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Powys County Council
Gypsy and Traveller
Accommodation Assessment

Final Report
September 2021



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1. Executive Summary

Introduction and Methodology

- 1.1 The primary objective of the (2021) Gypsy and Traveller Accommodation Assessment (GTAA) is to provide a robust assessment of current and future need for Gypsy and Traveller¹ 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, and potential transit provision, for the Powys Local Development Plan period to 2037 and for the Brecon Beacons National Park Authority (BBNPA) Local Development Plan period to 2033. The outcomes of this GTAA will replace the outcomes of the previous GTAA that was published in 2016.
- 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.
- 1.3 A total of 30 interviews were completed with Gypsies and Travellers living on public, private, and tolerated sites in Powys, representing a response rate of 100% of occupied households as there was a vacant pitch on one of the public sites. In addition, a total of 4 interviews were completed with Travellers living in bricks and mortar, and 3 interviews were completed with households living on a site in an adjacent local authority who have close family links to Travellers living in Powys. No Travelling Showpeople yards were identified in Powys.
- 1.4 The baseline date for the study is **March 2021**.

Key Demographic Findings

- 1.5 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 and Irish Travellers.
- 1.6 In total the site interviews covered 88 residents living on Gypsy and Traveller sites, in bricks and mortar or as a result of in-migration. This was made up of 59 adults and 29 children and teenagers aged under 18. This equates to 67% adults and 33% 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).

¹ See Chapter 2 for the planning definition of a Traveller in Wales.

Pitch Needs – Gypsies and Travellers

- 1.7 The Welsh Government Guidance requires 2 assessments of need – for the first 5 years of the GTAA period (2021-2026), and for the full Local Development Plan period (to 2033 for the BBNPA and to 2037 for Powys County Council).
- 1.8 Based upon the evidence presented in this study the estimated additional pitch provision needed for Gypsies and Travellers in Powys (including the BBNPA) for the first 5 years of the GTAA Study period is for **15 pitches** and need for the remainder of the Development Plan periods is for a further **9 pitches**. This gives a total need to the end of the development plan periods for **24 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 are made up from a combination of doubled-up households; movement from bricks and mortar; in-migration; and new household formation – less identified current residential supply.
- 1.9 When broken down by the need for Powys County Council and the areas of the Brecon Beacons National Park that are in Powys the need is as follows. Details of where this need is arising from will be provided to the Council and BBNPA:
- » **Powys County Council:** 5-year need = 13 pitches and need to 2037 = 6 pitches
 - » **Brecon Beacons National Park:** 5-year need = 2 pitches and need to 2033 = 3 pitches
- 1.10 A detailed breakdown which sets out the components that make up this identified need, together with any other issues that have been taken into consideration can be found in **Chapter 6** of this report.

Plot Needs - Travelling Showpeople

- 1.11 There were no Travelling Showpeople identified living in Powys so there is no current or future need for additional plots over the Local Plan periods. 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.

Transit Sites

- 1.12 Discussions with local stakeholders confirmed that there are occasional instances of unauthorised encampments in Powys, but that these are normally Travellers passing through for work purposes. There have been 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.
- 1.13 The outcomes from the household interviews showed that only two of the households that were interviewed felt that there was a need for more transit provision in Wales, with these households suggesting that some provision is needed in Welshpool and in Powys in general.
- 1.14 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.

2. Background and Policy Context

The Study

- 2.1 Opinion Research Services (ORS) were appointed by Powys County Council (the Council) in April 2020 to complete a robust and up-to-date assessment of accommodation for Gypsies and Travellers residing and resorting in Powys for the Local Development Plan period. The Housing Authority Area for Powys is considered in two Local Development Plans: The County Council’s own Powys LDP plus the BBNPA LDP.
- 2.2 The study provides an evidence base to enable the Council to comply with their requirements towards Gypsies and Travellers under Part 3 of the Housing (Wales) Act 2014. The Act requires Local Authorities to undertake a GTAA at least every 5 years, although Local Authorities have flexibility to undertake GTAA’s more frequently if a material change in the level of need in the area has been identified. The Council published a GTAA in 2016 (covering the period up to 2031). Welsh Government wrote to all Local Planning Authorities in September 2019 to confirm those undertaking an LDP Review must ensure the GTAA establishes an evidence base for Gypsy and Traveller needs across the entire plan period. Welsh Government also confirmed that this may necessitate undertaking of a new GTAA (and providing appropriate site allocations, where relevant) prior to the statutory Deposit consultation to ensure plans can be found sound through the examination process and are able to be adopted. For Powys, the BBNPA commenced a review of their adopted LDP (2007-2022) in late 2017, whilst the current Powys LDP (2011-2026) will be subject to its four-year review by 2022. Replacement LDP2 for the BBNPA is expected to cover the 15-year period 2018-2033 and Replacement LDP2 for the Powys Local Planning Authority area is expected to cover the period 2022- 2037.
- 2.3 This GTAA therefore provides an assessment of need for Gypsy and Traveller accommodation in Powys to fulfil these requirements, updating the previous GTAA published in 2016. It 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, and also to support the Powys and BBNPA replacement Local Development Plans with their respective plan period end dates of 2037 and 2033.
- 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 **March 2021**.

Legislation and Guidance

Welsh Government Circular 005/2018

- 2.6 Welsh Government Circular 005/2018 provides updated guidance on the planning aspects of identifying sustainable sites for Gypsies and Travellers. It also outlines how planning authorities and Gypsies and Travellers can work together to achieve this aim. It supersedes advice contained in Circular 30/2007 “Planning for gypsy and traveller caravan sites”, Circular 78/91 “Travelling Showpeople” and Circular 76/94 “Gypsy Sites Policy and Unauthorised Camping”.
- 2.7 The Circular include guidance on a range of issues relating to Gypsies and Travellers including:
 - » Definition of Travellers

- » Gypsies and Travellers – A Context
- » Duty to Provide Sites
- » Providing the Evidence Base
- » Regional Working
- » Development Plans
- » Major Development Projects
- » Designated Areas
- » Planning Applications
- » Enforcement
- » Appeals
- » Human Rights and Equality of Opportunity
- » Monitoring Planning Applications

Well-being of Future Generations (Wales) Act 2015

^{2.8} In relation to Gypsies and Travellers, Welsh Government Circular 005/2018 sets out that:

7. The Well-being of Future Generations (Wales) Act 2015 sets a framework for local authorities across Wales to ensure the ‘sustainable development principle’ (meeting the needs of the present without compromising the ability of future generations to meet their own needs) is met. Section 4 of the Act puts in place a number of well-being goals which authorities are to seek to achieve in order to meet this principle. These goals include achieving ‘a Wales of cohesive communities’, containing attractive, viable, safe and well-connected communities, and ‘a Wales of vibrant culture and thriving Welsh language’, containing a society that promotes and protects culture, heritage and the Welsh language.

8. Housing is a fundamental issue that affects the lives of people across Wales, including our Gypsy and Traveller communities. The Welsh Government seeks to ensure a wide choice of accommodation is available to meet the needs of all members of the community. It is reflective of the Government’s commitment to ensure equality of opportunity for all sections of the community and in this instance, Gypsies and Travellers should have equal access to culturally appropriate accommodation as all other members of the community.

Housing (Wales) Act 2014

^{2.9} Part 3 of the Housing (Wales) Act 2014 (the Act) sets out that a *local housing authority must, in each review period, carry out an assessment of the accommodation needs of Gypsies and Travellers residing in or resorting to its area.*

^{2.10} 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.
- 2.11 Once approved the local housing authority must publish the assessment.
- 2.12 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.
- 2.13 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 by Welsh Government in May 2015 and this Guidance still remains in place in 2020.
- 2.14 The GTAA 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?
- 2.15 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

- 2.16 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 60 of the Mobile Homes (Wales) Act 2013.

2.17 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).*

Welsh Government Designing and Managing Gypsy and Traveller Sites Guidance

2.18 As well as publishing guidance on undertaking GTAA's in May 2015 the Welsh Government also published additional guidance on designing and managing Gypsy and Traveller sites in order to assist local authorities in meeting need for Gypsies and Travellers. These two documents are 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. They contain practical guidance to assist local authorities to ensure sites are fit-for-purpose, and how best to manage public Traveller sites. The guidance is not statutory. However, it is anticipated by Welsh Government that the guidance will help local authorities and others in the development, improvement and management of Gypsy and Traveller sites, 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.

Powys Local Development Plan (2011-2026), Adopted 2018

2.19 The Powys Local Development Plan (2011-2026) was adopted by Powys County Council on the 17th of April 2018 and became operative immediately. It is applicable to all of Powys except the area of the Brecon Beacons National Park. The adopted LDP supersedes and replaces the earlier Powys Unitary Development Plan (2001-2016).

2.20 The Plan includes 2 Policies dealing with Gypsies and Travellers – Policy H10 Gypsy and Traveller Sites and Caravans and Policy H11 Gypsy and Traveller Site Provision.

Policy H10 - Gypsy and Traveller Sites and Caravans

Proposals for permanent or temporary (transient or transit) Gypsy and Travellers sites and caravans, to meet a proven, unmet local need, will be permitted where sites are situated in a sustainable location which has access to educational, community, social, health and other services and facilities. The provision of new ancillary buildings associated with the use of the site will only be permitted where it can be demonstrated the need cannot reasonably be accommodated through the re-use of other existing buildings in the vicinity.

4.6.27 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.

4.6.28 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

Policy H11 - Gypsy and Traveller Site Provision

In order to meet the defined need for 7 Gypsy and Traveller Pitches, land is allocated at the following locations:

P42 HC1	Land adjacent to the Cemetery, Newtown Road, Machynlleth	5 Pitches
P57 HC2	Land at Leighton Arches, Welshpool	2 Pitches

4.6.29 The Gypsy and Traveller Accommodation Needs Assessment 2008 identified a need for 14 pitches in South Powys. A permanent site on the edge of Brecon, within the BBNP, was acquired by the County Council and construction completed in 2014 to meet this need. There is also an existing permanent site in Welshpool. The 2008 Assessment was updated in 2014. The updated Assessment 2014 led to the need being identified for a permanent site in Machynlleth and the Council commenced action to meet this need in accordance with statutory requirements.

4.6.30 The Council undertook a Gypsy and Traveller Accommodation Assessment (GTAA) in 2016 in accordance with the Housing (Wales) Act 2014. This confirmed the need in Machynlleth and identified the need for 5 pitches to be provided by 2021, which is to be met by allocation P42 HC1 which benefits from planning permission. The north eastern extent of the allocation remains within the C2 Flood Risk extent (Development Advice Maps) although this land will not be occupied for residential purposes. It also identified a future need in Welshpool for 2 pitches by 2026 which the Council will provide at Leighton Arches (P57 HC2). The GTAA acknowledged that a further need for 3 pitches in Brecon, within the BBNP, was being addressed by the Council on the existing public site.

Brecon Beacons National Park Local Development Plan (2007-22), Adopted 2013

^{2.21} 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.

Review of The Brecon Beacons National Park Local Development Plan (2007-2022)

^{2.22} In December 2017, the Authority commenced the Review of its Local Development Plan. This review concluded that the Authority should produce a replacement Local Development Plan which is referred as Local Development Plan 2 or LDP2. The current Local Development Plan remains in force and will do until such a time as Local Development Plan 2 is adopted.

^{2.23} Unfortunately, due to COVID-19 and the associated restrictions in movement, the National Park Authority had to pause Local Development Plan 2 production and their Delivery Agreement has been amended which will be consulted upon prior to agreement with Welsh Government, hopefully in early 2021.

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 agreements, under the Mobile Homes (Wales) Act 2013 – whichever is sooner).</p>
<p>Transit site</p>	<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</p>

	<p>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	<p>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.</p>
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	<p>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.</p>
Unauthorised development	<p>Land occupied by the owner without the necessary land use planning permission.</p>
Current residential supply	<p>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.</p>

<p>Current residential demand</p>	<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>
<p>Future residential demand</p>	<p>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.</p>
<p>Overall residential pitch need</p>	<p>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.</p>
<p>Planned residential pitch supply</p>	<p>The number of authorised pitches which are vacant and available to rent on Local Authority or private sites. It also includes pitches which will be vacated in the near future by households moving to conventional housing or in other circumstances. Additional pitches which are due to open or private sites likely to achieve planning permission shortly should be included as planned residential supply.</p>
<p>Household</p>	<p>In this guidance this refers to individuals from the same family who live together on a single pitch / house / encampment.</p>
<p>Concealed or 'doubled-up' household</p>	<p>This refers to households which are unable to achieve their own authorised accommodation</p>

	<p>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	<p>In this guidance household growth is defined by the number of new households arising from households which are already accommodated in the area.</p>

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 2016

- 3.2 The most recent GTAA for Powys was completed by ORS and published in June 2016. Based upon the evidence presented in the study the estimated additional pitch provision needed for Gypsies and Travellers in Powys for the first 5 years of the GTAA plan period was for 5 pitches, and for the remainder of the GTAA plan period was for a further 2 pitches. This gave a total need for the whole GTAA plan period of 7 pitches.
- 3.1 It was recommended that there was not a need for the Council to provide a permanent transit site in Powys, and that 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.
- 3.2 Given that there were no Travelling Showpeople identified as living in Powys, no assessment of need was undertaken. However, it was recommended that the Council should 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.

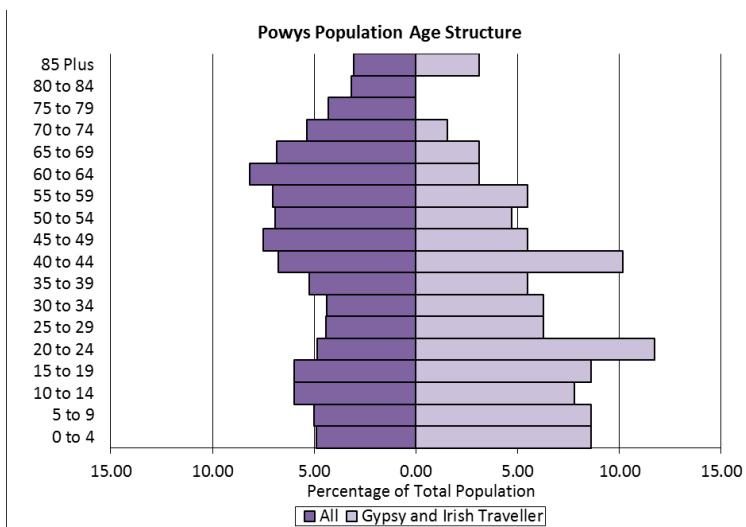
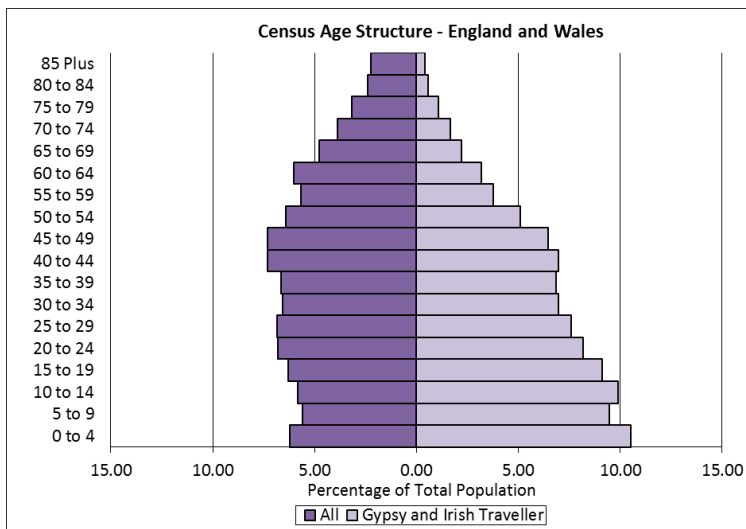
Population Data – 2011 Census

- 3.3 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. The 2021 Census may provide a better understanding of the Gypsy and Traveller population through the inclusion of Roma in the question about ethnicity.
- 3.4 Despite the likely 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%.

3.5 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)



3.6 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

- 3.7 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 accommodation	6.1	38.4

- 3.8 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

- 3.9 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)

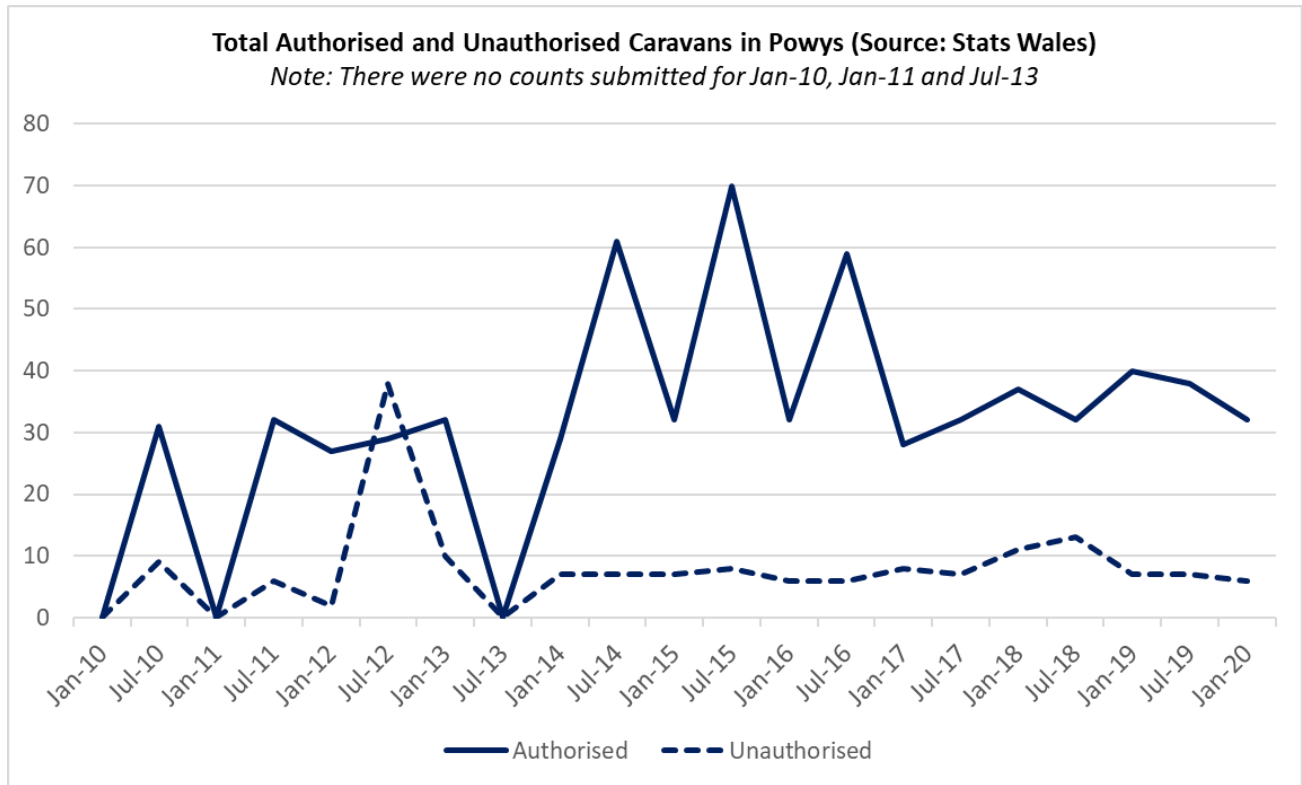
Economic Activity	All Households (%)	Gypsy or Irish Traveller (%)
Economically active: Total	61.6	44.1
In employment: Total	58.7	37.6
Employee: Total	41.3	25.8
Self-employed: Total	15.8	11.8
Unemployed: Total	2.9	6.5
Economically inactive: Total	38.4	55.9
Looking after home or family	2.8	18.3
Long-term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

Caravan Count Data

- 3.10 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.
- 3.11 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.
- 3.12 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.
- 3.13 The latest Gypsy and Traveller Caravan County data for Wales is from January 2020 and was published in April 2020.
- 3.14 Figure 6 shows data for the number of authorised and unauthorised caravans that have been recorded in Powys for period January 2010 to January 2020. 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 2010, July 2011 and July 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 peaks in the number of authorised caravans recorded in July 2014,

July 2015, and July 2016. However, it is unclear why there have not been similar peaks recorded in July 2017, July 2018, and July 2019.

Figure 6 - Comparison of the Number of Caravans in Powys



Current Accommodation Provision

- 3.15 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.
- 3.16 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).
- 3.17 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.

- 3.18 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.
- 3.19 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 landowner, 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 laybys or car parks.

Sites and Yards in Powys

- 3.20 In Powys there are 3 public sites which whilst having planning permission for 31 pitches, one of which is due to become operational in Machynlleth in March 2021 with 5 pitches to meet need identified in the previous GTAA. There is one small private site with permanent planning permission for 1 pitch, and 1 small site that is tolerated for planning purposes with 1 pitch. There is also a temporary public transit site on land close to the Royal Welsh Show in Builth Wells. This provides a total of 100 short-term pitches for a 2-week period each July up until 31st August 2023 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.
- 3.21 Two of the public sites (Machynlleth and Welshpool) are in the Powys LPA area, and the other public site (Brecon) is in the BBNP planning area.
- 3.22 Despite efforts to identify them, no Travelling Showpeople yards were found in Powys. This is consistent with findings from both the 2008, 2014 and 2016 GTAAs for Powys.
- 3.23 Further details can be found in Chapter 5 and **Appendix A**.

Figure 7 - Total amount of provision in Powys (March 2021)

Category	Sites/Yards	Pitches/Plots
Private with permanent planning permission	1	1
Private sites with temporary planning permission	0	0
Public sites	3	31
Public transit provision (seasonal)	1	100
Private transit provision	0	0
Tolerated sites	1	1
Unauthorised sites	0	0
Travelling Showpeople yards	0	0

Figure 8 - Sites and Yards in Powys (March 2021)

Site Name	Pitches/Plots	Status
Kings Meadow, Brecon	14	Public
Land adjoining the Cemetery, Machynlleth	5	Public
Leighton Arches, Welshpool	12	Public
Woodlands, Brecon	1	Private
Y Dolydd Workhouse, Llanfyllin	1	Tolerated
Ysgiog Field, Builth Wells	100	Temporary Transit

Map 1 - Indicative Location of Sites in Powys (March 2021)



4. Methodology

4.1 This section sets out the methodology that has been followed to deliver the outputs for this study. The Welsh Government GTAA Guidance issued under Section 106 of the Housing (Wales) 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.
- » Identifying and analyse existing data sources.
- » Publicising the accommodation assessment.
- » Conducting the accommodation assessment surveys.
- » Calculating 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. The Council set up and managed the Steering Group and the individuals who attended the meetings of the Powys GTAA Steering Group were:

Figure 9 – Powys GTAA Steering Group Membership

Name	Organisation	Role
	Brecon Beacons NPA	
	Brecon Beacons NPA	
Adrian Humpage	Powys County Council	Principle Planning Policy Officer
Ceri Davies	Powys County Council	Housing Management and Options Team Leader
Dafydd Evans	Powys County Council	Service Manager, Housing Solutions
Helen Gwalchmai	Powys County Council	Housing Management and Options Team Leader
Julie Heighway	Powys County Council	Resources Team Leader (Housing)
Kimberly Caruana	Powys County Council	Affordable Housing Development lead
Kirstie Gallacher	Powys County Council	Housing Management and Options Team Leader
Michael Bayliss	Opinion Research Services	Consultant
Steve Evans	Powys County Council	Housing Management and Options Team Leader
Steve Jarman	Opinion Research Services	Consultant
Tanya Dearing	Powys County Council	Planning Policy Officer
Terry Flynn	Powys County Council	Team Leader, Housing Strategy

4.4 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. The first Steering Group meeting was held in June 2020, the second Steering Group Meeting was held in February

2021, and it is hoped that final Steering Group Meeting will be held in April/May 2021 following the sign-off of the GTAA Report. All meetings will be held online due to COVID-19.

- 4.5 The first Steering Group meeting discussed the background to the GTAA and clarified the purpose and the role of the Group. Means of communicating the GTAA were also discussed, together with opportunities to engage with households living in bricks and mortar. The second Steering Group meeting provided an opportunity for an update on the site fieldwork and the emerging outcomes of the assessment of need. The final Steering Group meeting is due to discuss sharing the GTAA Report, discussing how the study outcomes could be communicated to members of the Travelling Community and how to address the identified need in LDP Policies.
- 4.6 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 Travelling Ahead: Gypsy, Roma and Traveller Advice and Advocacy Support.

Identify and Analyse Existing Data

- 4.7 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

- 4.8 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.
- 4.9 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. It was agreed that site managers would communicate the study to households on the 3 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.

Conducting the Accommodation Assessment Surveys

Site Interviews

- 4.10 As this was an update of a GTAA that was completed in 2016 and as a result of travel and social distancing restrictions that were put in place in March 2020 due to COVID-19 a desk-based and telephone approach was used to update the site fieldwork.
- 4.11 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.
- 4.12 Contact details for site residents were obtained from members of the Steering Group and letters were sent of all households asking them to contact ORS to complete a telephone interview. In addition, for some sites, permission was obtained by Site Managers for telephone numbers to be shared with ORS to complete telephone interviews. Household interviews were completed with residents using the questions set out in the Welsh Government GTAA Guidance.
- 4.13 Through this approach ORS were able to complete with residents living on all occupied pitches in Powys, together with interviews with 4 households living in bricks and mortar (3 of whom have now moved to the new public site in Machynlleth so have not been included as components of need) – and with 3 households with local links to Powys who are currently living on a private site in a neighbouring local authority.

Bricks and Mortar Interviews

- 4.14 ORS worked closely with the Council to identify and encourage households living in bricks and mortar to participate in the GTAA. Contacts were identified through members of the Steering Group, speaking with people on existing sites and adverts on social media. Telephone interviews were completed with all contacts that were identified in compliance with the GTAA Guidance.

Calculate the Accommodation Needs of Gypsies, Travellers and Travelling Showpeople

- 4.15 The Welsh Government GTAA Guidance sets out a detailed methodology to assess current and future pitch needs. This approach 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 population need. This information 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

4.16 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 on 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

4.17 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 (see Appendix E). This was used to inform this element of the Welsh Government GTAA Guidance (see Paragraphs 203-209). Paragraph 203 sets out that the research completed by ORS suggests that an acceptable growth rate is usually within the range of 1.50% – 3.00% per annum and Paragraph 204 sets out that Local Authorities should analyse the demographic data provided by community members to consider their own local anticipated growth over the 5-year period.

4.18 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).

4.19 The estimate of new household formation for remaining years of the study has been completed by applying a net compound formation rate based on demographic evidence from the site interviews that were completed. The base for this calculation is 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 not currently living on a pitch or plot), and new household formation for years 0-5 of the study identified from the site interviews. Further evidence to support the approach taken to calculate new household formation is set out in Chapter 6.

Final Outcomes

4.20 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 has been prepared for the current and future needs of Gypsies,

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.

Travellers and for Travelling Showpeople as their needs should be considered independently as their circumstances are different from that of the wider travelling community.

Transit Provision

- 4.21 The GTAA also includes an assessment of the need for any transit sites or temporary 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. Data from the Gypsy and Traveller Caravan Count has also been considered as supporting evidence.

Compliance with Engagement Checklist

- 4.22 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 10 – 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>Whilst it was not possible for ORS Researchers to visit every site in Powys due to COVID-19, it was possible to interview all resident households that were identified over the phone.</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>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. However, Worlds Fair ceased being published as a weekly newspaper in 2019 and Travellers Times no longer publish details of GTAA's on their Facebook pages.</i></p>	✓
3	<p>Consult relevant community support organisations, such as those in Annex 1.</p> <p><i>Engagement was sought with all organisations listed in Annex 1 of the GTAA Guidance. The only organisation that responded was Travelling Ahead and a telephone interview was completed with their Team Manager. A summary of the interview can be found in Appendix C.</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 is a waiting list for Kings Meadow and Leighton Arches. There were households in need on the waiting list for Leighton Arches at the time the GTAA was completed.</i></p>	✓

<p>5</p>	<p>Endeavour to include Gypsies and Travellers on the GTAA Project Steering Group.</p> <p><i>Due to COVID-19 it was not possible to include members of the Gypsy and Traveller community on the Steering Group. However, through good community relations in Powys it was possible to complete interviews with Travellers living on all occupied pitches.</i></p>	<p>✓</p>
<p>6</p>	<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 telephone interviews with members of the Travelling Community.</i></p>	<p>✓</p>
<p>7</p>	<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>Due to COVID-19 it was not possible to hold any on-site information events. However, the Council's Site Managers were able to visit the sites 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.</i></p>	<p>✓</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 5 Gypsy and Traveller sites and no Travelling Showpeople yards in Powys.

Figure 11 - Sites in Powys (March 2021)

Site Name	Pitches	Status
Kings Meadow, Brecon	14	Public
Land Adjoining Cemetery, Machynlleth	5	Public
Leighton Arches, Welshpool	12	Public
Woodlands, Brecon	1	Private
Y Dolydd Workhouse, Llanfyllin	1	Tolerated

- 5.2 Interviews were attempted on the sites and yards between October 2020 and March 2021 and a total of 32 successful interviews were completed across all 5 of the sites – including 3 with households living in bricks and mortar who have now moved on to the new public site in Machynlleth. This represented an overall response rate of 100% of occupied pitches (there was 1 vacant pitch at Kings Meadow). In addition, one other face-to-face interview was conducted with a household living in bricks and mortar linked to the households living on the new site in Machynlleth, and three interviews were completed with Travellers living on a private site in Shropshire who are related to households living on Leighton Arches and who are on the waiting list for this site. No other contacts in bricks and mortar were identified despite the efforts from members of the steering group and the publicity, and due to COVID-19.

Figure 12 – Interviews completed in Powys (November 2015)

Site/Yard Name	Pitches	Interviews	Refusals
Kings Meadow, Brecon	14	13 ⁴	0
Land Adjoining Cemetery	5	5	0
Leighton Arches, Welshpool	12	12	0
Woodlands	1	1	0
Y Dolydd Workhouse, Llanfyllin	1	1	0
Bricks and Mortar	1	1	0
Shropshire	3	1	0

Interview Log

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

⁴ There was one vacant pitch on this site.

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 private and tolerated sites or in bricks and mortar.
- 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 and Romany Gypsies. Romany Gypsies made up the highest number (21) and proportion (62%) of those interviewed living on sites in Powys.

Figure 13 – Ethnicity of Households as % of Total Households Interviewed (March 2021)

Ethnicity - Sites	Number	%
Irish Traveller	13	38
Romany Gypsy	21	62
Total	34	100

- 5.6 In total the site interviews covered 88 residents living on Gypsy and Traveller sites, living in bricks and mortar, and living on a site in a neighbouring local authority. This was made up of 59 adults and 29 children aged under 18. This equates to 67% adults and 33% 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 14 – Age and Gender of Household Members as % of Total Residents Interviewed (March 2021)

Age and Gender - Sites	Number ⁵	%
Male	43	51
Female	42	49
Under 18	29	33
18 and Over	59	67

Interview Summary

Public Sites

Kings Meadow, Brecon

- 5.7 Staff from ORS completed interviews with all residents living on the public site at Kings Meadow between October 2020 and March 2021. The site has planning consent for 14 pitches and one is currently vacant due to maintenance work being completed.

⁵ It was not possible to determine the gender of 3 children living on sites.

- 5.8 The site is occupied by Romany Gypsies and occupants comprised 20 adults and 7 children aged under 18.
- 5.9 There were no concealed or doubled-up household identified and two teenagers who will need a pitch in the next 2-5 years.
- 5.10 The majority of the households stated that they have enough sleeping areas on their pitches, and no family members wanted to be added to the waiting list.
- 5.11 Many of the residents are not satisfied with the site and all felt that there were repairs needed to the current day rooms on the pitches. A small number would also like some additional pitches on the site to address any future household need.
- 5.12 All of the households have lived on the site for over 5 years and all 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.
- 5.13 None of the households said that they have camped by the roadside, on an unauthorised encampment or on a transit site in the past year (possible as a result of COVID-19), and none felt that there is a need for additional transit provision across Wales in general.

Land Adjoining Cemetery, Machynlleth

- 5.14 Staff from ORS completed interviews with all residents due to move in March 2021 to the new public site at Land Adjoining Cemetery in February 2021 – 2 living on the roadside and 3 living in bricks and mortar. This is the new site that has been developed to meet need identified in the previous GTAA and has planning consent for 5 pitches and was completed and occupied in March 2021 following the completion of the GTAA fieldwork.
- 5.15 The site is occupied by Romany Gypsies and occupants will comprise 8 adults and 4 children aged under 18.
- 5.16 There were no concealed or doubled-up household identified and two teenagers who will need a pitch in the next 2-5 years.
- 5.17 The majority of the households stated that they will have enough sleeping areas on their pitches, and one additional family member identified a household living in bricks and mortar (also interviewed) who wanted to be added to the waiting list. This household is included as a component of need in the GTAA.
- 5.18 Many of the residents stated that they will be satisfied with the new site, although due to additional need from family members would like additional pitches on the site.
- 5.19 All of the households that were interviewed have local connections through family or work.
- 5.20 None of the households said that they have camped by the roadside, on an unauthorised encampment or on a transit site in the past year (possible as a result of COVID-19), and none felt that there is a need for additional transit provision across Wales in general.

Leighton Arches, Welshpool

- 5.21 Staff from ORS completed interviews with all residents living on the public site at Leighton Arches between October 2020 and November 2020. The site has planning consent for 12 pitches.

- 5.22 The site is occupied by Irish Travellers Gypsies and occupants comprised 20 adults and 10 children aged under 18.
- 5.23 There were 7 concealed or doubled-up household identified and two teenagers who will need a pitch in the next 1-2 years and 2-5 years.
- 5.24 A total of 7 households stated that they have enough sleeping areas on their pitches with 5 household stating they do not have enough sleeping areas. Several households have family members of the waiting list for a pitch of their own on the site, and one further family member wanted to be added to the waiting list.
- 5.25 Many of the residents are not satisfied with the site for the following reasons:
- » General repairs needed.
 - » Additional pitches needed to meet current need form over-crowding.
 - » Repairs needed to fencing.
 - » Pest control to deal with rats on the site.
 - » Improved streetlighting.
- 5.26 All of the households have lived on the site for over 5 years and all 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.
- 5.27 Two 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 both felt that there is a need for additional transit provision in Powys and in Welshpool specifically.
- 5.28 Three household members were identified who are currently living on a private site in a neighbouring local authority, who are related to households living on the site, and who are on the waiting list for a pitch on the site. These households were also interviewed to capture their basic needs and they have been included in the GTAA as in-migration.

Private Sites

Woodlands, Brecon

- 5.29 Staff from ORS completed an interview with residents living on this site in March 2021. The site has planning consent for one pitch. The household have lived on the site for less that a year, are satisfied with the site, and have no plans to move. There is no current or future need associated with the site.

Tolerated Sites

Y Dolydd Workhouse, Llanfyllin

- 5.30 Staff from ORS completed an interview with the household living on the the tolerated site at Y Dolydd Workhouse in December 2020. They are satisfied with the site and do not plan to move. There is no current or future need associated with the site.

Bricks and Mortar Interviews

^{5.31} As well as completing interviews with 3 households in bricks and mortar who are now living on the new public site in Machynlleth, interviewers were able to complete an interview with another household living in bricks and mortar in Machynlleth. They are related to the families who are now living on the new public site and they would also like to move onto the site to be with family members – see Paragraph 5.17.

6. Assessing Accommodation Needs

- 6.1 This section focuses on the additional pitch provision which is needed by Powys County Council for a short-term period of 5 years and the full Local Development Plan period for BBNPA to 2033 and for Powys County Council to 2037. 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 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.

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 households⁶.
- » Conventional housing – movement from bricks and mortar⁷.
- » New households to arrive from waiting lists/in-migration.

⁶ Following the guidance set out in Paragraphs 195-201 of the GTAA Guidance

⁷ Following the guidance set out in Paragraphs 172-183 of the GTAA Guidance

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). New household formation for the remainder of the study period have 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 3 authorised public sites in Powys and 1 small authorised private site. There is also one site which is tolerated for planning purposes. There is no public or private transit provision.

Figure 15 – Total number of authorised sites in Powys as of March 2021

Category	Sites	Pitches	Occupied
Private sites with permanent planning permission	1	1	1
Private sites with temporary planning permission	0	0	0
Public sites (Council and Registered Providers)	3	31	30 ⁸
Public transit provision	0	0	0
Private transit provision	0	0	0
Tolerated sites	1	1	1

- 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 is one vacant pitch on a public site in Powys.
 - » **Pitches expected to become vacant** – One household on a public site in Welshpool indicated that they are actively seeking to move to bricks and mortar in Powys.
 - » **Pitches currently with planning permission** – There are no pitches on the public and private sites that planning permission and have not been implemented.

- 6.9 This gives a figure for **overall supply of 2 pitches**.

Figure 16 - Summary of Pitch Supply in Powys - March 2021

Category	Pitches
Current vacant pitches	1
Pitches expected to become vacant	0
Movement to bricks and mortar	1
Out-migration	0
Unimplemented pitches with planning consent	0
TOTAL SUPPLY	2

⁸ There is one vacant pitch at Kings Meadow.

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 Sites

- 6.11 The study has identified no unauthorised sites in Powys.

Figure 17 - Summary of Unauthorised and Tolerated Pitches in Powys in March 2021

Site	Pitches
Unauthorised pitches	0
TOTAL	0

Concealed Households and Over-Crowded Pitches

- 6.12 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:
- » 7 concealed or doubled-up households or single adults at Leighton Arches.
 - » 6 teenagers who will be in need of a pitch of their own in the next 5 years. These will be included as a component of need as Future Households for years 1-5 of the GTAA.
- 6.13 Therefore, there are 7 concealed or doubled households or single adults that will be included as components of need in the GTAA.

Conventional Housing

- 6.14 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.
- 6.15 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. As well as completing interviews with 3 household in bricks and mortar who are now living on the new public site in Machynlleth, this process resulted in 1 additional household to interview who stated that they had a need to move to the new public site in Machynlleth to be close to family members.

Figure 18 - Summary of Bricks and Mortar Need in Powys - March 2021

Site	Pitches
Existing households	1
TOTAL	1

New Households to Arrive

- 6.16 At the time of the GTAA there were no households on the waiting list for the public site at Kings Meadow and 8 households on the waiting list for the public site at Leighton Arches. There is no waiting list for the new public site at Land Adjoining Cemetery in Machynlleth.
- 6.17 Discussions with the Site Manager for Leighton Arches has identified that two of the households on the waiting list are currently doubled-up on the site, and that three are those who have been identified living on a private site in a neighbouring local authority. The Council have had no contact with the remaining three households since 2016 so have assumed that they are no longer in need of a pitch.
- 6.18 Therefore, there are **no additional households** in need of a pitch in Powys from the waiting list.
- 6.19 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.
- 6.20 Evidence drawn from household interviews in Powys has been carefully considered and has identified three households living on a private site in a neighbouring local authority with close links to residents on the public site at Leighton Arches and who are on the waiting list for this site.
- 6.21 Therefore, there are **three additional households** in need of a pitch in Powys from in-migration.

Additional Pitch Provision: Future Need

- 6.22 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

- 6.23 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 D**.
- 6.24 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.

- 6.25 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.
- 6.26 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.
- 6.27 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 the remaining years of the GTAA based on demographic evidence from the site surveys.
- 6.28 The site and bricks and mortar interviews identified **a total of 6 new households** as a result of family growth over the first 5 years of the assessment, and a no annual pitch turnover on the public sites.
- 6.29 The rate for years the remainder of the GTAA period 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 **33%** of the on-site and bricks and mortar population are children and teenagers aged under 18. Given that this lower than 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 1.40%**, using the total number of households at year 5 as the population base.

Overall Need for Powys and BBNPA

- 6.30 The Welsh Government Guidance requires 2 assessments of need – for the first 5 years of the study period, and for the full Local Development Plan period.
- 6.31 Following this approach, the overall estimated provision that is needed in Powys (including the BBNPA) for the first 5 years is for **15 pitches**.
- 6.32 The overall estimated provision that is needed up to 2033/37 (the remainder of the Powys and BBNPA LDP periods) is for **9 pitches**.

Figure 19 – Additional Pitches Needed in Powys from 2021-2033/37

Current Residential Supply	Number of Pitches	Notes
A. Occupied Local Authority Pitches	31	3 public sites
B. Occupied authorised private pitches/tolerated pitches	2	1 private site and 1 tolerated site
Total	33	
Planned Residential Supply	Number of Pitches	
C. Vacant Local Authority pitches and available vacant pitches	1	1 vacant pitch
D. Pitches expected to become vacant in near future	1	1 to bricks and mortar
E. New Local Authority and private pitches with planning permission	0	No unimplemented pitches
Total	2	
Current Residential Demand	Pitch Demand	
F. Unauthorised encampments	0	None
G. Unauthorised developments	0	None
H. Overcrowded pitches/Unsuitable accommodation	7	7 doubled-up households
I. Conventional housing	1	1 household from bricks and mortar
J. New households to arrive	3	3 in-migration
Total	11	
Current Households	Future Households (at year 5)	Future Households (years 6 to 13)
K. 43	49	58
L. Additional household pitch need	6	9
Unmet Need	Need Arising	Need Accommodated
M. Current residential demand –	11	
N. Future residential demand (year 5)	6	
O. Future residential demand (years 6 to 15)	9	
P. Planned residential supply		2
Q. Unmet need (5 year)	15	
R. Unmet need (to end of the Powys Local Development Plan period to 2037)	24	

6.33 Given that there is a need to plan for the provision of Gypsy and Traveller pitches for the Powys LDP to 2037 and for the Brecon Beacons National Park Authority LDP to 2033 the table below breaks down the 5-year need and the remaining need for Powys and the BBNPA. Due to data protection restrictions the sites where this need has been identified cannot be included in the GTAA Report but details have been provided to the Council and BBNPA to enable them to plan to meet this need.

Figure 20 - Summary of Need for Powys and the BBNPA

Site	5-Year Need	Remaining LDP Need to 2033/37
Powys (to 2037)	13	6
BBNPA (to 2033)	2	3
TOTAL	15	9

Transit/Emergency Stopping Site Provision

6.41 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. This type of site also has restrictions on the length of time a Traveller can stay on it but has much more limited facilities with typically only a source of water and chemical toilets provided.

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. 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 pitch⁹. 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.

6.43 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 2016 Powys GTAA, and the outcomes from the household interviews.

6.44 Analysis of the number of authorised and unauthorised caravans that have been recorded in Powys in the Caravan Count show peaks in numbers of unauthorised caravans during July between 2010 and 2012 that have been attributed to caravans visiting the Royal Welsh Show in Builth Wells and 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. This permission has now been extended to August 2023. As a result of this the Caravan

⁹ <https://www.travellerstimes.org.uk/features/lawyers-opinion-police-powers-and-unauthorised-camps-travellers-motor-vehicles-and>

Count data for July now shows a peak in numbers of authorised caravans using the new transit facility, and a significant decrease in the number of unauthorised caravans.

- 6.45 The 2016 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. It subsequently recommended that there was not a need for the Council to provide a Transit site in Powys, and that the Council should consider management-based approaches to dealing with any encampments that do occur.
- 6.46 The outcomes from the household interviews for this GTAA indicate that only 2 of the 25 households that responded to this question felt that there was a need for more transit provision in Wales.
- 6.47 As such it is again 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, and that 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.

Need for Travelling Showpeople Plots

- 6.48 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 (including the areas of the BBNPA) for the first 5 years of the study period is for **15 pitches** and need by 2037, the end of the Powys replacement LDP period, is for a further **9 pitches**. This gives a total need for the whole period and across Powys for **24 additional pitches**.
- 7.2 The table below breaks down this need for Powys County Council to 2037, and for BBNPA to 2033. 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.

Figure 21 - Summary of Need for Powys and the BBNPA

Site	5-Year Need	Remaining LDP Need to 2033/37
Powys (to 2037)	13	6
BBNPA (to 2033)	2	3
TOTAL	15	9

Travelling Showpeople

- 7.3 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.

Transit Sites

- 7.4 The granting of planning permission for a temporary transit site to 2023 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.
- 7.5 The 2016 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. It subsequently recommended that there was not a need for the Council to provide a Transit site in Powys, and that the Council should consider management-based approaches to dealing with any encampments that do occur.
- 7.6 The outcomes from the household interviews for this GTAA indicate that only 2 of the 25 households that responded to this question felt that there was a need for more transit provision in Wales.
- 7.7 As such it is again 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, and that 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.

Addressing Identified Need

- 7.8 In general terms need identified in a GTAA should be seen as need for additional pitches. Welsh Government Guidance on Designing Gypsy and Traveller Sites (2015) recommends that as a minimum a pitch should be capable of accommodating an amenity block, a mobile home, a touring caravan, and parking for two vehicles. However, this guidance relates only to public sites provided by Local Authorities and there are currently no public sites in Bridgend.
- 7.9 Given that the majority of need identified in Powys is from households living on public sites, or from households related to those living on public sites, it is recommended that the Council should seek to meet the need on additional public pitches and a number of approaches should be considered before seeking to identify and develop a new public site.
- 7.10 The first approach to consider is in relation to concealed or doubled-up households and teenagers who will be in need of a pitch of their own in the next 5 years. In the short to medium term, it is likely that the accommodation needs of these individuals could be met through additional touring caravans or smaller mobile homes on existing sites which are, generally, each equivalent to the provision of a pitch, as opposed to full new formally set out pitches.
- 7.11 The second approach to consider is for public sites occupied by larger extended family groups. Sites like these are often able to meet their overall accommodation needs through intensification and redesign including shared facilities such as amenity blocks.
- 7.12 Also, in relation to future need through new household formation, it is likely that this need could be met through the natural turnover of pitches.
- 7.13 Finally, it is recognised that the Council are starting the process of reviewing their adopted Local Development Plan that sets out how overall housing need will be addressed. The replacement Powys LDP (LDP2) is expected to cover the period 2022-2037. The Brecon Beacons National Park Authority are already in the process of reviewing their adopted Local Development Plan covering the period to 2033. The findings of this report should be considered as part of future housing mix and type within the context of the assessment of overall housing need in relation to Gypsies, Travellers and Travelling Showpeople.

Appendix A: Sites and Yards in Powys (March 2021)

Site/Yard	Operational Pitches/Plots	Unauthorised Pitches/Plots
Public Sites		
Kings Meadow, Brecon	14	
Land Adjoining Cemetery, Machynlleth	5	
Leighton Arches, Welshpool	12	-
Private Sites with Permanent Permission		
Woodlands, Brecon	1	-
Private Sites with Temporary Permission		
None	-	-
Tolerated Sites		
Y Dolydd Workhouse, Llanfyllin	1	-
Unauthorised Sites		
None	-	-
TOTAL PITCHES	33	0
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	Engagement attempts	Engagement techniques	Completed or refusal?	Reason for refusal?
1 Kings Meadow	Public site	04/03/2021	Site Manager	Complete	n/a
2 Kings Meadow	Public site	17/11/2020	Phone	Complete	n/a
3 Kings Meadow	Public site	04/03/2021	Site Manager	Complete	n/a
4 Kings Meadow	Public site	17/11/2020	Phone	Complete	n/a
5 Kings Meadow	Public site	17/11/2020	Phone	Complete	n/a
6 Kings Meadow	Public site	04/03/2021	Site Manager	Complete	n/a
7 Kings Meadow	Public site	04/03/2021	Site Manager	Complete	n/a
8 Kings Meadow	Public site	10/11/2020	Phone	Complete	n/a
9 Kings Meadow	Public site	Vacant	Vacant	Vacant	n/a
10 Kings Meadow	Public site	17/11/2020	Phone	Complete	n/a
11 Kings Meadow	Public site	17/11/2020	Phone	Complete	n/a
12 Kings Meadow	Public site	17/11/2020	Phone	Complete	n/a
13 Kings Meadow	Public site	10/11/2020	Phone	Complete	n/a
14 Kings Meadow	Public site	10/11/2020	Phone	Complete	n/a
Land Adjoining Cemetery	Public site	23/02/2021	Phone	Complete	n/a
Land Adjoining Cemetery	Public site	23/02/2021	Phone	Complete	n/a
Land Adjoining Cemetery	Public site	23/02/2021	Phone	Complete	n/a
Land Adjoining Cemetery	Public site	23/02/2021	Phone	Complete	n/a
Land Adjoining Cemetery	Public site	23/02/2021	Phone	Complete	n/a
1 Leighton Arches	Public site	20/10/2020	Phone	Complete	n/a
2 Leighton Arches	Public site	09/11/2020	Phone	Complete	n/a
3 Leighton Arches	Public site	20/11/2020	Phone	Complete	n/a
4 Leighton Arches	Public site	05/11/2020	Phone	Complete	n/a
4a Leighton Arches	Public site	05/11/2020	Phone	Complete	n/a
4b Leighton Arches	Public site	09/12/2020	Phone	Complete	n/a
5 Leighton Arches	Public site	13/10/2020	Phone	Complete	n/a
6 Leighton Arches	Public site	13/10/2020	Phone	Complete	n/a
7 Leighton Arches	Public site	10/11/2020	Phone	Complete	n/a
8 Leighton Arches	Public site	10/11/2020	Phone	Complete	n/a
9 Leighton Arches	Public site	06/11/2020	Phone	Complete	n/a
10 Leighton Arches	Public site	09/11/2020	Phone	Complete	n/a

Woodlands	Private site	03/03/2021	Phone	Complete	n/a
Y Dolydd Workhouse	Tolerated site	07/12/2020	Phone	Complete	n/a
Machynlleth	Bricks and mortar	23/03/2021	Phone	Complete	n/a
Shropshire	In-migration	20/11/2020	Phone	Complete	n/a
Shropshire	In-migration	20/11/2020	Phone	Complete	n/a
Shropshire	In-migration	20/11/2020	Phone	Complete	n/a

Appendix C: Interview Summary – Travelling Ahead

ORS interviewed a representative from Travelling Ahead¹⁰ in November 2020.

Travelling Ahead are an organisation which provides support, advice and advocacy for Gypsy, Traveller and Roma families across Wales. They have helped to raise awareness of Accommodation Assessments across Wales to ensure that the Travelling community are represented and were able to offer assistance to ORS in engaging with Travelling Community in Powys for the latest Assessment.

Much of the work Travelling Ahead do involves accommodation issues which arise for people on sites, in homes, living roadside, or those affected by homelessness. Members of the organisation therefore have links with the communities living at the Local Authority sites in Powys, families living in bricks and mortar accommodation in the area, and also with those who travel through and set-up short term encampments in the area. **The following matters were highlighted during the discussion with ORS and relate to existing matters Powys.**

- » Irish Traveller residents at the Leighton Arches site in Welshpool have discussed issues of overcrowding, indicating a need for accommodation amongst that community within Powys.
- » There are issues relating to the postal delivery to sites. For example, the Leighton Arches site in Welshpool does not receive post at all, and residents have to travel to a sorting office to retrieve their mail. Travelling Ahead became aware of this following their attempt to distribute information relating to COVID procedures at the start of the first national lockdown. After speaking with residents on the Leighton Arches site it became apparent that the residents did not receive the documents. This is believed to be an issue that needs remedying urgently.
- » It is believed that Powys would benefit from having a form of culturally appropriate transit accommodation in the area. Such accommodation would provide safe places to stay for families travelling through the area who would currently be required to stop in unsafe and/or unsuitable locations, potentially harming health, and wellbeing.
- » In addition, further culturally appropriate flexible/temporary accommodation is needed to accommodate individuals and/or families from the area that have been displaced from existing sites and would otherwise be homeless. The lack of any culturally appropriate flexible/temporary accommodation results in situations which can again become harmful to health and wellbeing. Those living in unsafe environments must either continue living within that environment or will be forced to stay in unsafe and/or unsuitable locations. Travelling Ahead have previously contacted Powys County Council to propose locations for culturally appropriate transit and flexible/temporary accommodation, but the Council

¹⁰ <https://www.tgpcymru.org.uk/what-we-do/travelling-ahead-wales-gypsy-roma-and-traveller-advice-and-advocacy-service/>

were said to not be able to make anything happen at those times. It was hoped that the updated GTAA would be a good opportunity to raise the issue once more.

- » The need to ensure quality and sustainable standards of new accommodation, which is fit for purpose, was also highlighted. It was believed that there are currently numerous issues relating to deficiencies of sustainability at one of the sites in the area. This was said to be impacting the health of residents and the overall quality of life on the site. Meaningful consultation with residents at all stages of site development, and then management of all sites, is required to head off and address potential issues to ensure the provision of sites deliver their overall objective, which is to benefit Gypsy and Traveller communities.

Appendix D: Technical Note on Household Formation and Growth Rates



Technical Note

Gypsy and Traveller Household Formation and Growth Rates

June 2020

Opinion Research Services



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Household Growth Rates

Abstract and Conclusions

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

Introduction

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

Modelling Population and Household Growth Rates

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

Migration Effects

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

Population Profile

7. The main source for the rate of Gypsy and Traveller population growth is the UK 2011 Census. The ethnicity question in the 2011 Census included for the first time 'Gypsy and Irish Traveller' as a specific category. While non-response bias probably means that the size of the population was underestimated, the age profile the Census provides is not necessarily distorted and matches the profile derived from ORS's extensive household surveys.

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

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

Birth and Fertility Rates

8. The table above provides a way of understanding the rate of population growth through births. The table shows that surviving children aged 0-4 years comprise 10.4% of the Gypsy and Traveller population – which means that, on average, 2.1% of the total population was born each year (over the last 5 years). The same estimate is confirmed if we consider that those aged 0-14 comprise 29.8% of the Gypsy and Traveller population – which also means that almost exactly 2% of the population was born each year.
9. The total fertility rate (TFR) for the whole UK population is just below 2 – which means that on average each woman can be expected to have just less than two children who reach adulthood. We know of only one estimate of fertility rates of the UK Gypsy and Traveller community, in '*Ethnic identity and inequalities in*

Britain: The dynamics of diversity by Dr Stephen Jivraj and Professor Ludi Simpson (published May 2015). The authors use the 2011 Census data to estimate the TFR for the Gypsy and Traveller community as 2.75.

10. ORS used our own multiple survey data to investigate the fertility rates of Gypsy and Traveller women. The ORS data shows that on average Gypsy and Traveller women aged 32 years have 2.5 children (but, because the children of mothers above this age point tend to leave home progressively, full TFRs were not completed). On this basis it is reasonable to infer an average of 3 children per woman during her lifetime, which is broadly consistent with the estimate of 2.75 children per woman derived from the 2011 Census.

Death Rates

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

Modelling Outputs

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

Household Growth

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

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

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

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

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

Household Type	All households in England		Gypsy and Traveller households in England	
	Number of households	Percentage of households	Number of households	Percentage households
Single person	6,666,493	30.3%	5,741	29.5%
Couple with no children	5,681,847	25.7%	2345	12.1%
Couple with dependent children	4,266,670	19.3%	3683	18.9%
Couple with non-dependent children	1,342,841	6.1%	822	4.2%
Lone parent: Dependent children	1,573,255	7.1%	3,949	20.3%
Lone parent: All children 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%

18. The key point, though, is that since 20% of Gypsy and Traveller households are lone parents with dependent children, and up to 30% are single persons, there is limited potential for further reductions in average household size to increase current household formation rates significantly – and there is no reason to think that earlier household formations or increasing divorce rates will in the medium term affect household formation rates. While there are differences with the general population, a 1.25%-1.50% per annum Gypsy and Traveller population growth rate is likely to lead to a household growth rate of 1.25%-1.50% per annum

Summary Conclusions

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