BBNP's LDP Annual Monitoring Reports (AMRs) and their

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<sup>1</sup> Paragraph 54, Undertaking Gypsy and Traveller Accommodation Assessments, Welsh Government

Replacement LDPs. It will also provide any evidence of whether transit sites or emergency stopping places are required.

2.1.2 The Assessment findings will also provide a complementary supplement for future Monmouthshire Local Housing Market Assessments.

## **2.2 Planning Considerations and Guidance Documents:**

2.2.1 The primary piece of guidance for producing a GTAA is “Undertaking Gypsy & Traveller Accommodation Assessments (2015)”.

2.2.2 The guidance includes a universal questionnaire that all local authorities are to use to ensure commonality for comparability purposes across all local authority areas in Wales (See Appendix 3).

2.2.3 The questionnaire comprises of five sections. Sections A to D concern themselves mostly with accommodation needs arising in the area in which the assessment is undertaken. Section E is concerned with the provision of transit sites not only in the area where the assessment is undertaken but also in other local authorities in Wales. The following sub sections give a brief description of the questionnaire:

- Section A – deals with the current accommodation arrangements of community members who partook in the assessment.
- Section B – looks at the family structure.
- Section C – enquires about aspirations and plans.
- Section D – informs the local authority of anticipated family growth and need that is likely to occur within the next five years so that they are able to understand future demand and plan accordingly.
- Section E – is concerned with the need for transit sites and their availability or non-availability throughout Wales.

2.2.4 To avoid any issues of literacy and low participation the guidance recommends that the completion of the questionnaire be on a face-to-face basis rather than using mailshot.

2.2.5 There have been a number of Circular provisions produced by Welsh Government and before devolution by the Welsh Office<sup>2</sup> that provide guidance for local authorities on planning aspects of providing sites, assessing the accommodation needs of Gypsy and Traveller families and to have policies for the provision of Gypsy and Traveller sites in their development plans. The introduction of a circular in 2018 superseded and cancelled the above-mentioned circulars<sup>3</sup>.

2.2.6 Other guidance available to local authorities are “Designing Gypsy and Traveller Sites”, and “Managing Gypsy and Traveller Sites in Wales”, published by Welsh Government in 2015.

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<sup>2</sup> Circular 30/2007 “Planning for Gypsy and Traveller Caravan Sites”, WAG 2007; Circular 78/91 “Travelling Showpeople”, Welsh Office 1991 ; Circular 76/94

“Gypsy Sites Policy and Unauthorised Camping” Welsh Office 1994

<sup>3</sup> Circular 005/2018 Planning for Gypsies, Traveller Showpeople Sites, WAG 2018

<sup>4</sup> Planning Policy Wales Edition 10 paragraph 4.2.35

- 2.2.7 Planning Policy Wales (PPW) advises that local authorities are required to assess the accommodation needs of Gypsy and Traveller families and to have policies for the provision of Gypsy and Traveller sites in their development plans<sup>4</sup>.
- 2.2.8 Monmouthshire County Council adopted its Local Development Plan (LDP) in February 2014. The LDP sets out the Council's policies for future development and use of land in its area (excluding that part within the Brecon Beacons National Park). The framework for assessing proposals to meet the accommodation needs of Gypsies, Travellers and Travelling Showpeople through the provision of sites, whether for permanent, transit or emergency use can be found in Policy H8 of the LDP (See Appendix 4).
- 2.2.9 The Brecon Beacons National Park Authority adopted its LDP in December 2013. The Plan allocates land adjacent to Brecon Enterprise Park for the provision of a permanent Gypsy and Traveller Site and sets out policy criteria against which all Gypsy and Traveller caravan sites will be considered.
- 2.2.10 In addition to planning consideration and guidance circulars it is pertinent to mention that should a need be identified and a site be required there is a site capital grant available to local authorities to cover the costs involved with site construction. However, the grant cannot cover all costs associated with site construction, such as land acquisition, pre planning applications work and feasibility studies.

### **2.3 Definition of Key Terms:**

#### **2.3.1 Gypsy, Travellers and Showpeople**

- This assessment adopts the definition found within Section 108 of the Housing (Wales) Act 2014
  - (a) Persons of a nomadic habit of life, whatever their race or origin, including
    - (i) Persons who, on grounds only of their own or their family's or dependant's educational or health needs or old age, have ceased to travel temporarily or permanently, and
    - (ii) Members of an organised group of travelling show people or circus people (whether or not travelling together as such), and
  - (b) All other persons with a cultural tradition of nomadism or of living in a mobile home.
- This definition is sufficiently broad so that not only groups such as Romani Gypsies and Irish Travellers are included but also covers those other groups that follow a nomadic life style such as Travelling Showpeople and New Travellers.
- It is also broad enough to cover those who no longer pursue a nomadic lifestyle and live in bricks and mortar accommodation but due to a cultural aversion would like to return to living in a mobile home if sites became available in the future.

#### **2.3.2 Further information is available from the Welsh Government's Guidance for undertaking Gypsy and Traveller Accommodation Assessments.**

<https://gov.wales/sites/default/files/publications/2019-03/undertaking-gypsy-and-traveller-accommodation-assessments.pdf>

2.3.3 Refer to Appendix 5 for a description of all other key terms and concepts used within Assessment.

### **3.0 Previous Assessment Findings and Analysis of Existing Data:**

3.0.1 The Council has conducted two previous assessments the first in 2009 and the second in 2015.

3.0.2 The Council commissioned Roger Tym & Partners and Opinion Research Services to provide a Gypsy and Traveller Accommodation Needs and Sites Study in 2009. The study concluded that no additional needs were identified other than those needs known to the Council through an existing private site (one pitch) and a planning application for four pitches that was initially refused but was subsequently granted planning permission on appeal for a revised scheme comprising of two pitches.

3.0.3 Also, given that no other specific need was identified, the study concluded that no other new provision needed to be found through LDP site allocations and that proposals for additional sites could be considered through the LDP criteria based policy H8 Gypsy and Traveller and Showpeople Sites.

3.0.4 The second assessment undertaken 2015 was completed in house. It concluded that:

- There was an identified need for eight pitches to 2021, based on overcrowding, unauthorised occupation and the likelihood of cultural aversion to conventional housing
- An amendment of a lifetime occupation condition attached to the planning permission granted for an existing private site would address one of the unmet need for eight pitches.
- There was not an identified need for a transit site due to the low number of unauthorised encampments in the County (paragraphs 2.18 and 5.20);
- There was not an identified need for a travelling Showpeople yard.

### **3.1 Analysis of Existing Data - Population Data:**

3.1.1 The number of households in Monmouthshire describing themselves as being of Gypsy & Irish Traveller ethnicity is very low. The 2011 census shows that six households identified themselves as Gypsy and Irish Traveller, 0.006% of the population.

3.1.2 It is argued that this figure under-represents the true number of households in Monmouthshire as the census relies on individuals self-classifying their ethnicity. Nationally, there is recognition that there is a reluctance within the Gypsy and Traveller community for households to reveal their ethnicity for fear of hostility or racially abuse behaviour directed at them.

3.1.3 The 2015 Assessment identified eleven households living in Monmouthshire who described themselves as being of Gypsy and Traveller ethnicity, an increase of almost 84% on the 2011 census figure.

### **3.2 Unauthorised Encampments and Current Accommodation Provision:**

3.2.1 A key data source relating to Gypsy and Traveller communities is the All Caravan Count System which is a web-based data collection tool. The system requires Local Authorities to provide details of all Gypsy and Traveller sites in their area, including unauthorised



encampments as they occur. This supersedes the previous caravan count method, which was a count of caravans rather than households. In addition, because the previous count method took place on a designated date it did not record any unauthorised encampments outside this date.

3.2.2 There have been sixteen unauthorised encampments on Council owed land by the travelling community when travelling through the County between the years 2013 - 2020. The following graphs show the number of occurrences by month and year (figure 1) and the total number of caravans per year (figure 2).

Figure 1: Unauthorised Encampments – Number of Occurrences by Month and Year

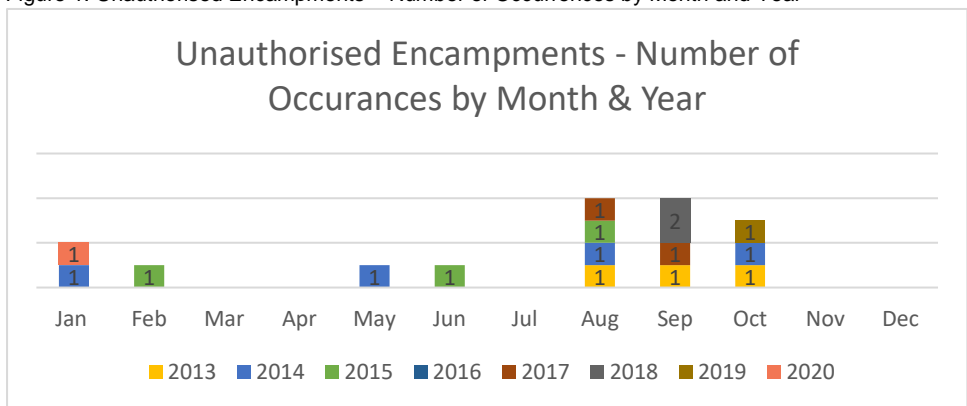
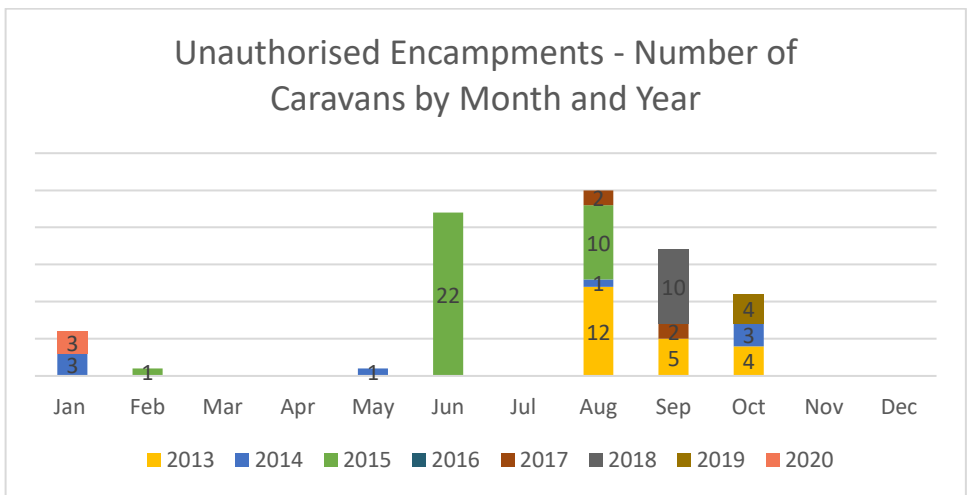


Figure 2: Unauthorised Encampments – Number of Caravans by Month and Year



\* Incomplete data for May & August 2014. This figure is a nominal and is likely to be an under estimation of the true figure.

3.2.3. It is evident from the above graphs that in comparison with other authorities Monmouthshire has a very low Gypsy and Traveller population.

3.2.4 Even though the frequency and number of caravans is low, evidence from the GTAA questionnaire and from discussions with families that have stopped in Monmouthshire suggests there is a need for a transit / temporary stopping site along the M4 corridor or on a main route going North /South through the County.

3.2.5 Monmouthshire currently has no local authority run sites, either residential or transit.

3.2.6 At March 2020, Monmouthshire has three authorised privately owned sites.

3.2.7 There have been three planning applications since the previous GTAA in 2015 on land owned and occupied by Gypsy and Traveller households. One application has been approved. The other two applications were unsuccessful and enforcement notices served on the households to vacate the land. At the time of writing, both unsuccessful applications were going through the appeals procedure.

3.2.8 At the time of writing there are no temporary planning permissions in place.

## **4.0 Methodology**

### **4.0.1 Project Steering Group**

4.02 The project steering group had the responsibility of taking ownership of the Assessment.

4.03 Its key responsibilities were to:

- Identify other relevant agencies who should be asked to participate in the steering group
- To positively promote the Assessment and encourage participation
- Provide local knowledge;
- Help to identify households living within the community
- Publicise the assessment study within their own fields and to households within the respective networks
- To help raise awareness of the Gypsy & Traveller culture and the potential barriers typically experienced
- To help scrutinise and provide feedback on the results:
- To sign off the report to be submitted to Welsh Government.

4.04 The group consisted of representations from the following agencies:

- MCC Elected Members
- SE Wales Regional Equality Council
- Equalities Officer (MCC)
- Adult Social Services (MCC)
- Rural Programmes Manager (MCC)
- Specialist Environmental Health Officer (MCC)
- Monmouthshire Housing Association
- Melin Homes
- Planning Policy Department (MCC)
- Housing Options Team (MCC)
- Children's Services - Safe Guarding in Education (MCC)
- Principal Inclusion Officer - Children and Young People (MCC)
- Deputy Head of Gwent Education Minority Ethnic Service (GEMS)
- Senior Commissioning Officer, Supporting People (MCC)
- Housing & Communities Manager (MCC)
- Project Officer, Monmouthshire Voices
- Waste & Street Services (MCC)
- Regional Community Cohesion Co-ordinator East Gwent
- Gwalia

- Public Health Wales
- Police
- Member of the local Gypsy & Traveller community (x 4)
- Officer from adjoining local authorities.

4.0.5 Members of the Steering Group provided information of known Gypsy & Travellers and where applicable, informed households that the Assessment was being conducted and invited households to participate.

#### 4.1. Study Methodology:

4.1.1 As per the Guidance, the completion of the questionnaire was to be by face-to-face interviews. However, in one instance an advocate for a family, who were out of County at the time the interviewing process occurred, completed the questionnaire.

4.1.2 The interviewing of households that agreed to take part in questionnaire took place during October to December 2019.

4.1.3 Due consideration was given to the engagement checklist contained in the WG Guidance document. Table 1 sets out the Guidance checklist and provides comments concerning the Council's application of the checklist. This has to be considered within the context that the Council does not have any local authority run sites in the County:

Table 1: Welsh Government Checklist

1.	<p><b>Visit every Gypsy and Traveller household identified through the data analysis process up to 3 times, if necessary.</b></p> <ul style="list-style-type: none"> <li>• The Council was unable to engage with three household despite repeated visits and leaving promotional material, letters and emails.</li> </ul>
2.	<p><b>Publish details of the GTAA process</b>, including contact details to allow Community members to request an interview, on the Local Authority website, Travellers' Times.</p> <p>The following methods were used to promote MCC's undertaking of the assessment.</p> <ul style="list-style-type: none"> <li>• Promotional Flyer that was used in the following ways <ul style="list-style-type: none"> <li>o Press release</li> <li>o Council web site and social media platforms</li> <li>o Traveller Times &amp; Showpeople Guild web site and social media platforms</li> <li>o Travelling Ahead web site and social media platforms</li> <li>o RSL Web sites</li> </ul> </li> </ul>
3.	<p><b>Consult relevant community support organisations.</b></p> <ul style="list-style-type: none"> <li>• The Council engaged with Travelling Ahead – A Welsh project working with young people and families from Gypsy, Roma and Traveller communities.</li> </ul>

4.	<p><b>Develop a Local Authority waiting list for both pitches and housing, which is accessible and communicated to community members.</b></p> <ul style="list-style-type: none"> <li>Households who engaged in the process were given the opportunity to apply to the Council's Housing Register and the Gypsy and Traveller pitch waiting list.</li> </ul>
5.	<p><b>Endeavour to include Gypsies and Travellers on the GTAA project steering group.</b></p> <ul style="list-style-type: none"> <li>Due to the low numbers of Gypsy and Traveller and Showpeople households in Monmouthshire we were able to discuss directly with individual households outside the formal mechanism of the Steering Group.</li> </ul>
6.	<p><b>Ensure contact details provided to the Local Authority by community members through the survey process are followed up and needs assessed.</b></p> <ul style="list-style-type: none"> <li>All interviews provided the opportunity for other community members to be interviewed through the process.</li> </ul>
7.	<p><b>Consider holding on-site (or nearby) GTAA information events to explain why community members should participate and encourage site residents to bring others who may not be known to the Local Authority.</b></p> <ul style="list-style-type: none"> <li>This wasn't considered appropriate for Monmouthshire due to there being no Council managed sites the County and the low number of Gypsy, Traveller and Showpeople households.</li> </ul>

4.1.4 Raising awareness of the survey internally within the Council and externally has been a priority of the methodology. The following range of mechanisms has been utilised to communicate the implementation of the assessment:

- Press release October 2019;
- The distribution of a Monmouthshire County Council flyer to Gypsy & Traveller households identified through the Steering Group;
- Assessment details published on the Council's website and the social media outlets of the Traveller Times, Travelling Ahead and Showman's Guild.
- Travelling Ahead provided an awareness briefing session to members on the 27<sup>th</sup> November 2019.
- The Assessment was considered and scrutinised by the Council's Adult Select Committee on 10<sup>th</sup> December 2020;
- The Assessment was adopted by Cabinet on 6<sup>th</sup> January 2021.

## 5.0. Survey Findings:

### 5.0.1 Households Interviews

5.0.2 The Identification of Gypsy, Traveller and Showpeople households came through the following means and identified thirteen households.

- The housing register.
- From members of the steering group.
- Existing households known to the Council.

5.0.3 Officers from the Council contacted nine of the households of which

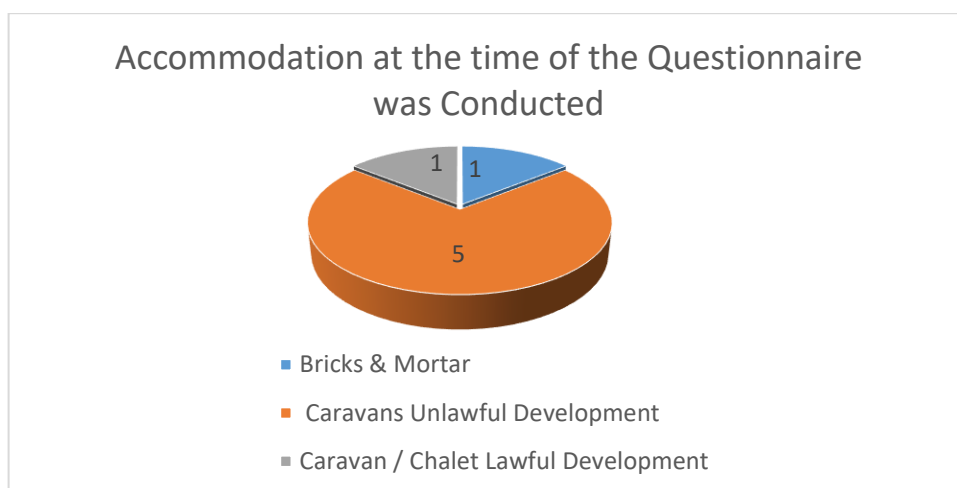
- Seven households completed the questionnaire
- Two households declined to take part in the process

5.0.4 Despite numerous efforts, Council officers were not able to make contact with four of the identified households. However details of the household composition was garnered from their planning application.

## 5.1 Current Accommodation:

5.1.1 The following chart show the type of accommodation the respondent households were residing at the time the questionnaire was completed.

Figure 3: -- Accommodation at the Time of Questionnaire



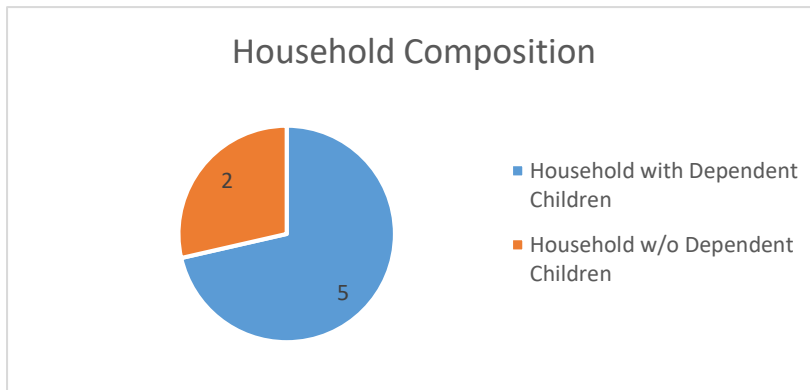
5.1.2 The number of Gypsy, Traveller and Showpeople households that took part in the 2019 Assessment is down on the 2015 figure. This is attributable to the time of the year the assessment took place. For the 2015 assessment, the completion of the questionnaire took place during the summer months when Gypsy & Traveller households visit the County for a religious festival.

5.1.3 For this assessment, the interviews took place during late autumn when traditionally Gypsy & Traveller households do not travel.

## 5.2. Household Composition Profile:

5.2.1 Five out of the seven respondent households have dependent children. See figure 5, below for a detailed breakdown.

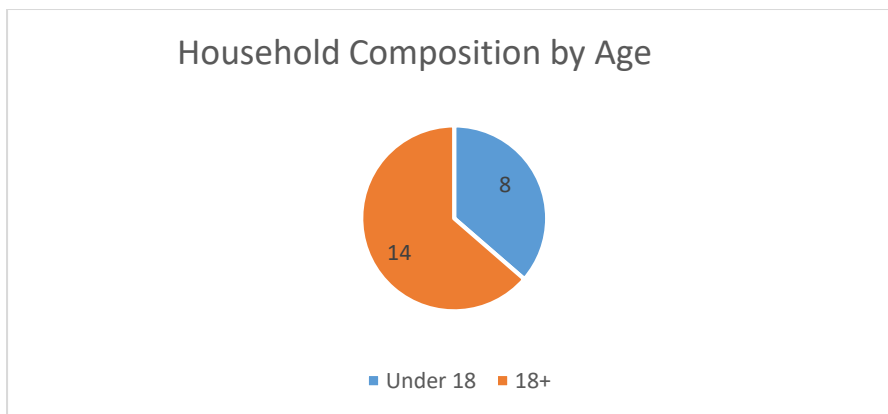
**Figure 4: Household Composition**



### 5.3. Household Age Profile:

5.3.1 The chart below represents the age category of household members.

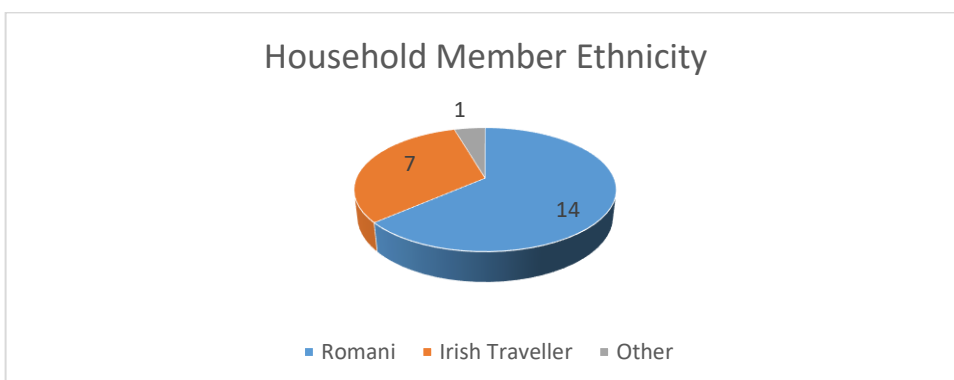
Figure 5: Household composition by Age



### 5.4 Household Ethnicity Profile:

5.4.1. Fourteen household members identified their ethnicity as Romani, while seven household members identified themselves as Irish Traveller. One household member identified themselves as 'other'.

Figure 6: Household Ethnicity



### 5.5 Suitability of Current Accommodation:

5.5.1 Six of the seven household respondents when asked if they were happy with their current accommodation, responded positively despite the fact that four of the households were under threat of eviction from their unlawful encampment.

Figure 7 – Suitability of Current Accommodation



5.5.2. One household responded negatively because they were living in bricks and mortar accommodation when their preference was to live in a caravan.

## 6.0 Assessing Accommodation Needs:

### 6.0.1 Understanding 'Need' and 'Preferences'

6.0.2. When it comes to pitch provision and choice, Gypsy and Traveller households are limited as to where they can choose to live. In contrast, non-travelling households have much wider choices due to the availability of social housing estates in all local authorities, whereas Gypsy and Traveller households encounter local authorities, where there are no authorised public sites at all.

6.0.3. As a result, Gypsy and Traveller households have no choice but to occupy sites in nearby local authorities where sites are available even though their 'preference' or 'need' is to live in the neighbouring local authority.

6.0.4 This can deprive a local Gypsy and Traveller household of a pitch. It can also mean that Gypsy and Traveller households move into bricks and mortar accommodation in their preferred local authority area. For some Gypsy and Traveller households this is an acceptable option choice but for others it is a non-acceptable option choice because there are no other suitable alternative options available to them.

6.0.5. This presents a challenge to a local authority when undertaking the assessments as it will want to distinguish between a need and a preference, this is because it is 'needs' that determine whether the local authority has to provide sites and pitches.

6.0.6. The definition of 'need' for the purpose of the assessment will take the following form:

- Households that have no authorised site on which to reside
- Households that are overcrowded
- Households that have a cultural aversion to living in conventional bricks and mortar housing.

- 6.0.7 Cultural aversion is a condition that many Gypsy and Traveller households in conventional housing may experience. For many Gypsy and Traveller households living in conventional housing can have a detrimental effect on the health and wellbeing of a household member.
- 6.0.8. However, there is not an expectation for local authorities to do an in-depth investigation into an individual's assertion that they are suffering cultural aversion for purposes of an assessment; any in depth investigation should be part of the authority's homelessness or pitch allocation policies. This is because the assessment process aims to give a broad estimation of the likelihood of need in their area. (Paragraph 176 – 178 of the WG Guidance).

## **7.0 Assessing Accommodation Needs in Monmouthshire:**

- 7.0.1 This section focuses on the pitch provision need for Monmouthshire County Council for a short-term period of 5 years and the full Replacement Local Development Plan period to 2033. This includes both current unmet need and future need. This period allows for robust forecasts for future provision, based upon the evidence contained within this study and from secondary data sources.
- 7.0.2 The evidence is a combination of information sources including household interviews, planning records, Steering Group members, and other stakeholders. In many cases, the survey data is not used in isolation, but instead is used to validate information from planning records or other sources.
- 7.0.3 This section concentrates on both the total additional provision of need and whether there is a need for any transit sites and/or emergency stopping place provision.
- 7.0.4 Welsh Government GTAA Guidance requires an assessment of current and future pitch needs and sets out a prescribed framework for undertaking a GTAA assessment. This GTAA follows the proscribed framework contained in Guidance.
- 7.0.5 As with any assessment of housing need 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 that is available for occupation with the current and future needs of the households. The key factors in each of these elements are set out in the sections below.

## **8.0 Need for Gypsies and Traveller Pitches:**

- 8.0.1 The need for Gypsy and Traveller pitches is made up of the following components:

### **1) Current Residential Supply**

- Occupied local authority pitches.
- Occupied authorised private pitches.
- Vacant local authority pitches and available private pitches.
- Vacant pitches expected in the near future.
- New local authority pitches and private pitches with planning permission.

### **2) Current Residential Demand**

- Households on unauthorised encampments.
- Households on unauthorised developments.



- Concealed /over-crowded/doubled-up households<sup>4</sup>.
- Conventional housing – movement from bricks and mortar<sup>5</sup>.
- New households to arrive from waiting lists/in-migration.

### 3) Future Demand

- Total future demand is a result of the formation of new households during the study period. Information from the interviews provides details of the gross number of new households expected to form within the first 5 years of the study (although it is important to *net* this off against identifiable supply during the first 5 years of the study). The use of demographic evidence from the interviews informs the *net* compound household formation rate used for years 6-13 of the study.

## 8.1 Current Authorised Residential Supply:

8.1.1 To assess the current Gypsy and Traveller provision it is important to understand the total number of existing pitches and their planning status. There are no authorised public sites and three small private sites in Monmouthshire. There is no public or private transit provision and there are no Travelling Showpeople yards.

Table 2: Total number of authorised sites in Monmouthshire as at March 2020

Category	Sites	Pitches	Occupied Pitches
Private sites with permanent planning permission	3	9	3
Private sites with temporary planning permission	0	0	0
Public sites (Council and Registered Providers)	0	0	0
Public transit provision	0	0	0
Private transit provision	0	0	0

8.1.2 The next stage of the process is to assess how much space is, or will become, available on existing sites in order to determine the supply of available pitches. The main ways of finding this is through:

- **Current vacant pitches** – There are no vacant pitches in Monmouthshire.
- **Pitches expected to become vacant** – There are no public sites in Monmouthshire.
- **Pitches currently with planning permission** – There are 6 unimplemented pitches with planning permission in Monmouthshire. These are at Craig-yr-Leir, Llangeview (5) and at Sunnybank, Crick (1)

8.1.3 This gives a figure for **overall supply of 6 pitches**.

## 8.2 Current Residential Demand:

<sup>4</sup> Following the guidance set out in Paragraphs 195-201 of the GTAA Guidance

<sup>5</sup> Following the guidance set out in Paragraphs 172-183 of the GTAA Guidance

8.2.1 The next stage of the process is to assess current need and determine how many households are currently seeking pitches in the area.

### **8.3 Current Unauthorised and Tolerated Sites:**

8.3.1 A problem with many Gypsy and Traveller Accommodation Assessments is that they often count all caravans on unauthorised developments and encampments as requiring a pitch in the area, when in practice; many households are simply visiting or passing through. Some households may be on tolerated sites for planning purposes. In order to remedy this, the approach taken for this GTAA is

- To treat need as only those households on unauthorised and tolerated sites that are already in the planning system (i.e. sites/pitches for which a planning application has been made or is likely to be made).
- Those otherwise known to the Council as being resident in the area, or
- Those identified through the household survey as requiring pitches.

8.3.2 The study has identified that there are no sites with temporary planning permission; no sites tolerated sites for planning purposes and two unauthorised sites in Monmouthshire. These are at Land Adjacent to Ty Coedwr, Llanvetherine (1 pitch) and at Land opposite Llancayo House, Llancayo (4 pitches). Both sites have had planning applications refused and appeals dismissed, with those decisions being challenged through the Courts as at March 2020

### **8.4 Over-Crowded Pitches:**

8.4.1 The site interviews sought to identify concealed or doubled-up households or single adults on authorised and unauthorised sites that require a pitch immediately.

8.4.2 A concealed household or adult is one living in a multi-family household in addition to the primary family. Examples can include, a young couple living in a mobile home with parents, who need their own separate family accommodation, but are unable to obtain it because of a lack of space on public or private sites; or a single family member or individual living within an existing family unit in need of separate accommodation.

8.4.3 A doubled-up family or single adult is one living in a separate caravan (usually a touring caravan) on a site or pitch where there are more than the permitted number of caravans.

8.4.4 The information collected during the site interviews identified two concealed or doubled-up adults on two sites in Monmouthshire – one at The Old Telephone Exchange and one at Land opposite Llancayo House.

### **8.5 Conventional Housing:**

8.5.1 An issue frequently highlighted when identifying the number of Gypsy and Traveller households in bricks and mortar is their accuracy. The 2011 UK Census of Population identified six households in Monmouthshire that were living in a house or bungalow.

8.5.2 As noted earlier, the assessment sought to identify Gypsies and Travellers living in bricks and mortar to interview. This process resulted in an interview with one household living in bricks and mortar in Monmouthshire having planning consent for a new site at Sunnybank, Crick. The interview identified a concealed adult living in the household, however

accommodating this concealed adult would occur through planning permission if implemented.

## **8.6 New Households to Arrive:**

8.6.1 There is no public site in Monmouthshire. The assessment has also considered in-migration (households requiring accommodation who move into the study area from outside) and out-migration (households moving away from the study area). Site surveys typically identify only small numbers of in-migrant and out-migrant households and the data is not normally robust enough to extrapolate long-term trends. At the national level, there is zero net migration of Gypsies and Travellers across the UK, but this assessment has taken into account local migration effects based on the best local evidence available.

8.6.2 On considering the evidence drawn from household interviews and the desk-based research in Monmouthshire, the GTAA has identified that the proposed households that are seeking to occupy the five unimplemented pitches at Craig-yr-Leir, Llangeview are all currently living on a public site in Cardiff. There were no households identified that were seeking to move away from Monmouthshire.

8.6.3 Beyond this, rather than identify any other in-migrant households seeking to develop new sites in Monmouthshire, the GTAA recommends that the Council continue to follow its existing criteria-based planning policies for any potential new windfall sites that do arise. In addition, none of the other local authorities within Wales has contacted to advise of any Gypsy and Traveller households that may seek to reside or resort to Monmouthshire.

## **8.7 Additional Pitch Provision: Future Need:**

8.7.1 The next stage of the process is to assess future need and determine how many households are likely to be seeking pitches in the area in the future during the first 5 years of the assessment and for the longer 13-year Replacement Local Development Plan period to 2033.

## **8.8 Population and Household Growth:**

8.8.1 Nationally, there is a common assumption of household formation and growth rate of 3.00% net per annum. This has been widely used in local Gypsy and Traveller Accommodation Assessments even though there is no statistical evidence of households growing so quickly. The result has been to inflate both national and local requirements for additional pitches unrealistically. In this context, ORS has prepared a *Technical Note on Household Formation and Growth Rates*. The main conclusions are set out in the following paragraphs. For the full Technical Note see Appendix 6.

8.8.2 Those seeking to provide evidence of high annual net household growth rates for Gypsies and Travellers have sometimes sought to rely on increases in the number of caravans, as reflected in the Caravan Counts. However, Caravan Count Data is unreliable and erratic – so the only proper way to project future population and household growth is through detailed demographic analysis.

8.8.3 The research undertaken by ORS has identified that in fact, the growth in the national Gypsy and Traveller population may be as low as 1.50% per annum – much less than the 3.00% per annum often assumed, but still greater than in the settled community. Even using extreme

and unrealistic assumptions, it is hard to find evidence that net Gypsy and Traveller population and household growth rates are above 2.00% per annum nationally.

- 8.8.4 The site and bricks and mortar interviews identified **1 new household** as a result of family growth over the first 5 years of the assessment – 1 teenager living on a private site and no pitch turnover.
- 8.8.5 Normally, the household growth rate used for an assessment of future needs is informed by local demographic evidence which is used to adjust the national growth rate of 1.50% up or down based on the proportion of those aged under 18 (by travelling status).
- 8.8.6 However, in Monmouthshire there were only 12 children identified aged under 18 and in these circumstances it is not appropriate to apply a percentage rate for new household formation but to take a more pragmatic approach on likely new household formation based on the age and gender of the children identified in the Assessment. This approach assumes that 50% of likely households to form will stay in the area. Previous evidence from other GTAA's that ORS have completed across England and Wales over the years have informed this approach.
- 8.8.7 This has identified new household formation of two for the period from 2025-2029 and new household formation of two for the period 2030-2033.

## 9.0 Overall Need for Monmouthshire:

- 9.0.1 After examining each element of the calculation for the need, the next stage of the assessment is to balance current and future need against supply to provide an overall need for Monmouthshire following the approach that is set out in the Welsh Government GTAA Guidance.
- 9.0.2 The Welsh Government Guidance requires two assessments of need – for the first 5 years of the plan period and for the full 13-year Replacement Local Development Plan period. Following this approach, the expected need in Monmouthshire for the first 5 years is for **nine (9) pitches**. The expected need for the remainder of the Replacement Local Development Plan period (years 6-13) is for **four (4) pitches**. This equates to **thirteen (13) pitches** for the 13-year Replacement Local Development Plan period. This will address the needs of all identifiable Gypsy and Traveller households from the expected growth in household numbers due to new household formation.
- 9.0.3 The table below sets out how this is calculated.

Table 3: Additional Pitches Needed in Monmouthshire from 2020-2033

Current Residential Supply	Number of Pitches	Notes
<b>A. Occupied Local Authority Pitches</b>	0	No public sites in Monmouthshire
<b>B. Occupied authorised private pitches/tolerated pitches</b>	3	3 occupied private pitches (Old Telephone Exchange (1) and Llangeview (2) Para 8.1.1)
<b>Total</b>	<b>3</b>	
Planned Residential Supply	Number of Pitches	Notes
<b>C. Vacant Local Authority pitches and available vacant pitches</b>	0	No public sites

<b>D. Pitches expected to become vacant in near future</b>	0	No public sites	
<b>E. New Local Authority and private pitches with planning permission</b>	6	6 unimplemented pitches on 2 private sites (Crick (1) and Llangeview (5) Para 8.1.2)	
<b>Total</b>	<b>6</b>		
<b>Current Residential Demand</b>	<b>Pitch Demand</b>	<b>Notes</b>	
<b>F. Unauthorised encampments</b>	0	No encampments	
<b>G. Unauthorised development</b>	5	5 unauthorised pitches on 2 private sites (Llancayo (4) and Llanvetherine (1) Para 8.3.2)	
<b>H. Overcrowded pitches/Unsuitable accommodation</b>	2	2 doubled-up adults - 1 on a private site (Old Telephone Exchange) and 1 on an unauthorised site (Llancayo). (Para 8.4.4)	
<b>I. Conventional housing</b>	2	1 household and 1 adult child in bricks and mortar <sup>6</sup> (Para 8.5.2)	
<b>J. New households to arrive</b>	5	Identified in-migration for 5 households <sup>7</sup> (Para 8.6.2)	
<b>Total</b>	<b>14</b>		
<b>Current Households</b>	<b>Future Households (at year 5)</b>	<b>Future Households (years 6 to 13)</b>	
<b>K. 17</b>	<b>18</b>	<b>22</b>	
<b>L. Additional household pitch need<sup>8</sup></b>	<b>1</b>	<b>4</b>	
<b>Unmet Need</b>	<b>Need Arising</b>	<b>Need Accommodated</b>	
<b>M. Current residential demand (Rows F to J)</b>	<b>14</b>		
<b>N. Future residential demand (year 5)</b>	<b>1</b>		
<b>O. Future residential demand (years 6 to 15)</b>	<b>4</b>		
<b>P. Planned residential supply (Row E)</b>		<b>6</b>	
<b>Q. Unmet need (5 year) (Rows M+N-P)</b>	<b>9</b>		
<b>R. Unmet need (Replacement Local Development Plan period) (Rows M+N+O-P)</b>	<b>13</b>		

## 10. Transit/Emergency Stopping Site Provision:

10.0.1 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. A transit site typically has a restriction on the length of stay of around 13 weeks and can have a range of facilities such as water supply, electricity and amenity blocks. An alternative to a transit site is an Emergency Stopping Place. These also have restrictions on the length of time for which a Traveller can stay on it but have more limited facilities with typically only a source of water and chemical toilets provided. Some Local Authorities also operate an accepted or negotiated stopping

<sup>6</sup> These households are seeking to move to one of the unimplemented pitches referred to in line E.

<sup>7</sup> These households are seeking to move 5 of the unimplemented pitches referred to in line E.

<sup>8</sup> 1 teenager in years 0-5 and new household formation of 4 in years 6-13.

policy where households are provided with access to lighting, drinking water, refuse collection and hiring of portable toilets at a cost to the Travellers.

- 10.0.2 The Criminal Justice and Public Order Act 1994 is particularly important with regard to the issue of Gypsy and Traveller transit site provision. Section 62A of the Act allows the Police to direct trespassers to remove themselves, their vehicles and their property from any land where a suitable pitch on a relevant caravan site is available within the same Local Authority area (or within the county in two-tier Local Authority areas). A suitable pitch on a relevant caravan site is one which is situated in the same Local Authority area as the land on which the trespass has occurred, and which is managed by a Local Authority, a Registered Provider or other person or body as specified by order by the Secretary of State. Case law has confirmed that a suitable pitch must be somewhere where the household can occupy their caravan. Bricks and mortar housing is not a suitable alternative to a pitch.
- 10.0.3 Therefore, transit arrangements provide a place for households in transit to an area and a mechanism for greater enforcement action against inappropriate unauthorised encampments.
- 10.0.4 Analysis of the frequency of unlawful stopping in paragraph 3.2.4 above, show instances of unauthorised caravans on two unauthorised sites. In addition, discussions with Officers from the Council have identified that there are a few instances of unauthorised encampments on land not owned by Travellers and these are from families passing through the county.
- 10.0.5 As such, the Assessment recommends that there is not a need for the Council to provide a permanent transit site in Monmouthshire. However, the Council should continue to monitor the number of unauthorised encampments and continue to use their current approaches when dealing with encampments. The Council could also consider the use of short-term toleration or Negotiated Stopping Arrangements to deal with short-term encampments.

## **11. Need for Travelling Showpeople Plots:**

- 11.0.1 One Household identified as Travelling Showpeople but declined to take part in the Assessment therefore there is no current or future need for a “plot” in Monmouthshire.

## **12. Conclusions:**

- 12.0.1 The key conclusions that came out of the assessment process can be summarised as follows:
- The assessment finds that there is an unmet need of nine pitches under the assessment period 2020 to 2025.
  - There is a further unmet need of four pitches over the remaining length of the Replacement Local Development Plan (2026 – 2033).
  - There is not a need for a permanent transit / stopping pitch.
  - The Council should consider the use of short-term toleration or negotiated stopping arrangements to deal with short-term encampments.

## **13. Next Steps:**

- 13.0.1 The Council seek to make provision for appropriate sites to meet identified unmet need by working proactively with the Gypsy and Traveller households to establish their preference for site provision, that is, private or public sites.

- 13.0.2 The findings of the GTAA process suggest there is an aspiration within much of the Gypsy Traveller community for private site provision in Monmouthshire. The Council will therefore work with and support Gypsy Traveller households to identify and develop viable private sites to address the identified unmet need in accordance with the LDP policy framework. To date, no candidate sites have been submitted by the Gypsy and Traveller community for pitches to be allocated in the Replacement LDP.
- 13.0.3 The identification and allocation of local authority Gypsy Traveller site(s) would need to be considered through the LDP review process, should the need for a public site become apparent because the Community's preference for private sites cannot be achieved.
- 13.0.4 The identified need for temporary stopping places will be considered on a regional basis as part of the emerging Strategic Development Plan (SDP) process.

*Housing (Wales) Act 2014 (anaw 7) 72***PART 3****GYPSIES AND TRAVELLERS***Meeting accommodation needs***101 Assessment of accommodation needs**

- (1) A local housing authority must, in each review period, carry out an assessment of the accommodation needs of Gypsies and Travellers residing in or resorting to its area.
- (2) In carrying out an assessment under subsection (1) a local housing authority must consult such persons as it considers appropriate.
- (3) In subsection (1), “review period” means—
  - (a) The period of 1 year beginning with the coming into force of this section, and
  - (b) Each subsequent period of 5 years.
- (4) The Welsh Ministers may amend subsection (3) (b) by order.

**102 Report following assessment**

- (1) After carrying out an assessment a local housing authority must prepare a report which—
  - (a) Details how the assessment was carried out;
  - (b) contains a summary of—
    - (i) the consultation it carried out in connection with the assessment, and
    - (ii) the responses (if any) it received to that consultation;
  - (c) details the accommodation needs identified by the assessment.
- (2) A local housing authority must submit the report to the Welsh Ministers for approval of the authority’s assessment.
- (3) The Welsh Ministers may—
  - (a) approve the assessment as submitted;
  - (b) approve the assessment with modifications;
  - (c) reject the assessment.
- (4) If the Welsh Ministers reject the assessment, the local housing authority must—
  - (a) revise and resubmit its assessment for approval by the Welsh Ministers under subsection (3), or
  - (b) conduct another assessment (in which case section 101(2) and this section apply again, as if the assessment were carried out under section 101(1)).
- (5) A local housing authority must publish an assessment approved by the Welsh Ministers under this section.

**103 Duty to meet assessed needs**

- (1) If a local housing authority’s approved assessment identifies needs within the authority’s area with respect to the provision of sites on which mobile homes may be stationed the authority must exercise its powers in section 56 of the Mobile Homes (Wales) Act 2013 (power of authorities to provide sites for mobile homes) so far as may be necessary to meet those needs.
- (2) But subsection (1) does not require a local housing authority to provide, in or in connection with sites for the stationing of mobile homes, working space and facilities for the carrying on of activities normally carried out by Gypsies and Travellers.
- (3) The reference in subsection (1) to an authority’s approved assessment is a reference to the authority’s most recent assessment of accommodation needs approved by the Welsh Ministers under section 102(3).

**104 Failure to comply with duty under section 103**

- (1) If the Welsh Ministers are satisfied that a local housing authority has failed to comply with the duty imposed by section 103 they may direct the authority to exercise its powers under section 56 of the Mobile Homes (Wales) Act 2013 so far as may be necessary to meet the needs identified in the authority’s approved assessment.
- (2) Before giving a direction the Welsh Ministers must consult the local housing authority to which the direction would relate.
- (3) A local housing authority must comply with a direction given to it.
- (4) A direction given under this section—



- (a) must be in writing;
- (b) may be varied or revoked by a subsequent direction;
- (c) is enforceable by mandatory order on application by, or on behalf of, the Welsh Ministers.

**105 Provision of information upon request**

- (1) A local housing authority must provide the Welsh Ministers with such information (and at such times) as they may require in connection with the exercise of their functions under this Part.
- (2) The Welsh Ministers may exercise their powers under this section generally or in relation to a particular case.

**106 Guidance**

- (1) In exercising its functions under this Part, a local housing authority must have regard to any guidance given by the Welsh Ministers.
- (2) The Welsh Ministers may—
  - (a) give guidance either generally or to specified descriptions of authorities;
  - (b) revise the guidance by giving further guidance under this section;
  - (c) withdraw the guidance by giving further guidance under this section or by notice.
- (3) The Welsh Ministers must publish any guidance or notice under this section.

**107 Duties in relation to housing strategies**

- (1) This section applies where a local housing authority is required under section 87 of the Local Government Act 2003 to have a strategy in respect of meeting the accommodation needs of Gypsies and Travellers residing in or resorting to its area.
- (2) The local housing authority must—
  - (a) have regard to any guidance given by the Welsh Ministers in preparing its strategy;
  - (b) take the strategy into account in exercising its functions (including functions exercisable other than as a local housing authority).

*General*

**108 Interpretation**

In this Part—

“accommodation needs” (*“anghenion llety”*) includes, but is not limited to, needs with respect to the provision of sites on which mobile homes may be stationed;

“Gypsies and Travellers” (*“Sipsiwn a Theithwyr”*) means—

- (a) persons of a nomadic habit of life, whatever their race or origin, including—
  - (i) persons who, on grounds only of their own or their family’s or dependant’s educational or health needs or old age, have ceased to travel temporarily or permanently, and
  - (ii) members of an organised group of travelling show people or circus people (whether or not travelling together as such), and
- (b) all other persons with a cultural tradition of nomadism or of living in a mobile home;

“mobile home” (*“cartref symudol”*) has the meaning given by section 60 of the Mobile Homes (Wales) Act 2013.

**109 Power to amend definition of Gypsies and Travellers**

- (1) The Welsh Ministers may by order amend the definition of Gypsies and Travellers in section 108 by—
  - (a) adding a description of persons;
  - (b) modifying a description of persons;
  - (c) removing a description of persons.
- (2) An order under this section may also make such amendments of the Mobile Homes (Wales) Act 2013 as the Welsh Ministers consider necessary or appropriate in consequence of a change to the definition mentioned in subsection (1).

**110 Consequential amendments**

Part 2 of Schedule 3 makes consequential amendments relating to this Part.



## Mobile Homes (Wales) Act 2013

### PART 5

#### POWERS OF LOCAL AUTHORITIES

##### 56 Power to provide sites for mobile homes

(1) A local authority may within its area provide sites where mobile homes may be brought, whether for holidays or other temporary purposes or for use as permanent residences, and may manage the sites or lease them to another person.

(2) A local authority has power to do anything appearing to it desirable in connection with the provision of such sites and the things which it has power to do include (but are not limited to)—

(a) acquiring land which is in use as a mobile home site or which has been laid out as a mobile home site,

(b) providing for the use of those occupying mobile home sites any services for their health or convenience, and

(c) providing, in or in connection with sites for the accommodation of Gypsies and Travellers, working space and facilities for the carrying on of activities normally carried on by them.

(3) In exercising its powers under this section a local authority must have regard to any standards specified by the Welsh Ministers under section 10.

(4) Before exercising the power under subsection (1) to provide a site the local authority must consult the fire and rescue authority—

(a) as to measures to be taken for preventing and detecting the outbreak of fire on the site, and

(b) as to the provision and maintenance of means of fighting fire on it.

(5) A local authority must make in respect of sites managed by it, and of any services or facilities provided or made available under this section, such reasonable charges as it may determine.

(6) A local authority may make available the services and facilities provided under this section for persons whether or not they normally reside in its area.

(7) A local authority may, where it appears to it that—

(a) a mobile home site or an additional mobile home site is needed in its area, or

(b) that land which is in use as a mobile home site should in the interests of the users of mobile homes be taken over by the local authority, acquire land, or any interest in land, compulsorily.

(8) The power conferred by subsection (7) is exercisable in any particular case only if the local authority is authorised by the Welsh Ministers to exercise it.

(9) The Acquisition of Land Act 1981 has effect in relation to the acquisition of land, or an interest in land, under subsection (7).

(10) A local authority does not have power under this section to provide mobile homes.

Questionnaire

**SECTION A – YOUR HOME**

**A1 Where do you live now?**

Local Authority (“Council”) residential site	
Council transit site	
Private site with planning permission	
Private site currently without planning permission	
Unauthorised encampment	
Bricks and Mortar – Socially Rented	
Bricks and Mortar – Privately Rented	
Bricks and Mortar – Owner Occupied	

**A2 Are you satisfied with your current accommodation?**

Yes	
No	
Prefer not to say	

If ‘no’ please explain what could be improved:

**A3 Can you tell me why you live here?**

Local connections (family or work)	
No alternative authorised pitch	
Can’t find a house to move into	
Health or age reasons	
Prefer houses to caravans	
Other:	

**A4 How long have you lived here?**

Less than 1 month	1–6 months	7 – 12 months	1 - 2 years	2-5 years	Over 5 years

**A5 If you have moved within the last year, was your last home in this Local Authority?**

**YES / NO**

Please give details below:

Type of accommodation	Did it have planning permission?	Which Local Authority was it in?	Why did you leave?

**A6 How long do you think you'll stay here?**

1 or 2 days	3 – 28 days	1 – 3 months	3 months – 2 years	2 – 5 years	Over 5 years	Do not intend to move	Don't know

**A7 Would you stay longer if changes or improvements were made to your current accommodation?**

*(Note: The Local Authority may not be able to make these improvements but understanding the problems with your accommodation may help)*

**YES**

**NO**

Reason	Tick
Repairs needed	
Site made bigger	
Accommodation made safer	
Planning permission granted	
Adaptations needed (please state below)	

Other:

Reason	Tick
Just passing through	
Want authorised pitch in other area	
Want to move into housing	
Relationships broken down	
Prefer living in caravan	

**SECTION B – YOUR FAMILY**

	Relationship to respondent (eg. Spouse, son/daughter etc)	Age	Gender	Romani / Irish Traveller / New Traveller / Showperson / Roma / Other (Self-ascribed)	Are there any reasons why you cannot continue to live in this accommodation? (give details)
Respondent					
Person 2					

Person 3					
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If not living in caravans proceed to B4.

**B2 If living in caravans, are there enough sleeping areas for all residents?**

**YES / NO**

**B3 Is there room on the pitch for additional trailers to prevent overcrowding?**

*(Note: guidance suggests that there should be 6 metre gap between trailers and 3 metre gap to boundaries to be safely accommodated on pitch)*

**YES / NO**

**If yes, how many additional sleeping areas can be added?**

**B4 Would anyone in your family like to join the Local Authority waiting list for pitches or housing?**

**YES / NO**

**Please provide address for application pack to be posted to below:**

*Please state if already on a waiting list and which.*

### SECTION C – YOUR PLANS

**C1 Are you planning to move into other accommodation?**

Yes	<i>Go to C2</i>	
No	<i>Go to D1</i>	
Prefer not to say	<i>Go to D1</i>	

**C2 Where are you planning to move to?**

Within the Local Authority	
Another Local Authority in Wales – please state which:	
Somewhere else in the UK	

**C3 Why are you planning to move?**

Need more space	
Need different facilities	
Local connection (family or work)	

Need to be closer to services – schools etc (Please give details below)	
Employment opportunities	
Other (Please specify below)	

Services:

Other:

--	--

**C4 What type of accommodation are you planning to move to?**

<b>1. Site</b>		<b>2. Bricks and Mortar</b>	
Council / Social rented		Owner / occupied	
Private site owned by self		Rent from Council / Housing Association	
Private site owned by other		Rent from private landlord	

**C5 Do you own land in the Local Authority, which you would like to be considered as a possible future site?**

*(Note: Interviewer to explain that there is no guarantee that the site will be allocated or developed but planning officers may contact respondent to discuss their situation and offer support)*

Yes	<b>Give details below</b>	
No	<b>Go to C6</b>	
Prefer not to say	<b>Go to C6</b>	

**If you like the Local Authority to discuss these plans with you, provide contact details below:**

--

		YES	NO
<b>C6</b>	<b>If you are looking for an authorised pitch, would you live on a site managed by the Local Authority if offered one?</b>		
<b>C7</b>	<b>If an authorised pitch was available in another Local Authority, would you consider moving there? If 'yes', which Local Authorities?</b>		

**SECTION D - FAMILY GROWTH**

**D1 Is anyone in your household likely to want to move to their own home in the next 5 years?**

Yes	<b>Go to D2</b>	
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No	<i>Go to D4</i>	
Don't know	<i>Go to D4</i>	
Prefer not to say	<i>Go to D4</i>	

**D2 Will this be in this Local Authority?**

Yes	<i>Go to D3</i>	
No	<i>Go to D4</i>	
Prefer not to say	<i>Go to D4</i>	

**D3 How many new households will there be and when will these be needed?**

	Type of accommodation (LA site; private site; B&M housing)	No. of people	Now	Within a year	1-2 years	2-5 years
Household 1						
Household 2						
Household 3						
Household 4						

**D4 Do you have family members living outside this area who camp in this Local Authority regularly?**

Yes	<i>Go to D5</i>	
No	<i>Go to E1</i>	
Don't know	<i>Go to E1</i>	
Prefer not to say	<i>Go to E1</i>	

**D5 If they would like to be interviewed about the need for pitches, provide their contact details and Local Authority where they currently live below:**

**SECTION E - TRANSIT SITES**

**E1 Have you camped by the roadside / on an unauthorised encampment / on a transit site in Wales while travelling in the past year?**

*(Prompt: this information is only to be used to understand if more transit sites are needed)*

Yes	<i>Go to E2</i>	
No	<i>Go to E4</i>	
Prefer not to say	<i>Go to E4</i>	



**E2 In which Local Authority areas have you camped?**

Prefer not to say	

**E3 How long would you usually stay in one place whilst travelling?**

1 – 2 days	3 days – 1 week	1 – 2 weeks	2 weeks – 1 month	1 – 3 months

**E4 Do you think there is a need for more transit sites in Wales?**

Yes	<b>Go to E5</b>	
No	<b>Questionnaire ends</b>	
Prefer not to say	<b>Questionnaire ends</b>	

**E5 Where are they needed?**

*(Probe for Local Authorities and specific locations)*

Prefer not to say	

**Questionnaire ends.**

**Local Development Plan, Policy H8, Gypsy, Traveller and Travelling Showpeople Sites****Policy H8 – Gypsy, Traveller and Travelling Showpeople Sites**

Where a need is identified for transit or permanent pitches/ plots for the accommodation needs of Gypsies, Travellers and Travelling Showpeople, they will be permitted provided they:

- a) Would enable the established need to be met at a location that is accessible to schools, shops and health care, by public transport, on foot or by cycle;
- b) Have a safe and convenient access to the highway network and will not cause traffic congestion or safety problems;
- c) Are of a suitable size to allow for the planned number of caravans, amenity blocks, a play area (for children on sites housing multiple families), the access road and include sufficient space for the parking and safe circulation of all vehicles associated with occupiers within the site curtilage;
- d) Do not occupy a prominent location and are consistent with LDP policies for protecting and enhancing character and distinctiveness of the landscape and environment. Where necessary the proposal will include mitigating measures to reduce the impact, and assimilate the proposal into its surroundings e.g. screening and landscaping;
- e) Avoid areas at high risk of flooding and proximity to uses with potential sources of pollution or emissions;
- f) Are of an appropriate scale to their location and do not have an unacceptable impact on the amenities of neighbouring land uses;
- g) Are served, or can be served, by adequate on-site services for water supply, power, drainage, sewage disposal and waste disposal (storage and collection), and for Travelling Showpeople that there is a level area for outdoor storage and maintenance of equipment.

Proposals for the use of land for emergency pitches<sup>1</sup> to meet proven need for use by gypsies and travellers will provide basic facilities, meet criteria b, d, e and f of this policy, and the location should be within reasonable travelling distance of a settlement with services and community facilities, including health and education.

## Definition of Key Terms and Concepts\*

\*Source - Welsh Government's 'Undertaking Gypsy and Traveller Accommodation Assessments' Guidance Booklet (May 2015)

**Residential site** - A permanent residential site can be privately owned or owned by the Local Authority. This site will be designated for use as a Gypsy and Traveller site indefinitely. Residents on these sites can expect to occupy their pitches for as long as they abide by the terms of their pitch agreements, under the Mobile Homes (Wales) Act 2013. Working space may also be provided on, or near, sites for activities carried out by community members.

**Temporary residential site** - These sites are residential sites which only have planning permission or a site licence for a limited period. Residents on these sites can expect to occupy their pitches for the duration of the planning permission or site licence (or as long as they abide by the terms of their pitch agreements, under the Mobile Homes (Wales) Act 2013 – whichever is sooner).

**Transit site** - Transit sites are permanent facilities designed for temporary use by occupiers. These sites must be designated as such and provide a route for Gypsies and Travellers to maintain a nomadic way of life. Individual occupiers are permitted to reside on the site for a maximum of 3 months at a time. Specific terms under the Mobile Homes (Wales) Act 2013 apply on these sites. Working space may also be provided on, or near, sites for activities carried out by community members.

**Temporary Stopping Place** - Also known as a 'stopping place', 'Atchin Tan', or 'green lane', amongst other names. These are intended to be short-term in nature to assist Local Authorities where a need for pitches is accepted, however, none are currently available. Pro-actively identified temporary stopping places can be used to relocate inappropriately located encampments, whilst alternative sites are progressed. Temporary stopping places must make provision for waste disposal, water supply and sanitation at a minimum.

**Residential pitch** - Land on a mobile home site where occupiers are entitled to station their mobile homes indefinitely (unless stated in their pitch agreement). Typically includes an amenity block, space for a static caravan and touring caravan and parking.

**Transit pitch** - Land on a mobile home site where occupiers are entitled to station their mobile homes for a maximum of 3 months. Transit pitches can exist on permanent residential sites, however, this is not recommended.

**Unauthorised encampment** - Land occupied without the permission of the owner or without the correct land use planning permission. Encampments may be tolerated by the Local Authority, whilst alternative sites are developed.

**Unauthorised development** - Land occupied by the owner without the necessary land use planning permission.

**Current residential supply** - The number of authorised pitches which are available and occupied within the Local Authority or partnership area. This includes pitches on Local Authority or private sites.

**Current residential demand** - Those with a need for authorised pitches for a range of reasons, including:

- An inability to secure an authorised pitch leading to occupation of unauthorised encampments;
- An inability to secure correct planning permission for an unauthorised development;
- Households living in overcrowded conditions and want a pitch;
- Households in conventional housing demonstrating cultural aversion;
- New households expected to arrive from elsewhere.
- Future residential demand - The expected level of new household formation which will generate additional demand within the 5 year period of the accommodation assessment and longer LDP period.

**Overall residential pitch need** - The ultimate calculation of unmet accommodation need, which must be identified through the Gypsy and Traveller accommodation assessment process. This figure can be found by adding the immediate residential need to the future residential demand. The overall residential need will capture the needs across the 5 year period within which the accommodation assessment is considered to be robust.

**Planned residential pitch supply** - The number of authorised pitches which are vacant and available to rent on Local Authority or private sites. It also includes pitches which will be vacated in the near future by households moving to conventional housing or in other circumstances. Additional pitches which are due to open or private sites likely to achieve planning permission shortly should be included as planned residential supply.

Household In this guidance this refers to individuals from the same family who live together on a single pitch / house / encampment.

**Concealed or 'doubled up' household** - This refers to households which are unable to achieve their own authorised accommodation and are instead living within authorised accommodation (houses or pitches) assigned to another household. This may include adult children who have been unable to move home or different households occupying a single pitch.

**Household growth** - In this guidance household growth is defined by the number of new households arising from households which are already accommodated in the area.



## Technical Note

# Gypsy and Traveller Household Formation and Growth Rates

June 2020

Opinion Research Services



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# Household Growth Rates

## Abstract and Conclusions

1. National and local household formation and growth rates are important components of Gypsy and Traveller accommodation assessments, but until 2013 little detailed work had been done to assess their likely scale. ORS undertook work in 2013 to assess the likely rate of demographic growth for the Gypsy and Traveller population and concluded that the figure could be as low 1.25% per annum, but that best available evidence supports a national net household growth rate of 1.50% per annum.
2. This analysis was produced as a separate document in 2013 and then updated in 2015 ([www.opinionresearch.co.uk/formation2015](http://www.opinionresearch.co.uk/formation2015)) in light of comments from academics, planning agents and local authorities. The 2015 document was complex because there was still serious dispute as to the level of demographic growth for Gypsies and Travellers in 2015. However, ORS now consider these disputes have largely been resolved at Planning Appeals and Local Plan Examinations, so we consider that much of the supporting evidence is now no longer required to be in the document.
3. This current document represents a shortened re-statement to our findings in 2015 to allow for easier comprehension of the issues involved. It contains no new research and if reader wishes to see further details of the supporting information, they should review the more detailed 2015 report.

## Introduction

<sup>4</sup> Compared with the general population, the relative youthfulness of many Gypsy and Traveller populations means that their birth rates are likely to generate higher-than-average population growth, and proportionately higher *gross* household formation rates. However, while their *gross* rate of household growth might be high, Gypsy and Traveller communities' future accommodation needs are, in practice, affected by any reduction in the number of households due to dissolution and/or by movements in/out of the area and/or by transfers into other forms of housing. Therefore, the *net* rate of household growth is the *gross* rate of formation *minus* any reductions in households due to such factors.

## Modelling Population and Household Growth Rates

<sup>5</sup> The basic equation for calculating the rate of Gypsy and Traveller population growth seems simple: start with the base population and then calculate the average increase/decrease by allowing for births, deaths, in-/outmigration and household dissolution. Nevertheless, deriving satisfactory estimates is difficult because the evidence is often tenuous – so, in this context in 2013, ORS modelled the growth of the national Gypsy and Traveller population based on the most likely birth and death rates, and by using PopGroup (the leading software for population and household forecasting). To do so, we supplemented the available national statistical sources with data derived from our own surveys.

## Migration Effects

<sup>6</sup> Population growth is affected by national net migration and local migration (as Gypsies and Travellers move from one area to another). In terms of national migration, the population of Gypsies and Travellers is relatively fixed, with little international migration. It is in principle possible for Irish Travellers (based in Ireland) to move to the UK, but there is no evidence of this happening to a significant extent and the vast majority of Irish Travellers were born in the UK or are long-term residents.

## Population Profile

<sup>7</sup> The main source for the rate of Gypsy and Traveller population growth is the UK 2011 Census. The ethnicity question in the 2011 Census included for the first time 'Gypsy and Irish Traveller' as a specific

category. While non-response bias probably means that the size of the population was underestimated, the age profile the Census provides is not necessarily distorted and matches the profile derived from ORS’s extensive household surveys.

Table 1 - Age Profile for the Gypsy and Traveller Community in England (Source: UK Census of Population 2011)

Age Group	Number of People	Cumulative Percentage
Age 0 to 4	5,725	10.4
Age 5 to 7	3,219	16.3
Age 8 to 9	2,006	19.9
Age 10 to 14	5,431	29.8
Age 15	1,089	31.8
Age 16 to 17	2,145	35.7
Age 18 to 19	1,750	38.9
Age 20 to 24	4,464	47.1
Age 25 to 29	4,189	54.7
Age 30 to 34	3,833	61.7
Age 35 to 39	3,779	68.5
Age 40 to 44	3,828	75.5
Age 45 to 49	3,547	82.0
Age 50 to 54	2,811	87.1
Age 55 to 59	2,074	90.9
Age 60 to 64	1,758	94.1
Age 65 to 69	1,215	96.3
Age 70 to 74	905	97.9
Age 75 to 79	594	99.0
Age 80 to 84	303	99.6
Age 85 and over	230	100.0

### Birth and Fertility Rates

8. The table above provides a way of understanding the rate of population growth through births. The table shows that surviving children aged 0-4 years comprise 10.4% of the Gypsy and Traveller population – which means that, on average, 2.1% of the total population was born each year (over the last 5 years). The same estimate is confirmed if we consider that those aged 0-14 comprise 29.8% of the Gypsy and Traveller population – which also means that almost exactly 2% of the population was born each year.
9. The total fertility rate (TFR) for the whole UK population is just below 2 – which means that on average each woman can be expected to have just less than two children who reach adulthood. We know of only one estimate of fertility rates of the UK Gypsy and Traveller community, in *‘Ethnic identity and inequalities in Britain: The dynamics of diversity’* by Dr Stephen Jivraj and Professor Ludi Simpson (published May 2015). The authors use the 2011 Census data to estimate the TFR for the Gypsy and Traveller community as 2.75.
10. ORS used our own multiple survey data to investigate the fertility rates of Gypsy and Traveller women. The ORS data shows that on average Gypsy and Traveller women aged 32 years have 2.5 children (but,

because the children of mothers above this age point tend to leave home progressively, full TFRs were not completed). On this basis it is reasonable to infer an average of 3 children per woman during her lifetime, which is broadly consistent with the estimate of 2.75 children per woman derived from the 2011 Census.

### Death Rates

11. Although the above data imply an annual growth rate through births of about 2%, the death rate has also to be taken into account. Whereas the average life expectancy across the whole population of the UK is currently just over 80 years, a Sheffield University study found that Gypsy and Traveller life expectancy is about 10-12 years less than average (Parry et al (2004) *'The Health Status of Gypsies and Travellers: Report of Department of Health Inequalities in Health Research Initiative'*, University of Sheffield).
12. Therefore, in our population growth modelling we used a conservative estimate of average life expectancy as 72 years – which is entirely consistent with the lower-than-average number of Gypsies and Travellers aged over 70 years in the 2011 Census (and also in ORS’s own survey data).

### Modelling Outputs

13. If we assume a TFR of 3 and an average life expectancy of 72 years for Gypsies and Travellers, then the modelling, undertaken in PopGroup, projects the population to increase by 66% over the next 40 years – implying a population compound growth rate of 1.25% per annum. If we assume that Gypsy and Traveller life expectancy increases to 77 years by 2050, then the projected population growth rate rises to nearly 1.50% per annum. To generate an ‘upper range’ rate of population growth, we assumed an implausible TFR of 4 and an average life expectancy rising to 77 over the next 40 years – which then yields an ‘upper range’ growth rate of 1.90% per annum.

### Household Growth

14. In addition to population growth influencing the number of households, the size of households also affects the number. Hence, population and household growth rates do not necessarily match directly, mainly due to the current tendency for people to live in smaller childless or single person households.
15. Because the Gypsy and Traveller population is relatively young and has many single parent households, a 1.25%-1.50% annual population growth could yield higher-than-average household growth rates, particularly if average household sizes fall or if younger-than-average households form. However, while there is evidence that Gypsy and Traveller households already form at an earlier age than in the general population, the scope for a more rapid rate of growth, through even earlier household formation, is limited.
16. Based on the 2011 Census, the table below compares the age of household representatives in English households with those in Gypsy and Traveller households – showing that the latter has many more household representatives aged under-25 years. In the general English population 3.60% of household representatives are aged 16-24, compared with 8.70% in the Gypsy and Traveller population. ORS’s survey data shows that about 10% of Gypsy and Traveller households have household representatives aged under-25 years.

Table 2 - Age of Head of Household (Source: UK Census of Population 2011)

Age of household representative	All households in England		Gypsy and Traveller households in England	
	Number of households	Percentage of households	Number of households	Percentage households
Age 24 and under	790,974	3.6%	1,698	8.7%



Age 25 to 34	3,158,258	14.3%	4,232	21.7%
Age 35 to 49	6,563,651	29.7%	6,899	35.5%
Age 50 to 64	5,828,761	26.4%	4,310	22.2%
Age 65 to 74	2,764,474	12.5%	1,473	7.6%
Age 75 to 84	2,097,807	9.5%	682	3.5%
Age 85 and over	859,443	3.9%	164	0.8%
<b>Total</b>	<b>22,063,368</b>	<b>100%</b>	<b>19,458</b>	<b>100%</b>

<sup>17</sup> The following table shows that the proportion of single person Gypsy and Traveller households is not dissimilar to the wider population of England; but there are more lone parents, fewer couples without children, and fewer households with non-dependent children amongst Gypsies and Travellers

**Table 3 - Household Type (Source: UK Census of Population 2011)**

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

<sup>18</sup> The key point, though, is that since 20% of Gypsy and Traveller households are lone parents with dependent children, and up to 30% are single persons, there is limited potential for further reductions in average household size to increase current household formation rates significantly – and there is no reason to think that earlier household formations or increasing divorce rates will in the medium term affect household formation rates. While there are differences with the general population, a 1.25%-

1.50% per annum Gypsy and Traveller population growth rate is likely to lead to a household growth rate of 1.25%-1.50% per annum

### Summary Conclusions

19. The best available evidence suggests that the net annual Gypsy and Traveller household growth rate is 1.50% per annum. Some local authorities might allow for a household growth rate of up to 2.50% per annum, to provide a 'margin' if their populations are relatively youthful; but in areas where on-site surveys indicate that there are fewer children in the Gypsy and Traveller population, lower estimates should be used.
20. The outcomes of this Technical Note can be used to provide an estimate of local new household formation rates by adjusting the upper national growth rate of 1.50% based on local demographic characteristics.
21. In addition, in certain circumstances where the numbers of households and children are higher or lower than national data has identified, or the population age structure is skewed by certain age groups, it may not be appropriate to apply a percentage rate for new household formation. In these cases, a judgement should be made on likely new household formation based on the age and gender of the children identified in local household interviews. This should be based on the assumption that 50% of households likely to form will stay in any given area and that 50% will pair up and move to another area, while still considering the impact of dissolution. This is based on evidence from over 140 GTAAAs that ORS have completed across England and Wales involving over 4,300 household interviews.