

Powys

Gypsy and Traveller Accommodation Assessment



Final Report
June 2016



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1. Executive Summary

Introduction and Methodology

- 1.1 The primary objective of the 2015 Gypsy and Traveller Accommodation Assessment (GTAA) is to provide a robust assessment of current and future need for Gypsy and Traveller accommodation in Powys. The GTAA provides a robust and credible evidence base which can be used to aid in the understanding of, and the provision of Traveller pitches and plots for the Local Plan period to 2026, and any subsequent review after the plan period, and a review of the Brecon Beacons National Park LDP following the end of the plan period in 2022.
- 1.2 The GTAA has sought to understand the accommodation needs of the Gypsy and Traveller population in Powys through a combination of desk-based research, stakeholder engagement and engagement with members of the Travelling Community. In addition a range of local stakeholders were invited to sit on a Project Steering Group. A total of 25 interviews were completed with Gypsies and Travellers living on authorised and unauthorised sites in Powys, representing a response rate of 100% of occupied households. In addition a total of 2 interviews were completed with Travellers living in bricks and mortar. No Travelling Showpeople yards were identified in Powys.
- 1.3 The baseline date for the study is **November 2015**.

Key Demographic Findings

- 1.4 Ethnicity data was captured from all of the households that were interviewed on the Gypsy and Traveller sites. The sites in Powys are occupied by a mixture of Romany Gypsies, Irish Travellers and Welsh Gypsies.
- 1.5 In total the site interviews covered 62 residents living on Gypsy and Traveller sites and in bricks and mortar. This was made up of 41 adults and 21 children and teenagers aged under 18. This equates to 66% adults and 34% children and teenagers. Demographic information showed a mixed range of ages across the sites, though a higher proportion of the site population were younger when compared to the overall population (the settled community and the Gypsy or Irish Traveller community) of Powys (2011 Census).

Additional Pitch Needs – Gypsies and Travellers

- 1.6 The Welsh Government Guidance requires 2 assessments of need – for the first 5 years of the GTAA period, and for the full Local Plan period (to 2026 in Powys). Based upon the evidence presented in this study the estimated additional pitch provision needed for Gypsies and Travellers in Powys for the first 5 years of the Local Plan period is for **5 additional pitches**, and need for the remainder of the Local Plan period is for a further **2 additional pitches**. This gives a total need for the whole Local Plan period for **7 additional pitches**. These figures should be seen as the projected amount of provision which is necessary to meet the statutory obligations towards identifiable needs of the population arising in the area. These figures include

movement from conventional housing, and new household formation – less identified supply for the first year.

- 1.7 However from a practical point of view it is important that the figures set out above are viewed in the context of previous assessments of need that have been completed in Powys and subsequent actions that have been taken to address need that has been identified.
- 1.8 The 2014 Powys GTAA Update recommended that the Council should investigate the feasibility of providing additional pitches to meet need that was identified in Machynlleth. This is reflected in the 2015 Deposit Draft LDP Policy H13 which includes the allocation of land for a permanent site in the Machynlleth area to meet the identified need. It has been confirmed by the Council that this is the same need that has been identified in this GTAA and that Welsh Government funding will be sought to provide a permanent site in the Machynlleth area.
- 1.9 The Brecon Beacons National Park LDP which was adopted in 2013 included provision for a new site in Brecon to meet need that had been identified in South Powys. Planning permission was granted for a new 14 pitch site in March 2012 on land adjacent to Brecon Enterprise Park and the Kings Meadow Site was developed and opened in 2014. A total of 14 pitches were granted planning permission and this included 4 pitches to meet the future need of households living on the site due to family growth and household formation – 1 of which was let early in 2016.
- 1.10 Also it is impractical to meet short-term need identified in Machynlleth through the available supply of unimplemented pitches in Brecon that were put in place to meet the medium to long-term needs of households living on that site.
- 1.11 A detailed breakdown which sets out the components that make up this additional need, together with any other issues that have been taken into consideration are included in **Chapter 6** of this report.

Transit Sites

- 1.12 The granting of planning permission for a temporary transit site to address historic numbers of unauthorised caravans at the Royal Welsh Show has had a significant impact of the number of unauthorised caravans recorded in Powys – falling from a peak of 79 in July 2008 to just 5 in July 2015 (when 3 non-Traveller caravans have been discounted).
- 1.13 The 2014 Powys GTAA recognised that there are occasional instances of unauthorised encampments in the Brecon area, but that these are normally Irish Travellers passing through for work purposes. There are other localised instances of Travellers temporarily visiting Powys to attend weddings or other events, but no further evidence of any long-term or permanent accommodation needs.
- 1.14 Whilst the outcomes from the household interviews showed that three quarters felt that there was a need for more transit provision in Wales, there were no specific references for the need for specific provision in Powys, with households seeking provision all over Wales.
- 1.15 As such it is recommended that **there is not a need for the Council to provide a transit site** in Powys due to the low numbers of unauthorised encampments. However the Council should continue to monitor the number of unauthorised encampments and consider the use of short-term toleration, negotiated stopping arrangements or temporary stopping places to deal with short-term transient stops. This management

based approach should also include consideration about whether to provide toilets, water and refuse facilities.

Travelling Showpeople

- ^{1.16} Given that there have been no Travelling Showpeople identified as living in Powys, no assessment of need has been undertaken. The Council should however monitor any future approaches for planning permission from Travelling Showpeople and have in place appropriate criteria-based development plan policies to deal with any future applications.

2. Background and Policy Context

The Study

- 2.1 Opinion Research Services (ORS) were appointed by Powys County Council (the Council) in July 2015 to complete an assessment of accommodation for Gypsies and Travellers residing and resorting in Powys for the Local Plan period to 2026.
- 2.2 The study provides an evidence base to enable the Council to comply with their requirements towards Gypsies and Travellers under Section 3 of the Housing (Wales) Act 2014.
- 2.3 The GTAA is a robust and credible evidence base which can be used to aid in the understanding of, and the provision of Traveller pitches and plots for the Local Plan period to 2026, and any subsequent review after the plan period, and a review of the Brecon Beacons National Park LDP following the end of the plan period in 2022.
- 2.4 We would note at the outset that the study covers the needs of Gypsies (including English, Scottish, Welsh and Romany Gypsies), Irish Travellers, New (Age) Travellers, and Travelling Showpeople, but for ease of reference we have referred to the study as a Gypsy and Traveller Accommodation Assessment (GTAA).
- 2.5 The baseline date for the study is **November 2015**.

Legislation and Guidance

Housing (Wales) Act 2014

- 2.6 Part 3 of the Housing (Wales) Act 2014 (the Act) requires that a local housing authority should carry out a new assessment of the accommodation needs of Gypsies and Travellers residing in or resorting to its area between February 2015 and February 2016.
- 2.7 Section 102 of the Act requires that local authorities must prepare a report which they must submit to Welsh Ministers for approval that:
 - » details how the assessment was carried out;
 - » contains a summary of:
 - the consultation it carried out in connection with the assessment, and
 - the responses (if any) it received to that consultation;
 - » details the accommodation needs identified by the assessment.
- 2.8 Once approved the local housing authority must publish the assessment.

- 2.9 If need is identified in the GTAA report, Section 103 of the Act requires that a local authority must exercise its powers in Section 56 of the Mobile Homes (Wales) Act 2013 so far as may be necessary to meet those needs.
- 2.10 Section 106 of the Act sets out that local authorities should have regard to any guidance given by Welsh Ministers. Guidance on Undertaking Gypsy and Traveller Accommodation Assessments was published in May 2015.
- 2.11 This guidance covers the following issues:
- » Why a specific GTAA is required?
 - » What should be produced?
 - » Who needs to be consulted?
 - » What data sources need to be reviewed?
 - » Understanding the culture of Gypsy and Traveller communities.
 - » How to identify and communicate with Gypsies and Travellers?
 - » How to design, manage and undertake a GTAA?
 - » Support with partnership working and working regionally.
 - » Exploring specialist surveys, techniques and questions to be used.
 - » How accommodation 'need' is assessed?
 - » Submitting reports to Welsh Ministers.
 - » How to make provision for identified need?
- 2.12 Section 108 of the Act sets out that:
- » **Accommodation needs** - includes, but is not limited to, needs with respect to the provision of sites on which mobile homes may be stationed;
 - » **Gypsies and Travellers** – means persons of a nomadic habit of life, whatever their race or origin, including 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 members of an organised group of travelling show people or circus people (whether or not travelling together as such), and all other persons with a cultural tradition of nomadism or of living in a mobile home;
 - » **Mobile home** - has the meaning given by section 60 of the Mobile Homes (Wales) Act 2013.

Mobile Homes (Wales) Act 2013

- 2.13 The GTAA Guidance sets out the requirement that local authorities have to meet a legal duty to exercise their functions to provide mobile home pitches to meet any identified needs. These are set out in Section 56 of the Mobile Homes (Wales) Act 2013.
- 2.14 In this Act "*mobile home*" means:

- » *Any structure designed or adapted for human habitation which is capable of being moved from one place to another (whether by being towed, or by being transported on a motor vehicle or trailer) and any motor vehicle designed or adapted for human habitation, but does not include any railway rolling stock which is for the time being on rails forming part of a railway system, or any tent.*
- » *A structure designed or adapted for human habitation which is composed of not more than 2 sections separately constructed and designed to be assembled on a site by means of bolts, clamps or other devices, and is, when assembled, physically capable of being moved by road from one place to another (whether by being towed, or by being transported on a motor vehicle or trailer).*

Planning Circulars 30/2007 and 78/91

- ^{2.15} In December 2007 Welsh Assembly Government guidance on Planning for Gypsy and Traveller Caravan Sites was published in the form Circular 30/2007. This document formed the previous framework around which a GTAA study was to be based, and provided updated guidance on the planning aspects of finding sustainable sites for Gypsies and Travellers and how local authorities and Gypsies and Travellers can work together to achieve this aim.
- ^{2.16} Planning advice relating to Travelling Showpeople was provided in Welsh Office Circular 78/91 and this was not revoked by Circular 30/2007. This recognises the more specific needs of Travelling Showpeople, and in particular the requirement to provide for storage and maintenance need, as well as residential need – often on a seasonal basis. It also sets out that local authorities should be willing to discuss the needs of Travelling Showpeople at an early stage of the development plan process and to seek to *help the Showpeople to help themselves*.

Welsh Government Designing Gypsy and Traveller Sites Guidance

- ^{2.17} In order to assist local authorities in meeting need for Gypsies and Travellers the Welsh Government published this guidance in May 2015. This is intended as a guide to assist Local Authorities in providing appropriate services at reasonable cost to the public purse for Gypsies and Travellers living on residential sites in Wales. It contains practical guidance to assist local authorities to ensure sites are fit-for-purpose. This guidance is not statutory. However, it is hoped that following this guidance will help local authorities and others in the development and improvement of Gypsy and Traveller sites in their area, and will form part of the consideration of the Welsh Government in assessing applications for Sites Capital Grant funding in relation to Gypsy and Traveller sites.

Local Plan Policies

Unitary Development Plan 2001-2016

- ^{2.18} The Unitary Development Plan (UDP) for Powys was adopted in March 2010. This included a specific criteria based policy HP20 in relation to Gypsy and Traveller Sites.

5.26 Gypsy Caravan Sites

5.26.1 The Criminal Justice and Public Order Act 1994, no longer places a statutory duty on Local Authorities to provide sites for Gypsies residing in or resorting to their area, but there are discretionary powers contained in the Caravan Sites Control of Development Act 1960 to provide such sites. The Council has a permanent site in Welshpool, which it considers to be more than adequate at the present time.

5.26.2 Applications for new Gypsy caravan sites must demonstrate the need for the accommodation, the type of site required, the historical connection with the area and the type of work to be undertaken. Additionally, applications should be accompanied by details of proposals for the storage of plant and equipment associated with the business activities of those living on the site. Proposals for the development of isolated small sites will not be permitted. Any permission given will be subject to detailed conditions or to the completion of a Section 106 Agreement to control the use of the site.

Policy HP20 - Gypsy Caravan Sites

Proposals for Gypsy sites or extensions to existing sites will only be permitted providing the following criteria are satisfied:

1. The proposal would meet the needs of persons meeting the definition of Gypsies set out in the Criminal Justice and Public Order Act 1994 who have regularly resided in or resorted to the area and there are no other sites available locally.
2. The proposal would not be visually intrusive in the landscape and incorporates screening provisions to enhance the landscaping of the site.
3. The proposal is well related to existing community, social, educational and other facilities.
4. Adequate provision is made for vehicular access, manoeuvring and parking and the proposal will not create or intensify a traffic hazard.
5. The proposal is in all other respects environmentally acceptable and would not adversely affect the amenities of neighbouring properties.
6. The proposed development should ensure that there are adequate storage facilities or space within the site for plant and equipment associated with any business activities.
7. Where new buildings are proposed, these will be permitted where they are required for essential purposes which cannot reasonably be accommodated through the re-use of other buildings within the vicinity.
8. Adequate services would be available and the development would not give rise to pollution.

Local Development Plan 2011-2026

^{2.19} The Local Development Plan (LDP) for Powys is currently at the Deposit Draft 2015: Deposit Draft stage. This includes a specific criteria based policy H13 in relation to Gypsy and Traveller Sites.

Policy H13 - Gypsy and Traveller Sites and Caravans

1. To meet a proven, unmet local need, proposals for permanent or temporary (transient or transit) Gypsy and Travellers sites and caravans will be permitted where:

- i. Located in a sustainable location with access to educational, community, social, health and other services and facilities.
- ii. Ancillary buildings must be for essential purposes which cannot reasonably be accommodated through the re-use of other existing buildings in the vicinity.

2. A permanent site is allocated in Machynlleth to meet an identified need.

4.6.39 Proposals for gypsy and traveller sites or accommodation will be supported where they meet the needs of persons defined as Gypsy and Travellers by the Housing (Wales) Act 2014.

4.6.40 Sites should be constructed in accordance with the standards set out for Gypsy and Traveller sites and should also satisfy the criteria of the Development Management Policies to ensure acceptable design, security, landscaping, and screening to limit any adverse visual impact.

4.6.41 The Gypsy and Traveller Accommodation Needs Assessment 2007 identified a need for 14 pitches in South Powys. A permanent site on the edge of Brecon, within the BBNP, was compulsorily purchased by the County Council and construction completed in 2014 to meet this need. There is also an existing permanent site in Welshpool. The 2007 Assessment was updated in 2015 and further assessments will be prepared in accordance with the requirements of the Housing (Wales) Act 2014. The updated Assessment 2015 led to the need being identified for a permanent site in Machynlleth and a site has been allocated as allocation P42 HA4 on the inset map to meet this need in accordance with statutory requirements.

Brecon Beacons National Park LDP (2007-22), Adopted 2013

^{2.20} In addition to the development plans that are in place, or are being prepared for Powys, there are also areas for which the Brecon Beacons National Park Authority has planning responsibility for. As such there are also specific Gypsy and Traveller policies in their LDP which was adopted in 2013.

6.4 Sites for Gypsy and Travellers

6.4.1 There are currently no permanent Gypsy and Traveller sites within the National Park. A need has been identified in South Powys for a permanent Gypsy and Traveller Site. The NPA has been working with Powys County Council under the auspices of the Gypsy and Traveller Working Group to identify a suitable site. A site has been identified adjacent to Brecon Enterprise Park and on 27th March 2012 planning permission was granted for the provision of 14 units and associated infrastructure. This site is allocated for a permanent Gypsy and Traveller Site under Policy 30. The extent of the site is shown on the Brecon Inset Map. Proposals for the site will be determined against Policy 31.

6.4.2 Policy 31 sets out the criteria against which Gypsy and Traveller caravan sites will be considered. This will apply to the allocated site, but also to future sites that may be proposed to meet a further need that arises over the LDP period.

6.4.3 It is the responsibility of the constituent Unitary Authorities to monitor provision of Gypsy and Traveller Sites and if a need arises for additional sites, or extensions to existing ones, the constituent Unitary Authority and the National Park Authority will work with the relevant bodies and organisations to provide suitable additional land and/or accommodation.

6.4.4 The NPA will use the Gypsy Traveller 'Draft Site Design Guidance', Welsh Assembly Government, May 2008 to help guide the application of the criteria set out in the Policy 31.

6.4.5 The potential for negative effects on Natura 2000 sites is unlikely but remains dependant on the scale and location of the site.

6.4.6 The NPA will support proposals which are located within or, as an exception to normal planning policies, adjacent to a defined settlement.

Policy 30 - Gypsy and Traveller Site

Land is allocated adjacent to Brecon Enterprise Park for the provision of a permanent Gypsy and Traveller Site. The allocation is shown on the Brecon Inset Map. Proposals for the site will be considered under Policy 31

Policy 31 - Sites for Gypsies and Travellers

Gypsy and Travellers' caravan sites will be permitted where:

- a) The proposed site will not adversely affect wildlife, habitats, landforms, archaeological and cultural features;
- b) The proposed development will not adversely affect the character, amenity and natural beauty of the National Park and shall be adequately screened. Any buildings required to facilitate the use (such as amenity buildings and site offices) shall be designed in appropriate local materials;
- c) The proposed site will be provided with a satisfactory level of services; and
- d) The proposed site will have an adequate means of access, and traffic to or from the site will not adversely affect highway safety.

Rural Exception Policies

^{2.21} Local authorities can also authorise private sites in rural areas under a rural exceptions policy. Planning for Gypsy and Traveller Caravan Sites notes that:

'If the Accommodation Needs Assessment shows that new sites are needed, in rural areas your council should think about having a 'Gypsy and Traveller caravan rural exception site' policy in the Local Development Plan. This type of policy allows new sites to be developed on land which is next to a village or town, but where new housing would not normally be allowed. Councils can use rural exceptions policies for affordable housing for people who already live in the area, or for people who have links with local families or jobs.'

^{2.22} There are no specific rural exception policies in the adopted Powys UDP and *Policy HP6 - Dwellings in the Open Countryside* states that unless the proposal is for a development in compliance with the affordable housing policies of this plan, proposals for dwellings in the open countryside will only be permitted for agricultural or forestry uses (as defined in section 336 of the town and country planning act 1990) or in association with a suitable rural enterprise.

^{2.23} In addition *Policy H5 - Affordable Housing Exception Sites* in the Deposit Draft LDP states that to meet a proven, unmet local need for affordable housing, the development of affordable housing only will be permitted as an exception in: 1. Towns and Large Villages – on sites which form a logical extension, and adjoin or are in close proximity to the development boundary. 2. Small Villages – on sites integrated within or forming a logical extension.

Definition of Key Terms

^{2.24} The 2015 GTAA Guidance contains common definitions that have been used in the Guidance and that will also be used in the GTAA Report. These are set out in the table below:

<p>Gypsies and Travellers</p>	<p>(a) Persons of a nomadic habit of life, whatever their race or origin, including:</p> <p>(1) 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</p> <p>(2) Members of an organized group of travelling show people or circus people (whether or not travelling together as such); and</p> <p>(b) All other persons with a cultural tradition of nomadism or of living in a mobile home.</p> <p>Source: Section 108, Housing (Wales) Act 2014</p>
<p>Residential site</p>	<p>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.</p> <p>Working space may also be provided on, or near, sites for activities carried out by community members.</p>
<p>Temporary residential site</p>	<p>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</p>

	agreements, under the Mobile Homes (Wales) Act 2013 – whichever is sooner).
Transit site	<p>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.</p> <p>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</p>
Temporary Stopping Place	<p>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.</p> <p>Temporary stopping places must make provision for waste disposal, water supply and sanitation at a minimum.</p>
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	<p>Land on a mobile home site where occupiers are entitled to station their mobile homes for a maximum of 3 months.</p> <p>Transit pitches can exist on permanent residential sites, however, this is not recommended.</p>

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	<p>Those with a need for authorised pitches for a range of reasons, including:</p> <p>An inability to secure an authorised pitch leading to occupation of unauthorised encampments;</p> <p>An inability to secure correct planning permission for an unauthorised development;</p> <p>Households living in overcrowded conditions and want a pitch;</p> <p>Households in conventional housing demonstrating cultural aversion;</p> <p>New households expected to arrive from elsewhere.</p>
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 on 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	<p>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.</p> <p>This may include adult children who have been unable to move home or different households occupying a single pitch.</p>
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.

3. Analysis of Existing Data

- 3.1 The purpose of this section of the GTAA is to set out current information relating to the Gypsy and Traveller population in Powys including previous assessments of need, socio-demographic data, caravan count data and the current provision of accommodation.

Current and Previous GTAAs

Powys GTAA Update 2014

- 3.2 The Council publicised a new GTAA in 2015 to update a previous assessment that was undertaken jointly between Shropshire, Herefordshire, Telford & Wrekin and Powys that was published in 2008.
- 3.3 The Council considered that this update was timely because it felt that the recommendations of the 2008 GTAA had been met. It was also considered necessary to reassess Gypsy and Traveller accommodation needs as part of the Councils Local Housing Market Assessment in order to provide an accurate and full picture of Gypsy and Traveller accommodation needs in Powys.
- 3.4 This study initially identified a need to provide 6 additional pitches to meet the needs of Gypsies and Travellers for the period 2011 – 2016. However the study also identified that the provision for 3 of these pitches was already being addressed so the net need was for 3 additional pitches.

Recommendation - Solution for Need Identified

The Council will prepare a strategy for the identified need to ensure the deliverability of sites. The Housing Act 2004 and new Housing Bill coming forward place a duty on local authorities to provide sites for Gypsies and Travellers where a clear need has been identified. Sites will still need planning permission in the normal way.

Welshpool - Need has been identified to accommodate 3 additional pitches. However, recently, two of the newly forming households have got engaged and left the site. It is considered that given the age profile of residents, through natural wastage and plot turnover rates that this need may be satisfied by the current provision. The Council will investigate the possibility of re-configuring the Welshpool site to accommodate 1 additional plot for the newly forming household when the need arises.

Newtown - The housed Gypsy family have moved to bricks & mortar accommodation in England at their own request. Therefore a need no longer exists.

Machynlleth - The Council will investigate feasibility options for providing a transient site to meet the need identified of 2 households. In seeking to identify a suitable site, the Council will liaise with the adjoining authorities of Ceredigion and Gwynedd.

Brecon - No future need has been identified in Brecon, however, the 4 additional un-serviced pitches provided on 'King's Meadow' will be used to accommodate future growth as it arises. There is also one family in Brecon who are currently tenants of the Kings Meadow site, but who want to develop their own site and who are being advised about the planning process.

Population Data – 2011 Census

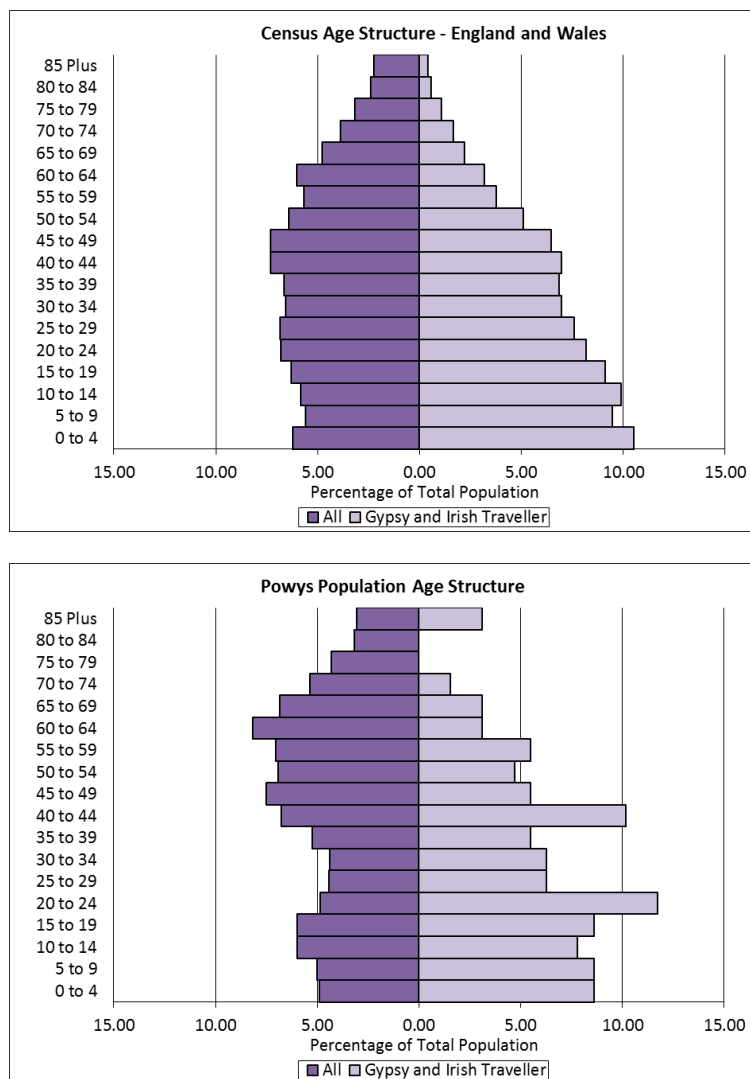
- 3.5 Analysis of 2011 Census data relating to the Gypsy and Traveller population identified a total of 52 households and 128 individuals who identified themselves as Gypsies or Irish Travellers living in Powys – representing less than 0.1% of the population as a whole. It is likely that this could be an under-estimate given the accepted lower than average levels of response to the Census from the members of the Gypsy and Traveller community.
- 3.6 Evidence to support this under-estimate can be found in an ONS Report that was published in January 2014 entitled *What does the 2011 Census tell us about the Characteristics of Gypsy or Irish Travellers in England and Wales?* This states that:

In the 2011 Census for England and Wales, 58,000 people chose to identify themselves as Gypsy or Irish Traveller. Estimates for the UK from other sources vary between 82,000 to 300,000. Variations in the definitions used for this ethnic group has made comparisons between estimates difficult. For example, some previous estimates for Gypsy or Irish Travellers have included Roma or have been derived from counts of caravans rather than people's own self-identity. Historical difficulties in collecting robust data, for example the group's concerns about official data collections/fear of discrimination have inhibited a true picture of Gypsy or Irish Travellers in England and Wales being gathered.

- 3.7 However, despite the suggested under-estimate of the population of Gypsies and Irish Travellers, data from the 2011 Census does identify some significant demographic differences when compared to the population as a whole. These are important in terms of explaining the higher rate of new household formation for Gypsy and Traveller households compared with the settled population. In summary the Census shows that nationally for England and Wales:
- » Just under half of Gypsy or Irish Traveller households had dependent children (45%), compared to 29% for England and Wales as a whole.
 - » The median age of Gypsies or Irish Travellers was 26 years compared to the national median of 39 years.
 - » Just 6% of the Gypsy or Irish Traveller population were aged 65 years and over compared to a national figure of 16%.
 - » Gypsies or Irish Travellers below 20 years of age accounted for 39% of the population compared to a national figure of 24%.
 - » Gypsies or Irish Travellers below 10 years of age accounted for 20% of the population compared to a national figure of 12%.
 - » Gypsies or Irish Travellers had the lowest proportion of people rating their health as good or very good at 70% compared to a national figure of 81%.

3.8 The charts below show the age structure for the whole population (All) and the Gypsy or Irish Traveller population in England and Wales, and in Powys. This shows that there is a higher proportion of Gypsy or Irish Traveller children and younger adults, and significantly lower proportions of those aged 50 and over. This is due to higher birth rates and lower life expectancy for the Gypsy and Traveller population.

Figure 1 - Comparison of Census Age Structure (2011 Census)



3.9 When household composition data from the 2011 Census is compared between the overall population for Powys and those who identified themselves as Gypsies or Irish Travellers there are further differences. Again this shows that there are significantly fewer Gypsy and Traveller households of those aged 65 and over, as well as showing a higher proportion of lone parent households.

Figure 2 - Comparison of Housing Composition in Powys (2011 Census)

Household Composition	All Households	Gypsy or Irish Traveller
One person household	31.5	44.2
Aged 65 and over	15.8	9.6
One family only	63.3	42.3
Ages 65 and over	11.0	1.9

Married or civil partnership	33.9	21.2
Cohabiting couple	9.4	5.8
Lone parent	9.0	13.5
Other household types	5.2	13.5

- 3.10 When accommodation type data from the 2011 Census is compared between the overall population for Powys and those who identified themselves as Gypsies or Irish Travellers there are also further differences. This shows a significantly lower proportion of Gypsies or Irish Travellers living in detached properties and a much higher proportion living in flats, maisonettes or apartments, or mobile/temporary accommodation (or on Traveller sites).

Figure 3 - Comparison of Accommodation Type in Powys (2011 Census)

Accommodation Type	All Households	Gypsy or Irish Traveller
Whole house or bungalow: Total	93.9	61.6
Whole house or bungalow: Detached	50.4	20.0
Whole house or bungalow: Semi-detached	25.7	21.6
Whole house or bungalow: Terraced (including end-terrace)	17.8	20.0
Flat, maisonette or apartment, or mobile/temporary accommodation	6.1	38.4

- 3.11 When tenure type data from the 2011 Census is compared between the overall population for Powys and those who identified themselves as Gypsies or Irish Travellers there are again differences. This shows a lower proportion of Gypsy or Irish Traveller households that are owned outright, or owned with a mortgage or through shared ownership – and a higher proportion of households that are socially rented, or privately rented.

Figure 4 - Comparison of Tenure Type in Powys (2011 Census)

Tenure	All Households	Gypsy or Irish Traveller
Owned or shared ownership: Total	69.0	59.6
Owned outright	43.9	36.5
Owned with a mortgage or loan or shared ownership	25.1	23.1
Social rented: Total	14.0	19.2
Rented from council (Local Authority)	9.2	9.6
Other social rented	4.8	9.6
Private rented or living rent free: Total	17.0	21.2
Private landlord or letting agency	12.9	19.2
Other private rented or living rent free	4.1	1.9

- 3.12 When economic activity status data from the 2011 Census is compared between the overall population for Powys and those who identified themselves as Gypsies or Irish Travellers there are further differences. This shows that a far lower proportion of Gypsy or Irish Traveller households that are economically active and in employment; that a higher proportion are economically inactive due to looking after home or family, long-term sickness; and a lower proportion are economically inactive due to retirement. Interestingly in Powys a lower proportion of Gypsies and Travellers are self-employed, but this could be explained by the rural nature of the Powys economy and prevalence of farming.

Figure 5 - Comparison of Economic Activity Status in Powys (2011 Census)

Economic Activity	All Households	Gypsy or Irish Traveller
Economically active: Total	61.6	44.1
In employment: Total	58.7	37.6
Employee: Total	41.3	25.8
Self-employed: Total	15.8	11.8
Unemployed: Total	2.9	6.5
Economically inactive: Total	38.4	55.9
Looking after home or family	2.8	18.3
Long-term sick or disabled	3.8	11.8
Retired	27.0	10.8

Caravan Count Data

- ^{3.13} Another source of published information on the Gypsy and Traveller population is the bi-annual Gypsy and Traveller Caravan Count which is conducted by each Local Authority in Wales on a specific date in January and July of each year, and reported to Welsh Government. This is a physical count of the number of *caravans* on both authorised and unauthorised sites across Wales.
- ^{3.14} As this count is of *caravans and not households*, it makes it very difficult to interpret and use for a study such as this because it does not count pitches, resident households or household demographics. The count is merely a ‘snapshot in time’ conducted by the Local Authority on a specific day, and therefore any unauthorised sites or encampments which occur on other dates are not recorded. Likewise any caravans that are away from sites on the day of the count will not be included. The count also does not seek to determine the ethnic status of the occupiers of caravans.
- ^{3.15} However the data captured in the Caravan Count does give an indication of the number of sites, and authorised and unauthorised caravans in each local authority, and can be useful in supporting the determination of any transit needs, and identifying year on year trends to support an assessment of need.
- ^{3.16} Figure 6 shows data for the number of authorised and unauthorised caravans that have been recorded in Powys for the 9 year period since 2006. This shows a gradual increase in the number of authorised caravans, and a gradual decrease in the number of unauthorised caravans. Peaks in the number of unauthorised caravans recorded in July 2008, 2009 and 2012 are as a result of large number of caravans at the Royal Welsh Show in Builth Wells. A temporary 2 week transit permission for 100 pitches was subsequently granted and this explains the peak in the number of authorised caravans recorded in July 2014 and July 2015, although it is evident from the data that this site has yet to reach its seasonal capacity with just 28 caravans in July 2014 and 37 in July 2015.
- ^{3.17} Figure 7 shows a breakdown of authorised caravans between public and private sites. This shows a gradual increase in the number of caravans on public sites – mainly due site expansions, the development of a new site in Brecon, and the temporary transit provision at the Royal Welsh Show. It also shows a small increase in the number of caravans on private sites between July 2010 and July 2011 due to a temporary planning permission being granted but this has now expired.

Figure 6 - Comparison of the Number of Caravans in Powys

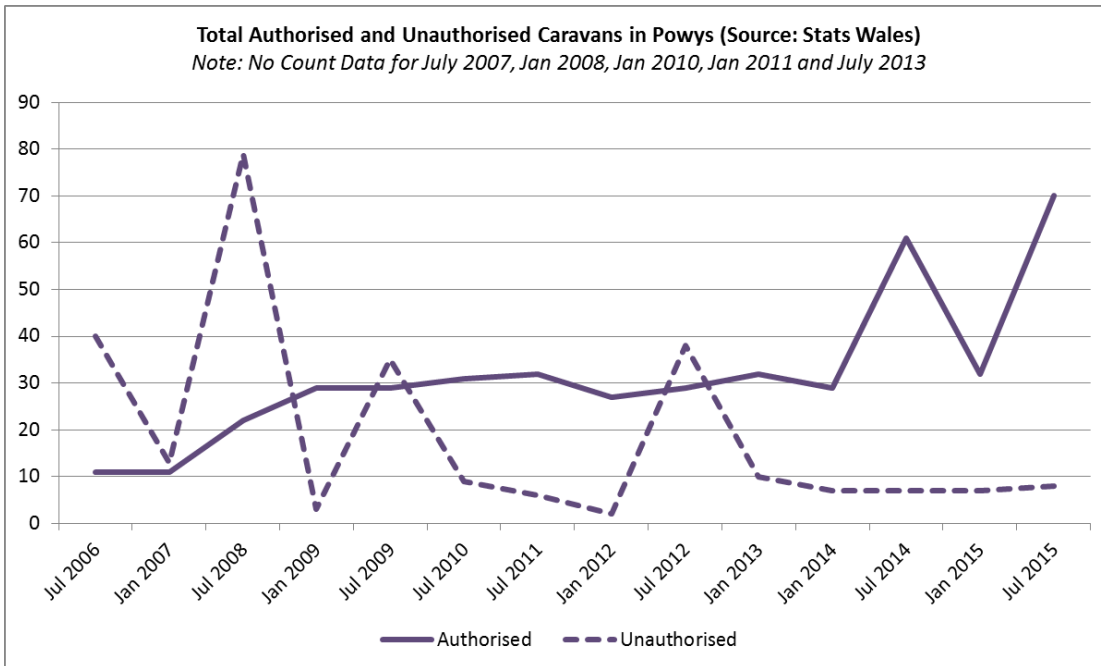
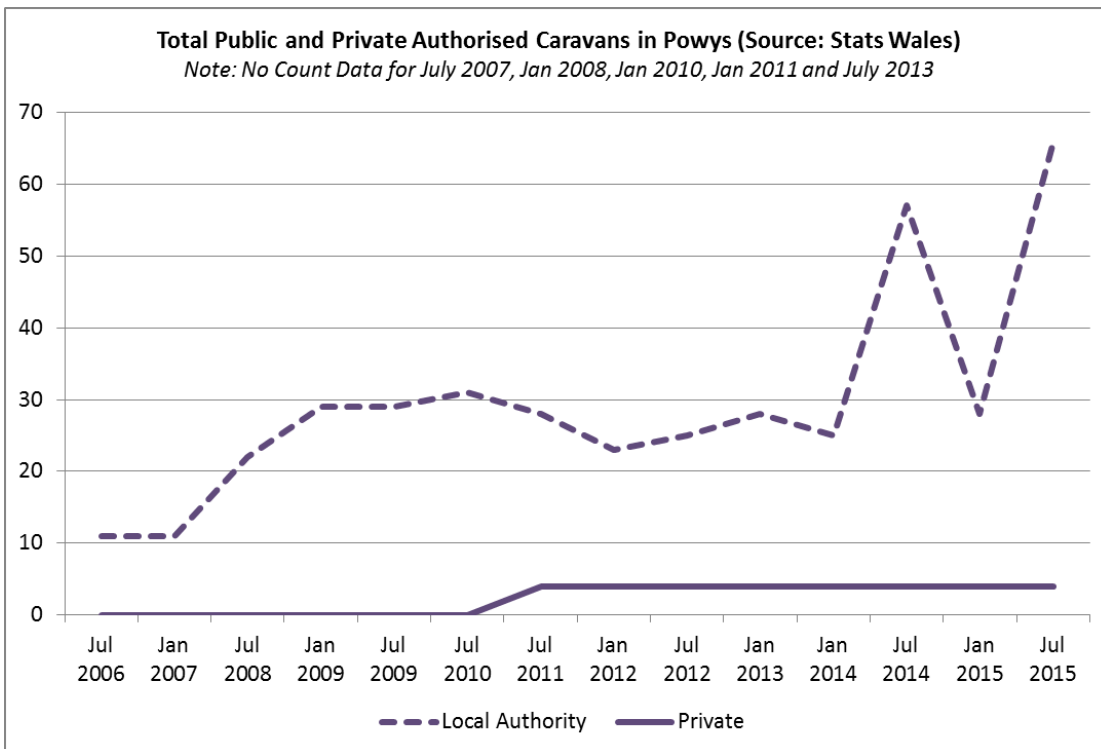


Figure 7 - Comparison of the Number of Authorised Caravans in Powys



Current Accommodation Provision

3.18 One of the main considerations of this study is provide evidence to support the provision of pitches and plots to meet the current and future accommodation needs of Gypsies and Travellers in Powys. A pitch is an area which is large enough for one household to occupy and typically contains enough space for one or two caravans, but can vary in size. A site is a collection of pitches which form a development exclusively for

Gypsies and Travellers. For Travelling Showpeople, the most common descriptions used are a plot for the space occupied by one household and a yard for a collection of plots which are typically exclusively occupied by Travelling Showpeople.

- 3.19 The public and private provision of mainstream housing is also largely mirrored when considering Gypsy and Traveller accommodation. One common form of a Gypsy and Traveller site is a publicly-provided residential site, which is provided by a Local Authority or by a Housing Association. Pitches on public sites can usually be obtained through signing up to a waiting list, and the costs of running the sites are met from the rent paid by the tenants (similar to social housing).
- 3.20 The alternatives to public residential sites are private residential sites and yards for Gypsies and Travellers. These result from individuals or families buying areas of land and then obtaining planning permission to live on them. Households can also rent pitches on some private sites that are run on a commercial basis. Therefore, these two forms of accommodation are the equivalent to private ownership and renting for those who live in bricks and mortar housing. Generally the majority of Travelling Showpeople yards are privately owned and managed.
- 3.21 The Gypsy and Traveller population also has other forms of sites due to its mobile nature. Transit sites tend to contain many of the same facilities as a residential site, except that there is a restricted period of residence which can vary from a period of weeks to a period of months. An alternative to a transit site is an emergency stopping place. This type of site also has restrictions on the length of time someone can stay on it, but has much more limited facilities. Another alternative is a Negotiated Stopping Agreement that allows Gypsy and Traveller families to set up short-term camps as long as they agree to certain conditions. These are designed to accommodate, for a temporary period, Gypsies and Travellers whilst they travel. A number of authorities also operate an accepted encampments policy where short-term stopovers are tolerated without enforcement action.
- 3.22 Further considerations for the Gypsy and Traveller population are unauthorised developments and encampments. Unauthorised developments occur on land which is owned by the Gypsies and Travellers or with the approval of the land owner, but for which they do not have planning permission to use for residential purposes. Unauthorised encampments occur on land which is not owned by the Gypsies and Travellers – for example layby's or car parks.

Sites and Yards in Powys

- 3.23 In Powys there are 2 public sites which whilst having planning permission for 24 pitches, only have a total of 20 operational pitches at the time of this study. The reason for this is that the new public site that was opened in Brecon in 2014 has 4 unimplemented pitches to meet the identified household growth needs of the residents living on the site, 1 of these pitches has recently been let but is not fully implemented. There is also a temporary public transit site for land close to the Royal Welsh Show in Builth Wells. This provides a total of 100 short-term pitches for a 2 week period in July up until 2018 and was put in place to address annual instances of unauthorised encampments by Gypsies and Travellers and the Royal Welsh Show – as can be seen in the Caravan Count data.
- 3.24 Whilst the Caravan Count data indicated that there were 2 private sites in Powys, analysis of planning records identified that one of these sites had been granted a 5 year temporary planning permission for the change of use of land to siting of a mobile home which had expired in 2014 – there was no reference on the Decision Notice to it being a Gypsy site, nor any conditions restricting occupation to Gypsies or Travellers.

Whilst a planning application was submitted for the other site it was then withdrawn. It was discussed with the Council whether these sites could be included as long-term tolerated or unauthorised sites, but following the site interviews it was identified that both sites were in fact not occupied by Gypsies or Travellers and are simply unauthorised caravans. As such they have not been included in the GTAA. Apart from the seasonal transit provision at Builth Wells there are no other pitches with planning permission in Powys.

- ^{3.25} There are also 3 pitches on 2 unauthorised sites. Whilst the Caravan Count also included a tolerated site on Hay Common, there is no evidence that it has ever been occupied by Gypsies or Travellers on a regular basis as it is a seasonal 'camping' site. As such it has not been included in the GTAA. In Addition the Caravan Count included an addition unauthorised pitch that was not tolerated for planning purposes. The household interview identified that it is not occupied by Travellers so it has also not been included in the GTAA.
- ^{3.26} Despite efforts to identify them, no Travelling Showpeople yards were found in Powys. This is consistent with findings from both the 2008 and 2014 GTAA's for Powys. There is no public or private transit provision. Further details can be found in Chapter 5 and **Appendix A**.

Figure 8 - Total amount of provision in Powys (November 2015)

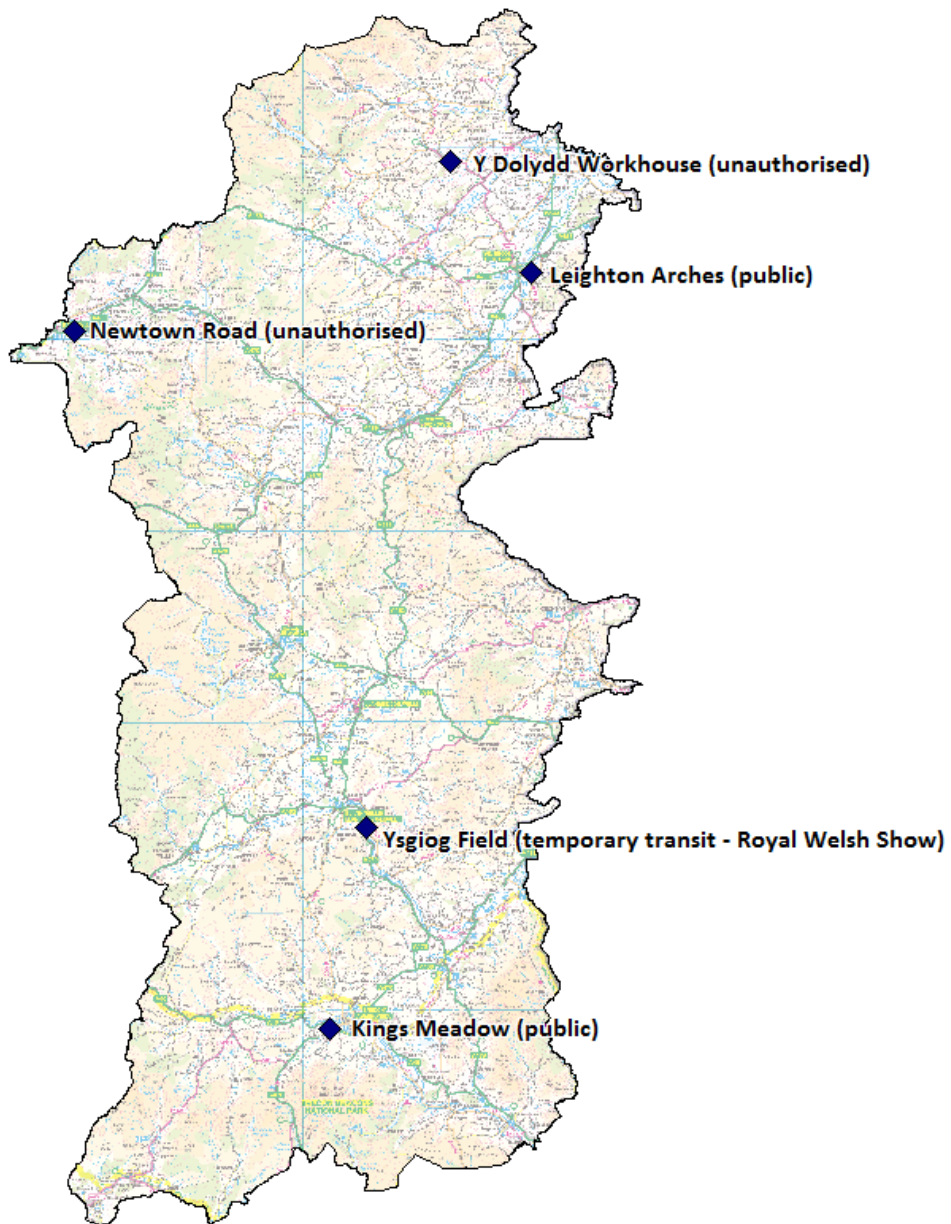
Category	Sites/Yards	Pitches/Plots
Private with permanent planning permission	0	0
Private sites with temporary planning permission	0	0
Public sites	2	24 ¹
Public transit provision	0	0
Private transit provision	0	0
Tolerated sites	0	0
Unauthorised sites	2	3
Authorised Travelling Showpeople yards	0	0
Tolerated Travelling Showpeople yards	0	0
Unauthorised Travelling Showpeople yards	0	0

Figure 9 - Sites and Yards in Powys (November 2015)

Site Name	Pitches/Plots	Status
Leighton Arches, Welshpool	10	Public
Kings Meadow, Brecon	14 ¹	Public
Newtown Road, Machynlleth	2	Unauthorised
Y Dolydd Workhouse, Llanfyllin	1	Unauthorised

¹ 4 pitches at Kings Meadow are currently unimplemented although 1 has been let

Map 1 - Indicative Location of Sites in Powys (November 2015)



4. Methodology

4.1 This section sets out the methodology that has been followed to deliver the outputs for this study. The Guidance issued under Section 106 of the Act sets out the requirements for the GTAA and the methodology and calculation of need that has been followed has sought to address these and allow for a full and robust GTAA to be completed. The study has been undertaken by Opinion Research Service and the approach taken covers the following core areas of work:

- » Setting up a Project Steering Group.
- » Identify and analyse existing data sources.
- » Publicise the accommodation assessment.
- » Conduct the accommodation assessment surveys.
- » Calculate the accommodation needs of Gypsies and Travellers.

4.2 The stages below provide a summary of the methodology that was used to complete this study.

Project Steering Group

4.3 The Welsh Government GTAA Guidance requires that a Project Steering Group be established to ensure that the study is informed by all available local knowledge and expertise. ORS worked closely with the Council to identify the most appropriate individuals and organisations to make up the Steering Group.

4.4 The individuals who attended meetings of the Steering Group in Powys were:

Figure 10 – Powys GTAA Steering Group Membership

Name	Organisation	Role
Mark Davies	Powys Council	Affordable Housing Officer
Peter Morris	Powys Council	Planning Policy Officer
Claire Evans	Powys Council	Housing Officer – Leighton Arches
Liz Davies	Powys Council	Housing Officer – Kings Meadow
Imtiaz Bhatti	Powys Council	Education Officer
Bryn Hall	Unity Project	
Mr Price and Family	Traveller Representative	
Mel Jones	The Gwalia	Engagement Strategy Officer
Michael Smith	Carmarthenshire Council	Community Cohesion Coordinator
Rachel Davies	Carmarthenshire Council	Quality Homes Officer
Darren White	Powys Council	Housing Officer - Machynlleth
Steve Jarman	Opinion Research Services	

4.5 As set out in the GTAA Guidance the key responsibilities of the Steering Group were to agree on the aims and objectives of the study; promote the benefits of the study to members of the Travelling Community; help identify households living in bricks and mortar and on unauthorised sites and encampments; provide

expert stakeholder input into the identification of local need; provide feedback on the emerging outputs from the study; and to share and promote the final outcomes to members of the Travelling Community. Due to geographic difficulties it was only possible to hold one Steering Group meetings in 2015.

- 4.6 The first meeting at the start of the study was held in Powys County Hall in Llandrindod Wells on Monday 19th October. At this meeting the aims and objectives of the study were agreed; the methodology was discussed; the approach to publicity was agreed; and key issues relating to a number of Gypsy and Traveller sites were discussed.
- 4.7 In addition to the Steering Group meetings conversations were held with a number of Steering Group members, and other Council Officers to gain views and information to support the wider assessment of need. These included Planning Officers, Site Managers, Education Officers, Enforcement Officers and Housing Officers. Contact was also made with representatives from the Showman's Guild and the Association of Independent Showpeople.
- 4.8 A request to complete a short questionnaire was also sent to 73 County Councillors in Powys, and a total of 20 valid responses were received.
- 4.9 As well as obtaining information from the neighbouring authorities of Carmarthenshire through representation on the Steering Group, engagement was also successful with Pembrokeshire (through the Unity Project) and Ceredigion through the Carmarthenshire Steering Group. Information was also obtained from Conwy, Denbighshire, Bridgend and the Vale of Glamorgan in relation to travelling patterns and movement of unauthorised encampments. Additional information was gathered through discussions with Gypsies and Travellers Wales.

Identify and Analyse Existing Data

- 4.10 A desk-based review was undertaken to collate and analyse a range of secondary data and other local intelligence that has been used to identify and support the assessment of current and future accommodation need including:
- » Planning records.
 - » Census data.
 - » Site records and waiting lists.
 - » Caravan counts.
 - » Records of unauthorised sites/encampments.
 - » Information on planning applications/appeals.
 - » Information on enforcement actions.
 - » Existing GTAA's and other relevant local studies.
 - » Existing national and local policy, guidance and best practice.

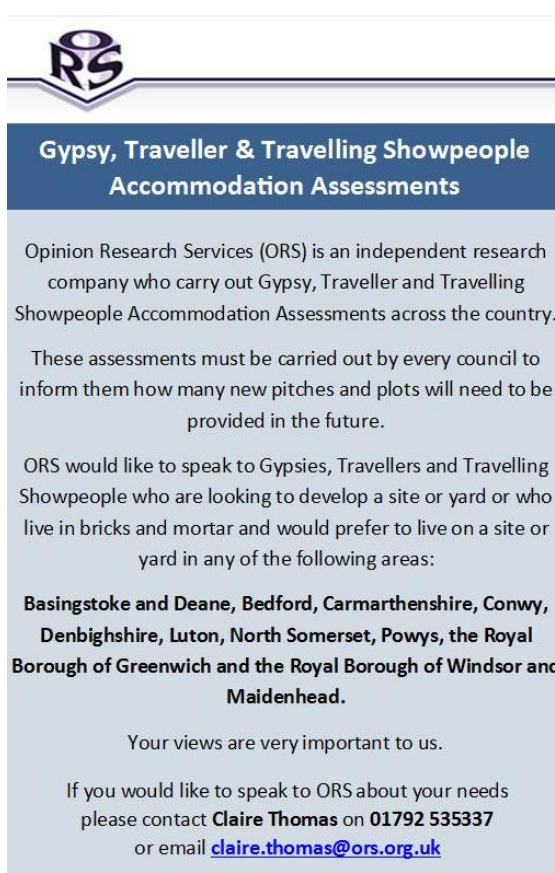
Publicise the Accommodation Assessment

- 4.11 In order to get buy-in from members of the Travelling Community to ensure that they were able and willing to participate in the site and household interviews and provide accurate information, it was important that

effective publicity and pre-notification was put in place. This was also very important in terms of identifying households living in bricks and mortar accommodation to interview as part of the study.

- 4.12 The approach to publicity was discussed with members of the Steering Group prior to the fieldwork commencing. Due to the geographic nature of Powys a number of approaches were discussed. Firstly it was agreed that site managers would communicate the study to households on the 2 public sites. It was also agreed that word-of-mouth communication between members of the Steering Group and colleagues would be an appropriate means of communication to seek to identify households living in bricks and mortar who are receiving services or support from the Council.
- 4.13 In addition to an advert that was placed in the Travellers Times and in World's Fair by Welsh Government, an additional advert was placed on the Travellers Times website by ORS (see below).

Figure 11 – ORS Travellers Times Advert



ORS

**Gypsy, Traveller & Travelling Showpeople
Accommodation Assessments**

Opinion Research Services (ORS) is an independent research company who carry out Gypsy, Traveller and Travelling Showpeople Accommodation Assessments across the country.

These assessments must be carried out by every council to inform them how many new pitches and plots will need to be provided in the future.

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

Basingstoke and Deane, Bedford, Carmarthenshire, Conwy, Denbighshire, Luton, North Somerset, Powys, the Royal Borough of Greenwich and the Royal Borough of Windsor and Maidenhead.

Your views are very important to us.

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

Conducting the Accommodation Assessment Surveys

Site Interviews

- 4.14 Through the desk-based research and information from the Steering Group, ORS sought to identify all authorised and unauthorised sites, yards and encampments in Powys, and sought to undertake a full demographic study of the residents on all pitches and plots – as required by the Welsh Government Guidance.

- 4.15 Following agreed publicity and pre-notification activities, all pitches and plots were visited by ORS researchers (who were carrying a letter of authorisation from the Council). They conducted interviews with residents using the questions set out in the GTAA Guidance.
- 4.16 As required by the GTAA Guidance where it was not possible to undertake an interview, the interviewers recorded this on the questionnaire and returned on up to 2 further occasions.

Bricks and Mortar Interviews

- 4.17 ORS worked closely with the Council to ensure that all opportunities were utilised to identify households living in bricks and mortar to participate in the GTAA as this is a common issue raised at Local Plan examinations and planning appeals. Contacts were identified through sources including speaking with members of the Steering Group, speaking with people on existing sites, adverts on social media and in local and national print media including World's Fair and Travellers Times. This included discussions with Housing and Education Officers from the Council and scrutiny of their service user records. Interviews were attempted with all contacts that are identified using the questions in the GTAA Guidance – either face-to-face or by telephone.

Calculate the Accommodation Needs of Gypsies, Travellers and Travelling Showpeople

- 4.18 The Welsh Government GTAA Guidance requires an assessment for current and future pitch requirements and sets out a detailed methodology for completing this. This differs from the approach usually followed by ORS but has been followed for the purpose of this GTAA. As with any housing assessment, the underlying calculation is comprised of a relatively small number of factors. In this case, the key issue for residential pitches is to compare the supply of pitches available for occupation with the current and future demand of the population. This information to feed into the assessment of need has been obtained from a combination of the desk-based research and the outcomes of the site and household interviews, together with additional information from members of the Steering Group and other local stakeholders. The key factors in each of these elements are set out below.

Current Residential Supply

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

Current Residential Demand

- 4.19 Total current residential demand is made up of the following components. It was important to make full use of the desk-based research and intelligence from members of the Steering Group to address issues of double counting (for example bricks and mortar households who are also the waiting list for pitches):

- » Households on unauthorised encampments.
- » Households on unauthorised developments.
- » Concealed /over-crowded/doubled-up households².
- » Conventional housing – movement from bricks and mortar³.
- » New households to arrive from waiting lists/in-migration.

Future Demand

- 4.20 Total future demand is a result of the formation of new households during the study period. ORS has undertaken extensive research into the population and household growth of the Gypsy and Traveller community in England and Wales. This was used to inform this element of the Welsh Government GTAA Guidance (see Paragraphs 203-209). Our research advocated a net compound household formation rate based on local evidence, as opposed to the 'accepted' growth rate of 3.00%.
- 4.21 In addition information from the site 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 supply that has been identified during the first 5 years of the study).
- 4.22 The net compound household formation rate that is used for years 6-10 of the study has been based on demographic evidence from the site interviews. The base for this calculation will be the figure arrived at for the first 5 years of the study which includes all current authorised households, all households identified as current demand, including those on waiting lists not currently living on a pitch or plot, and new household formation identified from the site interviews. The research that ORS have conducted provides evidence to support the use of a formation rate as low as 1.50% for GTAA studies. Evidence to support the selected formation rate will be included in Chapter 6.

Final Outcomes

- 4.23 All of the components of supply and demand are presented in an easy to understand table as set out in the GTAA Guidance in Table 3. A separate table will be prepared for the current and future needs of Gypsies and Travellers, and Travelling Showpeople as their needs should be considered independently as their circumstances are different from that of the wider travelling community.

Transit Provision

- 4.24 The GTAA also includes an assessment of the need for any transit sites or emergency stopping places to meet the needs of members of the Travelling Community who either travel permanently or for part of the year. In order to investigate the potential need for transit provision when undertaking the GTAA, ORS have undertaken analysis of records of unauthorised sites and encampments that were identified during the desk-based research, and sought to conduct interviews with Gypsies and Travellers on any sites that are present during the course of the study to identify whether their needs are for transit accommodation or

² Following the guidance set out in Paragraphs 195-201 of the GTAA Guidance

³ Following the guidance set out in Paragraphs 172-183 of the GTAA Guidance

the desire to settle down more permanently in any given locality. Data from the Traveller Caravan Count has also been considered as supporting evidence.

Compliance with Engagement Checklist

^{4.25} The table below shows that this GTAA has been compliant with all of points set out in the Engagement Checklist in the Welsh Government GTAA Guidance.

Figure 12 – Engagement Checklist

	Task	Completed
1	<p>Visit every Gypsy, Traveller and Travelling Showperson household identified through the data analysis process up to 3 times, if necessary.</p> <p><i>It was possible to interview all households residents at the first visit.</i></p>	✓
2	<p>Publish details of the GTAA process, including contact details to allow community members to request an interview, on the local authority website, Travellers Times website and the World's Fair publication. In addition adverts were placed by Welsh Government.</p> <p><i>Whilst details of the GTAA were published in Travellers Times and World's Fair members of the Steering Group felt that face-to-face and word of mouth publicity would be more appropriate for the Travelling Community in Powys than using the Council's website.</i></p>	✓
3	<p>Consult relevant community support organisations, such as those in Annex 1.</p> <p><i>Staff from Unity were members of the Steering Group and discussions were also held with staff from Gypsies and Travellers Wales, the Showman's Guild and the Association of Independent Showpeople.</i></p>	✓
4	<p>Develop a Local Authority waiting list for both pitches and housing, which is accessible and communicated to community members.</p> <p><i>There has always been a waiting list for Kings Meadow and there is now also a waiting list for Leighton Arches. There were no households on the waiting list at the time the GTAA was completed. Housing Officers at the Council have contacted all existing residents at both sites to inform them that there is now an active waiting list for both public sites.</i></p>	✓
5	<p>Endeavour to include Gypsies and Travellers on the GTAA Project Steering Group.</p> <p><i>A total of 3 members from the Travelling Community attended meetings of the Steering Group.</i></p>	✓
6	<p>Ensure contact details provided to the local authority by community members through the survey process are followed up and needs assessed.</p> <p><i>All contacts provided to and by the local authority were followed up with a</i></p>	✓

	<i>combination of interviews and face-to-face meetings with members of the Travelling Community.</i>	
7	<p>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.</p> <p><i>The Council's Site Manager sought to engage on a one-to-one basis with all households living on public sites to explain the purpose of the GTAA and to encourage them to participate and also to pass on information to friends and family. More general information sessions were not held due to geographical difficulties.</i></p>	✓

5. Survey Findings

Background

- 5.1 The desk-based research, additional information from members of the Steering Group, and initial site interviews identified a total of 4 Gypsy and Traveller sites and no Travelling Showpeople yards in Powys.

Figure 13 - Sites in Powys (November 2015)

Site Name	Pitches	Status
Leighton Arches, Welshpool	10	Public
Kings Meadow, Brecon	14	Public
Newtown Road, Machynlleth	2	Unauthorised
Y Dolydd Workhouse, Llanfyllin	1	Unauthorised

- 5.2 Interviews were attempted on the sites and yards during October 2015 and a total of 25 successful interviews were completed across all 4 of the sites. This represented an overall response rate of 100% of occupied pitches (there were 3 unimplemented pitches at Kings Meadow). In addition a total of 2 face-to-face interviews were conducted with households living in bricks and mortar during October 2015. No other contacts in bricks and mortar were identified despite the efforts from members of the steering group and the publicity.

Figure 14 – Interviews completed in Powys (November 2015)

Site/Yard Name	Pitches	Interviews	Refusals
Leighton Arches, Welshpool	10	10	0
Kings Meadow, Brecon	14	12 ⁴	0
Newtown Road, Machynlleth	2	2	0
Y Dolydd Workhouse, Llanfyllin	1	1	0
Bricks and Mortar – Travellers	-	2	-

Interview Log

- 5.3 A copy of the Interview Log can be found in **Appendix B**.

Overview and Demographics of Residents

- 5.4 Information collected on the type of accommodation lived in by those who were interviewed shows that the vast majority of Gypsies and Travellers who were interviewed in Powys live on public sites, with the remainder living on small unauthorised sites or in bricks and mortar.

⁴ 2 interviews were completed on one of the pitches due to 2 unrelated single occupants

Figure 15 – Accommodation Type as % of Total Household Interviews Completed (November 2015)

Accommodation Type – G&T	Number	%
Local authority sites	23	82.2
Private sites	0	0.0
Tolerated sites	0	0.0
Bricks and mortar - owner occupied	0	0.0
Bricks and mortar - private rented	0	0.0
Bricks and mortar - socially rented	2	7.1
Unauthorised sites	3	10.7
Total	28	100.0

- 5.5 Ethnicity data was captured from all of the households that were interviewed on the Gypsy and Traveller sites and for those living in bricks and mortar. The sites in Powys are occupied by a mixture of Irish Travellers, Romany Gypsies and Welsh Gypsies. Romany Gypsies made up the highest number and proportion of those interviewed living on sites in Powys.

Figure 16– Ethnicity of Household Members as % of Total Residents Interviewed (November 2015)

Ethnicity - Sites	Number	%
Irish Traveller	21	33.9
Welsh Gypsy	5	8.1
Romany Gypsy	36	58.0
Refused	0	0.0
Total	62	100.0

- 5.6 In total the site interviews covered 62 residents living on Gypsy and Traveller sites and living in bricks and mortar. This was made up of 41 adults and 21 children and teenagers aged under 18. This equates to 66% adults and 34% children and teenagers. Although not a direct comparison, data from the Census for Powys as a whole (the settled community and the Gypsy or Irish Traveller community) and for Gypsies or Irish Travellers has been compared to the site population. This shows a higher proportion of those aged under 18 in the Gypsy and Traveller population when compared to that of the Powys population as a whole. This is important when determining the new household growth rate that will be applied to the population when longer-term need is determined.

Figure 17 – Age and Gender of Household Members as % of Total Residents Interviewed (November 2015)

Age and Gender - Sites	Number	%
Male	36	58.1
Female	26	41.9
Under 18	21	33.9
18 and Over	41	66.1

Interview Summary

Public Sites

Leighton Arches, Welshpool

- 5.7 Staff from ORS visited the public site at Leighton Arches in October 2015. The site has planning consent for 10 pitches and all were occupied at the time of the study. Interviews were completed with residents on all 10 pitches. The site was occupied by Irish Travellers and the residents comprised 16 adults and 5 children or teenagers (aged under 18). There were no concealed or doubled-up households identified and all but 1 of the households stated that they have enough sleeping areas on their pitches. Only one of the households identified anyone currently living on their pitch who is likely to want to move to their own home in the next 5 years, with 1 household member in need in 1-2 years and another in 2-5 years. These family members have asked to be added to the waiting list for the site.
- 5.8 All of the residents are satisfied with the site and all live there as a result of local connections through family or work. None gave any reasons why they cannot continue to live on the site. Most have lived on the site for over 5 years and none intend to move from the site. There were a small number of improvements that were suggested including a reduction to the speed limit for the road outside the site and action to deal with rats on the site.
- 5.9 None of the households have camped by the roadside, on an unauthorised encampment or on a transit site in the past year, but the majority did feel that there is a need for additional transit provision across Wales in general.

Kings Meadow, Brecon

- 5.10 Staff from ORS visited the public site at Kings Meadow in October 2015. Whilst the site has planning consent for 14 pitches, only 10 are currently fully operational, with 1 let on the basis of there being no dayroom and the remaining 3 to be made operational to meet the short to medium-terms needs of the households living on the site. A total of 11 pitches were occupied at the time of the study. Interviews were completed with residents on all occupied pitches, with 2 interviews completed on 1 of the pitches that is occupied by 2 unrelated adults. The site was occupied by Romany Gypsies and occupants comprised 15 adults and 9 children or teenagers (aged under 18). There was 1 concealed or doubled-up household identified and the majority of the households stated that they have enough sleeping areas on their pitches. The households that did not have enough sleeping areas have requested that family members be added to the waiting list for the site. Only 1 of the households identified anyone currently living on their pitch who is likely to want to move to their own home in the next 5 years, and that this should be on the existing site.
- 5.11 The majority of residents are not satisfied with the site and gave a number of similar reasons for their dissatisfaction:
- » The site is not yet finished.
 - » Problems with the drains.
 - » Some pitches do not have day rooms, and others are not finished.

» No play facilities for the children.

- 5.12 All of the households live on the site as a result of local connections through family or work, and none gave any reasons why they cannot continue to live on the site. The majority have lived on the site for between 1-2 years (since it was opened). 2 households had moved on to the site within the past 6 months with 1 moving from an unauthorised site in Powys and the other from a site in England. None of the households intend to move away from the site.
- 5.13 Four of the households said that they have camped by the roadside, on an unauthorised encampment or on a transit site in the past year, and those who provided further information had travelled elsewhere in Powys or across Wales for between 1-3 months. All of the households felt that there is a need for additional transit provision across Wales in general.
- 5.14 Information from the Council also showed that 1 household living on the site had applied for planning permission for a single pitch private site due to difficulties on the site between the household and other residents. The application was refused in July 2015 and was the subject of a planning appeal at the time of the GTAA.

Unauthorised Sites

Newtown Road, Machynlleth

- 5.15 Staff from ORS visited the unauthorised site at Newtown Road in October 2015. The site has no planning permission but the family have lived there for over 10 years. Whilst it could be claimed that the site is immune from planning enforcement, it does not have a Certificate of Lawful Use and is therefore included in the GTAA as current residential demand. Provision for a new site to meet the needs of the residents on this site has been included in the Draft LDP (see Page 12).
- 5.16 The site was occupied at the time of the study and interview was completed with both families living there. The occupants comprised 4 adults and 2 children. There were no concealed or doubled-up households identified and 1 household member was in need of a pitch of their own in the next five years.
- 5.17 The occupants are not satisfied with the site as it has no facilities, including no toilet or mains electricity supply. They would like to move to a new permanent site in the local area.
- 5.18 Some family members have camped on unauthorised encampments in the past 12 months for periods of 1-2 weeks at a time, but none felt that there was a need for more transit sites in Wales.

Y Dolydd Workhouse, Llanfyllin

- 5.19 Staff from ORS visited the unauthorised site at Y Dolydd Workhouse in October 2015. The site does not have planning permission. Whilst it could be claimed that the site is immune from planning enforcement owing to the time the caravan has been on the site, it does not have a Certificate of Lawful Use and is therefore included in the GTAA as current residential demand. This site is also included in the GTAA as current residential supply. An interview was completed with the 1 household living on the site. They are satisfied with the site and do not plan to move, and do not have any future accommodation needs.

Bricks and Mortar Interviews

- 5.20 Interviewers were able to complete a total of 2 interviews with households living in bricks and mortar in Machynlleth. They are related to the families living on the unauthorised site at Newtown Road. They would like to move onto a permanent site to be with family members.

Figure 18 – Household Interview Summary for Powys

Site	Permitted Operational Pitches	Tolerated Pitches	Unauthorised Pitches	Interviews Completed	Adults	Children (Under 18)	Concealed Households
Public Sites	20	0	0	22	31	14	1
Leighton Arches	10	0	0	10	16	5	0
Kings Meadow	10	0	0	12	15	9	1
Private Sites with Permanent Permission	0	0	0	0	0	0	0
None							
Private Sites with Temporary Permission	0	0	0	0	0	0	0
None							
Tolerated Sites	0	0	3	3	6	5	0
Newtown Road	0	0	2	2	4	2	0
Y Dolydd Workhouse	0	0	1	1	2	3	0
Unauthorised Developments	0	0	0	2	4	2	0
None							
Bricks and Mortar							
2 Households	n/a	n/a	n/a	2	4	2	0
TOTAL	20	0	3	27	41	21	1

Councillor and Parish Council Responses

- 5.21 To complement the household Interviews a link to a short online questionnaire was sent to 73 County Councillors. A total of 20 valid responses were received.
- 5.22 The questionnaire included questions on the following broad subject areas:
- » Dealings or relationships with Gypsies and Travellers
 - » Awareness of any particular issues in relation to Gypsies and Travellers
 - » Awareness of any Gypsy and Traveller sites
 - » Any trends with regard to Gypsies and Travellers
 - » What attracts Gypsies and Travellers to the area
 - » Any kinds of seasonal fluctuations
 - » Awareness of temporary stopping by travellers
 - » Relationship between the settled and travelling community
 - » Aware of any Travellers residing in bricks and mortar
 - » Any other comments.

Dealings with Gypsies & Travellers

- » 18 out of 20 respondents had none or very little dealings with Gypsies and Travellers in their wards.
- » One respondent stated RWAS (Royal Welsh Agriculture Show).
- » The second respondent who had dealings said that they had met with Gypsies and Travellers and Powys County Council Housing Officers on more than one occasion.

Awareness of any particular issues in relation to Gypsies and Travellers

- » 16 out of 20 respondents had no issues in relation to Gypsies and Travellers
- » Issues mentioned were to do with setting up a temporary site during the RWAS, and identifying a suitable site for Gypsies and Travellers.

Awareness of any Gypsy and Traveller sites

- » 16 out of 19 respondents were not aware of any Gypsy and Traveller sites.
- » One respondent specified that there was a pitch in Machynlleth. The other two respondents who were aware of any mentioned the RWAS.

Any trends with regard to Gypsies and Travellers

- » All 20 respondents stated that they were not aware of any trends.

What attracts Gypsies and Travellers to the area

- » 12 out of 19 respondents stated none/nothing/not applicable.
- » Other respondents mentioned that traditional travelling routes and main roads may attract them to the area. Work such as selling of goods and tarmac work as well as the RWAS and a festival at the Workhouse is also mentioned as attracting them to the area.
- » One respondent stated that it is due to Gypsies and Travellers ability to go unchallenged by the County Council.

Any kinds of seasonal fluctuations

- » 18 out of 20 respondents stated that there were no/very little seasonal fluctuations or that it was not applicable.
- » The remaining two respondents stated that they arrive in the summer and for RWAS.

Awareness of temporary stopping by Travellers

- » 17 out of 20 respondents were not aware of or had very little awareness of temporary stopping by Travellers in their own ward.

- » Again the RWAS and festivals were mentioned by two respondents. One respondent says about stopping in Heol Maengwyn Street car park and Plas car park.
- » Two respondents were aware of temporary stopping by Travellers in other wards such as Knighton car park and Rhayader Town Car Park.

Relationship between the settled and travelling community

- » 11 out of 18 respondents answered not applicable/there are no travelling community in their ward.
- » Other answers vary from very good, fleeting, the settled community objecting to Gypsies and annoyance with car parking issues between the settled and travelling community.

Aware of any Travellers residing in bricks and mortar

- » 19 out of 20 respondents were not aware of any Travellers residing in bricks and mortar.

Any other comments

- » Some respondents state that problems with Gypsies and Travellers have lessened over the years.
- » One respondent totally objects to any money being spent on Gypsies and Travellers.
- » One respondent says that the proximity to Neath and Swansea can attract Gypsies and Travellers due to more job opportunities.

6. Assessing Accommodation Needs

- 6.1 This section focuses on the additional pitch provision which is needed by Powys Council for a short-term period of 5 years and the full Local Plan period to 2026. This includes both current unmet need and need which is likely to arise in the future. This time period allows for robust forecasts for future provision, based upon the evidence contained within this study and also from secondary data sources.
- 6.2 This section is based upon a combination of information from the on-site surveys, planning records, Steering Group members, and from 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.
- 6.3 This section concentrates not only upon the total additional provision which is needed in the area, but also whether there is a need for any transit sites and/or emergency stopping place provision.
- 6.4 Welsh Government Guidance requires an assessment of current and future pitch needs, and provides a prescribed framework for undertaking this calculation. This framework has been followed for the purpose of this GTAA.
- 6.5 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.

Need for Gypsies and Travellers

Current Residential Supply

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

Current Residential Demand

- » Households on unauthorised encampments.
- » Households on unauthorised developments.
- » Concealed /over-crowded/doubled-up households⁵.

⁵ Following the guidance set out in Paragraphs 195-201 of the GTAA Guidance

- » Conventional housing – movement from bricks and mortar⁶.
- » New households to arrive from waiting lists/in-migration.

Future Demand

6.6 Total future demand is a result of the formation of new households during the study period. Information from the site 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 supply that has been identified during the first 5 years of the study). The *net* compound household formation rate that has used for years 6-15 of the study has been based on demographic evidence from the site interviews.

Current Authorised Residential Supply

6.7 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 2 authorised public sites in Powys. There are no private sites and there is no public or private transit provision.

Figure 19 - Total number of authorised sites in Powys as at November 2015

Category	Sites	Pitches	Occupied
Private sites with permanent planning permission	0	0	0
Private sites with temporary planning permission	0	0	0
Public sites (Council and Registered Providers)	2	24	21 ⁷
Public transit provision	0	0	0
Private transit provision	0	0	0

6.8 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 on the public sites in Powys.
- » **Pitches expected to become vacant** – Analysis of pitch turnover at the public sites indicates that on average 1 pitch becomes available on each site each year. In addition no households on the public sites indicated that they wished to move away or to bricks and mortar.
- » **Pitches currently with planning permission** – There are 3 pitches on the public site at Kings Meadow in Brecon that have not yet been fully implemented. These were granted planning permission to meet the short to medium-term needs of the households living on the site and this is reflected the Brecon Beacons National Park LDP which was adopted in 2013 which included provision for a new site in Brecon to meet need that had been identified in South Powys.

6.9 This gives a figure for **overall supply of 5 pitches**.

⁶ Following the guidance set out in Paragraphs 172-183 of the GTAA Guidance

⁷ There are 4 unimplemented pitches at Kings Meadow but 1 is occupied

Figure 20 - Summary of Pitch Supply in Powys as at November 2015

Category	Pitches
Current vacant pitches	0
Pitches expected to become vacant	2
Movement to bricks and mortar	0
Out-migration	0
Unimplemented pitches with planning consent	3
TOTAL SUPPLY	5

Current Residential Demand

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

Current Unauthorised and Tolerated Sites

6.11 The study has identified 2 long-term unauthorised sites in Powys comprising 3 pitches. Whilst currently tolerated for planning purposes these will be included as current residential demand. The need from the 2 unauthorised pitches in Machynlleth was identified by the Council in the 2014 GTAA Update and provision to meet this need has been reflected in the 2015 Deposit Draft LDP Policy H13. The Council are also working to regularise the unauthorised pitch at Y Dolydd Workhouse.

6.12 As such there are **3 unauthorised pitches** in Powys.

6.13 There are also currently no sites in Powys with temporary planning permission and no tolerated sites.

Figure 21 - Summary of Unauthorised and Tolerated Pitches in Powys at November 2015

Site	Pitches
Unauthorised pitches	3
Tolerated pitches	0
TOTAL	3

Concealed Households and Over-Crowded Pitches

6.14 The site interviews sought to identify concealed or doubled-up households on authorised sites that require a pitch immediately. Welsh Government Guidance defines concealed households as those 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. The site interviews identified the following:

- » 2 unrelated adults sharing a pitch at Kings Meadow, one of whom is on the waiting list for a pitch of their own that will be included as a concealed household.
- » Households with 4 young adult children who would want to move to their own home in the next 5 years – these will be included as a component of need as Future Households for years 1-5 of the GTAA.

- » A household living at Leighton Arches that stated that there were not enough sleeping spaces, but this was due to their caravan being too cold and not as a result of concealed households or over-crowding.
- » 2 households living at Kings Meadow that stated that they did not have enough sleeping spaces but this was due to the number of children living on the pitches and not as a result of concealed or over-crowded adults.

6.15 Therefore there is 1 concealed or doubled household that will be included in the GTAA.

Conventional Housing

6.16 Identifying households in bricks and mortar has been frequently highlighted as an issue with Gypsy and Traveller Accommodation Assessments. The 2011 UK Census of Population identified a total of just 37 Gypsy or Irish Traveller households in Powys living in bricks and mortar.

6.17 As noted earlier, ORS went to all possible lengths to identify Gypsies and Travellers living in bricks and mortar and worked with stakeholders, Council officers, and on-site interviewees to identify households to interview. This process resulted in just 2 households to interview – both of who stated that they had a need to move to a site to be close to family members. This need from bricks and mortar in Machynlleth was identified by the Council in the 2014 GTAA Update and provision to meet this need has been reflected in the 2015 Deposit Draft LDP Policy H13.

Figure 22 - Summary of Bricks and Mortar Need in Powys at November 2015

Site	Pitches
Existing households	2
TOTAL	2

New Households to Arrive

6.18 At the time of the GTAA vacant pitches for the public site at Leighton Arches were allocated through community members hearing of a forthcoming vacancy and contacting the Council. Turnover rates are very low with a maximum of 1 pitch becoming vacant each year. Following the GTAA a formal waiting list was established for Leighton Arches.

6.19 There is a waiting list for Kings Meadow but the only household on the list has just been given a tenancy for one of the 4 unimplemented pitches on the site, leaving 3 unimplemented pitches.

6.20 Therefore there are **no additional households** in need of a pitch in Powys from the waiting list.

6.21 Assessments also need to consider 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 on the basis of the best local evidence available.

6.22 Evidence drawn from household interviews in Powys has been carefully considered and has not identified any specific sources of movement due to in-migration or out-migration, other than natural pitch turnover. Beyond this, rather than assess in-migrant households seeking to develop new sites in the area, it is recommended that each case is assessed as a desire to live in the area and that site criteria rules are followed for each new site. It is therefore important for the Council to continue to follow its existing criteria-based planning policies for any new potential sites which do arise.

Additional Pitch Provision: Future Need

6.23 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 15 year plan period. There are two key components of future need.

- » Population and household growth.
- » Movement to and from sites and migration.

Population and Household Growth

6.24 Nationally, a household formation and growth rate of 3.00% net per annum has been commonly assumed and widely used in local Gypsy and Traveller 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 here and the full Technical Note can be found in **Appendix C**.

6.25 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.

6.26 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.

6.27 The often assumed 3.00% per annum net household growth rate is unrealistic and would require clear statistical evidence before being used for planning purposes. In practice, the best available evidence supports a national net household growth rate of 1.50% per annum for Gypsies and Travellers.

6.28 There are 2 measures of household growth that are used for the assessment of need in this study. Evidence of *gross* household formation (family growth) from Section D of the Household Survey, *netted off* against evidence of 1 year pitch turnover and pitches expected to become vacant, has been used for the first 5 year period. A compound *net* household formation rate has been used for years 6-15 based on demographic evidence from the site surveys.

- 6.29 The site and bricks and mortar interviews identified **a total of 4 new households** as a result of family growth over the first 5 years of the assessment, and **a 1 year pitch turnover of 1** on each of the public sites.
- 6.30 The rate for years 6-10 has been calculated based on the overall demographic of the population. The Technical Note supports a national net growth rate for the Gypsy and Traveller population of 1.50% using a population base from the 2011 Census where, nationally, approximately 36% of the Gypsy and Traveller population were aged under 18. The site and household survey for Gypsies and Travellers in Powys indicates that approximately **34%** of the on-site and bricks and mortar population are children and teenagers aged under 18. Given that this very similar to the rate used to calculate the national net growth rate ORS consider that it is appropriate to allow for longer-term projected household growth for the Gypsy and Traveller population in Powys to occur at an annual **net growth rate of 1.50%**, using the total number of households at year 5 as the population base.

Overall Need for Powys

- 6.31 The Welsh Government Guidance requires 2 assessments of need – for the first 5 years of the Local Plan period, and for the full Local Plan period to 2026. Following this approach the estimated provision that is needed in Powys for the first 5 years is for **5 additional pitches**. The estimated provision that is needed for the remainder of the Local Plan period (years 6-10) is for **2 additional pitches**. This equates to **a total of 7 additional pitches** for the Local Plan period. This will address the needs of all identifiable Gypsy and Traveller households, and includes movement from conventional housing and the expected growth in household numbers due to new household formation – plus identified supply for the first 1 year period.

Figure 23 – Additional Pitches Needed in Powys from 2016-2026

Current Residential Supply	Number of Pitches
A. Occupied Local Authority Pitches	21
B. Occupied authorised private pitches/tolerated pitches	0
Total	21

Planned Residential Supply	Number of Pitches
C. Vacant Local Authority pitches and available vacant pitches	0
D. Pitches expected to become vacant in near future	2
E. New Local Authority and private pitches with planning permission	3
Total	5

Current Residential Demand	Pitch Demand
F. Unauthorised encampments	0
G. Unauthorised developments	3
H. Overcrowded pitches/Unsuitable accommodation	1
I. Conventional housing	2
J. New households to arrive	0
Total	6

Current Households	Future Households (at year 5)	Future Households (years 6 to 10)
K. 25	29	31
L. Additional household pitch need	4	2

Unmet Need	Need Arising	Need Accommodated
M. Current residential demand	6	
N. Future residential demand (year 5)	4	
O. Future residential demand (years 6 to 10)	2	
P. Planned residential supply		5
Q. Unmet need (5 year)	5	
R. Unmet need (Local Plan period)	7	

- 6.33 However from a practical point of view it is important that the figures set out above are viewed in the context of previous assessments of need that have been completed in Powys and subsequent actions that have been taken to address need that has been identified.
- 6.34 The 2014 Powys GTAA Update recommended that the Council should investigate the feasibility of providing additional pitches to meet need that was identified in Machynlleth. This is reflected in the 2015 Deposit Draft LDP Policy H13 which includes the allocation of land for a permanent site in the Machynlleth area to meet the identified need. It has been confirmed by the Council that this is the same need that has been identified in this GTAA and that Welsh Government funding will be sought to provide a permanent site in the Machynlleth area.
- 6.35 The Brecon Beacons National Park LDP which was adopted in 2013 included provision for a new site in Brecon to meet need that had been identified in South Powys. Planning permission was granted for a new 14 pitch site in March 2012 on land adjacent to Brecon Enterprise Park and the Kings Meadow Site was developed and opened in 2014. A total of 14 pitches were granted planning permission and this included 4 pitches to meet the future need of households living on the site due to family growth and household formation – 1 of which was let early in 2016.
- 6.36 Also it is impractical to meet short-term need identified in Machynlleth through the available supply of unimplemented pitches in Brecon that were put in place to meet the medium to long-term needs of households living on that site.

Transit/Emergency Stopping Site Provision

- 6.39 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 has a range of facilities such as water supply, electricity and amenity blocks. An alternative to a transit site is a temporary stopping place.
- 6.40 Temporary stopping places are short-term unsustainable facilities which can be utilised to re-locate an encampment which occurs in an inappropriate location. This type of site also has restrictions on the length of time for which a Traveller can stay on it, but has much more limited facilities with typically only a source of water and chemical toilets provided.

- 6.41 Some authorities also operate a tolerated or negotiated stopping approach where households are provided with access to lighting, drinking water, refuse collection and hiring of portable toilets at a cost to the Travellers.
- 6.42 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.
- 6.43 Therefore, a transit site both provides a place for households in transit to an area and also a mechanism for greater enforcement action against inappropriate unauthorised encampments.
- 6.44 In order to identify whether there is a need for the Council to provide transit accommodation analysis has been undertaken of the Caravan Count data, the assessment for transit provision that was undertaken as part of the 2014 Powys GTAA, and the outcomes from the household interviews.
- 6.45 Analysis of the number of authorised and unauthorised caravans that have been recorded in Powys for the 9 year period since 2006 show peaks in numbers of unauthorised caravans during July 2008 and July 2009 that have been attributed to caravans visiting the Royal Welsh Show in Builth Wells. Whilst Caravan Count Data was not recorded for 2010-2013 it was recognised that this was a problem that needed to be addressed. As such planning permission was granted in December 2013 for a temporary transit site for 100 caravans at Builth Wells for the 2 week period in July when the Royal Welsh Show is held. As a result of this the Caravan Count data for July 2014 and July 2015 shows a peak in numbers of authorised caravans using the new transit facility, and a significant decrease in the number of unauthorised caravans. In July 2015 there were just 8 unauthorised caravans counted – 3 of which have now been identified as not being occupied by Travellers, with the remaining 5 on long-term unauthorised sites.
- 6.46 The 2014 Powys GTAA recognised that there are occasional instances of unauthorised encampments in the Brecon area, but that these are normally Irish Travellers passing through for work purposes. There are other localised instances of Travellers temporarily visiting Powys to attend weddings or other events, but no further evidence of any long-term or permanent accommodation needs.
- 6.47 Whilst the outcomes from the household interviews showed that three quarters felt that there was a need for more transit provision in Wales, there were no specific references for the need for specific provision in Powys, with households seeking provision all over Wales.
- 6.48 As such it is recommended that there is **not a need for the Council to provide a transit site** in Powys due to the low numbers of unauthorised encampments. However the Council should continue to monitor the number of unauthorised encampments and consider the use of short-term toleration, negotiated stopping arrangements or temporary stopping places to deal with short-term transient stops. This management based approach should also include consideration about whether to provide toilets, water and refuse facilities.

Need for Travelling Showpeople Plots

- ^{6.49} Given that there have been no Travelling Showpeople identified as living in Powys, no assessment of need has been undertaken. The Council should however monitor any future approaches for planning permission from Travelling Showpeople and have in place appropriate criteria-based development plan policies to deal with any future applications.

7. Conclusions

Gypsy and Traveller Future Pitch Provision

- 7.1 Based upon the evidence presented in this study the estimated additional pitch provision needed for Gypsies and Travellers in Powys for the first 5 years of the Local Plan period is for **5 additional pitches**, and need for the remainder of the Local Plan period is for a further **2 additional pitches**. This gives a total need for the whole Local Plan period for **7 additional pitches**. These figures should be seen as the projected amount of provision which is necessary to meet the statutory obligations towards identifiable needs of the population arising in the area. These figures include movement from conventional housing, and new household formation – less identified supply for the first year.
- 7.2 However from a practical point of view it is important that the figures set out above are viewed in the context of previous assessments of need that have been completed in Powys and subsequent actions that have been taken to address need that has been identified.
- 7.3 The 2014 Powys GTAA Update recommended that the Council should investigate the feasibility of providing additional pitches to meet need that was identified in Machynlleth. This is reflected in the 2015 Deposit Draft LDP Policy H13 which includes the allocation of land for a permanent site in the Machynlleth area to meet the identified need. It has been confirmed by the Council that this is the same need that has been identified in this GTAA and that Welsh Government funding will be sought to provide a permanent site in the Machynlleth area.
- 7.4 The Brecon Beacons National Park LDP which was adopted in 2013 included provision for a new site in Brecon to meet need that had been identified in South Powys. Planning permission was granted for a new 14 pitch site in March 2012 on land adjacent to Brecon Enterprise Park and the Kings Meadow Site was developed and opened in 2014. A total of 14 pitches were granted planning permission and this included 4 pitches to meet the future need of households living on the site due to family growth and household formation – 1 of which was let early in 2016.
- 7.5 Also it is impractical to meet short-term need identified in Machynlleth through the available supply of unimplemented pitches in Brecon that were put in place to meet the medium to long-term needs of households living on that site.

Transit Sites

- 7.6 The granting of planning permission for a temporary transit site to address historic numbers of unauthorised caravans at the Royal Welsh Show has had a significant impact of the number of unauthorised caravans recorded in Powys – falling from a peak of 79 in July 2008 to just 5 in July 2015 (when 3 non-Traveller caravans have been discounted).

- 7.7 The 2014 Powys GTAA recognises that occasional instances of unauthorised encampments are normally Irish Travellers passing through for work purposes, or short-term visits to attend weddings or other events.
- 7.8 Whilst the outcomes from the household interviews showed that three quarters felt that there was a need for more transit provision in Wales, there were no specific references for the need for specific provision in Powys, with households seeking provision all over Wales.
- 7.9 As such it is recommended that there is **not a need for the Council to provide a transit site** in Powys. However the Council should continue to monitor the number of unauthorised encampments and consider the use of short-term toleration or Negotiated Stopping Arrangements to deal with short-term transient stops.

Travelling Showpeople

- 7.10 Given that there have been no Travelling Showpeople identified as living in Powys, no assessment of need has been undertaken. The Council should however monitor any future approaches for planning permission from Travelling Showpeople and have in place appropriate criteria-based development plan policies to deal with any future applications.

Appendix A: Sites and Yards in Powys (November 2015)

Site/Yard	Operational Pitches/Plots	Unauthorised Pitches/Plots
Public Sites		
Leighton Arches, Welshpool	10	-
Kings Meadow, Brecon	14	-
Private Sites with Permanent Permission		
None	-	-
Private Sites with Temporary Permission		
None	-	-
Tolerated Sites – Long-term without Planning Permission		
None	-	-
Unauthorised Sites		
Newton Road, Machynlleth	-	2
Y Dolydd Workhouse, Llanfyllin	-	1
TOTAL PITCHES	24	3
Public Transit Sites		
None	-	-
Private Transit Sites		
None	-	-
Private Travelling Showpeople Yards		
None	-	-
Tolerated Travelling Showpeople Yards		
None	-	-
Unauthorised Travelling Showpeople Yards		
None	-	-

Appendix B: Interview Log

Address	Type of tenure	Interview attempts	Engagement techniques used	Completed or refusal?	Reasons for refusal?	
Leighton Arches, Welshpool - Pitch 1	Local Authority site	21/10/15		Face-to-face pre-notification	Completed	
Leighton Arches, Welshpool - Pitch 2	Local Authority site	21/10/15		Face-to-face pre-notification	Completed	
Leighton Arches, Welshpool - Pitch 3	Local Authority site	21/10/15		Face-to-face pre-notification	Completed	
Leighton Arches, Welshpool - Pitch 4	Local Authority site	21/10/15		Face-to-face pre-notification	Completed	
Leighton Arches, Welshpool - Pitch 5	Local Authority site	21/10/15		Face-to-face pre-notification	Completed	
Leighton Arches, Welshpool - Pitch 6	Local Authority site	21/10/15		Face-to-face pre-notification	Completed	
Leighton Arches, Welshpool - Pitch 7	Local Authority site	21/10/15		Face-to-face pre-notification	Completed	
Leighton Arches, Welshpool - Pitch 8	Local Authority site	26/10/15		Face-to-face pre-notification	Completed	
Leighton Arches, Welshpool - Pitch 9	Local Authority site	21/10/15		Face-to-face pre-notification	Completed	
Leighton Arches, Welshpool - Pitch 10	Local Authority site	21/10/15		Face-to-face pre-notification	Completed	
Kings Meadow, Brecon - Pitch 1	Local Authority site	26/10/15		Face-to-face pre-notification	Completed	
Kings Meadow, Brecon - Pitch 2	Local Authority site	26/10/15		Face-to-face pre-notification	Completed	
Kings Meadow, Brecon - Pitch 3	Local Authority site	26/10/15		Face-to-face pre-notification	Completed	
Kings Meadow, Brecon - Pitch 4	Local Authority site	26/10/15		Face-to-face pre-notification	Completed	
Kings Meadow, Brecon - Pitch 5	Local Authority site	26/10/15		Face-to-face pre-notification	Completed	
Kings Meadow, Brecon - Pitch 6	Local Authority site			Face-to-face pre-notification	Refusal	Unimplemented pitch
Kings Meadow, Brecon - Pitch 7	Local Authority site			Face-to-face pre-notification	Refusal	Unimplemented pitch
Kings Meadow, Brecon - Pitch 8	Local Authority site			Face-to-face pre-notification	Refusal	Unimplemented pitch
Kings Meadow, Brecon - Pitch 9	Local Authority site	26/10/15		Face-to-face pre-notification	Completed	
Kings Meadow, Brecon - Pitch 10	Local Authority site	26/10/15		Face-to-face pre-notification	Completed	
Kings Meadow, Brecon - Pitch 11	Local Authority site	26/10/15		Face-to-face pre-notification	Completed	
Kings Meadow, Brecon - Pitch 12	Local Authority site	26/10/15		Face-to-face pre-notification	Completed	
Kings Meadow, Brecon - Pitch 13	Local Authority site	26/10/15		Face-to-face pre-notification	Completed	
Kings Meadow, Brecon - Pitch 14	Local Authority site	26/10/15		Face-to-face pre-notification	Completed	
Newtown Road, Machynlleth - Pitch 1	Unauthorised development	21/10/15		Steering Group	Completed	
Newtown Road, Machynlleth - Pitch 2	Unauthorised development	21/10/15		Steering Group	Completed	
Y Dolydd Workhouse, Llanfyllin - Pitch 1	Unauthorised development	21/10/15		Site Visit	Completed	
Machynlleth	Bricks and mortar	21/10/15		Steering Group	Completed	
Machynlleth	Bricks and mortar	21/10/15		Steering Group	Completed	

Appendix C: Technical Note on Household Formation and Growth Rates



Technical Note

Gypsy and Traveller Household Formation and Growth Rates

August 26th 2015

Opinion Research Services
Spin-out company of Swansea University



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Household Growth Rates

Abstract and conclusions

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

Introduction

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

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

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

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

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

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

Compound growth

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

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

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

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

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

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

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

Caravan counts

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

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

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

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

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

Modelling population growth

Introduction

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

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

Migration effects

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

Population profile

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

Table 4
Age Profile for the Gypsy and Traveller Community in England (Source: UK Census of Population 2011)

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

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

Birth and fertility rates

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

Death rates

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

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

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

Modelling outputs

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

Household growth

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

Table 5
Age of Head of Household (Source: UK Census of Population 2011)

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

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

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

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

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

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

Household dissolution rates

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

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

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

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

Summary conclusions

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

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