

# Carmarthenshire Gypsy and Traveller Accommodation Assessment



Final Report (v3)

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# 1. Executive Summary

## Introduction and Methodology

- 1.1 The primary objective of the 2015 Gypsy and Traveller Accommodation Assessment (GTAA) is to provide a robust assessment of current and future need for Gypsy and Traveller accommodation in Carmarthenshire. 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 for the Local Development Plan period to 2021. With respect to the post development plan period, it is unclear as to its future direction, and/or make up; however the evidence provided within this assessment establishes much of the groundwork which can be used for further studies on future accommodation needs.
- 1.2 The GTAA has sought to understand the accommodation needs of the Gypsy and Traveller population in Carmarthenshire through a combination of desk-based research, stakeholder interviews and engagement with members of the Travelling Community. In addition a range of local stakeholders were invited to sit on a Project Steering Group. A total of 24 interviews were completed with Gypsies and Travellers living on authorised and unauthorised sites representing a response rate of 67%. In addition a total of 19 interviews were completed with Travellers living in bricks and mortar (this is a very high figure when compared to the majority of GTAAs completed by other local authorities in Wales and England). 9 interviews were also completed with Travelling Showpeople living on 3 yards, and 3 interviews with households living in bricks and mortar.
- 1.3 The baseline date for the study is January 2016.

## Key Demographic Findings – Gypsies and Travellers

- 1.4 Ethnicity data was captured from all of the households that were interviewed on the Gypsy and Traveller sites. The sites in Carmarthenshire are occupied by a mixture of Irish Travellers, Welsh Gypsies and Romany Gypsies.
- 1.5 In total the site interviews covered 70 residents living on Gypsy and Traveller sites. This was made up of 38 adults and 32 children and teenagers aged under 18. This equates to 54% adults and 46% children and teenagers. When the demographics for the households in bricks and mortar are added these proportions change to 56% adults and 44% children and teenagers aged under 18. 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 Carmarthenshire (2011 Census).

## Key Demographic Findings – Travelling Showpeople

- 1.6 In total the interviews covered 19 residents living on Travelling Showpeople yards. This was made up of 15 adults and 4 teenagers aged under 18, and is a far lower proportion of children and young people when compared to the Gypsy and Traveller site population.

## Additional Pitch Needs – Gypsies and Travellers

- 1.7 The Welsh Government Guidance requires an assessment of need for the Local Development Plan period to 2021. The estimated provision that is needed in Carmarthenshire for the Local Development Plan period to 2021 is for **30 additional pitches**. This will address the needs of all identifiable Gypsy and Traveller households, and includes existing households on unauthorised sites and households living in unsuitable accommodation. This also includes movement from conventional housing and the expected growth in household numbers due to new household formation, as well as an element of supply and household dissolution. A large proportion of this need has arisen from households living in bricks and mortar and new household growth from within these households. A large number of these households had previously lived on the public site at Penybryn.
- 1.8 A detailed breakdown which sets out the components that make up this additional need, together with any other issues that have been taken into consideration are included in **Chapter 6** of this report.

## Additional Need - Travelling Showpeople

- 1.9 Interviews were completed with all households living on the 3 yards that were identified in Carmarthenshire, together with an additional 3 interviews with households living in bricks and mortar.
- 1.10 Based on the evidence presented in this study the estimate additional plot provision needed for Travelling Showpeople in Carmarthenshire for the Local Development Plan period to 2021 is for **5 additional plots**. This will address the needs of all identifiable Travelling Showpeople households, and includes existing households on unauthorised sites, concealed households, and the expected growth in household numbers due to new household formation.

## Transit Provision

- 1.11 Analysis of the number of unauthorised caravans recorded in the Welsh Government Gypsy and Travellers Caravan Count since 2006 shows a gradual increase in the number of unauthorised caravans from 5 to 20. However following the work undertaken during this assessment the GTAA now records only caravans on 9 pitches on tolerated or unauthorised sites.
- 1.12 Analysis of the Council's records of unauthorised encampments since 2013 shows that there have been a total of just 17 between April 2013 and October 2015. Of these 8 have been by a single family group that are known to the Council and are now living in social housing in Llanelli, 6 have been unknown families who have only stayed for a short period of time, and 1 was a group of Irish Travellers who stated that they had no permanent accommodation needs in Carmarthenshire.
- 1.13 Outcomes from the household interviews showed that less than 40% of households that were interviewed in Carmarthenshire felt that there was a need for more transit sites in Wales, and just 2 households stated that they had camped by the roadside/on an unauthorised encampment/or on a transit site in Wales in the

past 12 months. As such it is recommended that there is **no need for the Council to provide a transit site or temporary stopping places** in Carmarthenshire. However the Council should continue to monitor the number of unauthorised encampments and consider the use of Negotiated Stopping Arrangements to deal with short-term transient stops.



## 2. Background and Policy Context

### The Study

- 2.1 Opinion Research Services (ORS) were appointed by Carmarthenshire County Council (the Council) in July 2015 to complete a robust and up-to-date needs assessment of accommodation for Gypsies and Travellers residing and resorting in Carmarthenshire for the Local Development Plan period to 2021.
- 2.2 The study provides an evidence base to enable the Council to comply with their requirements towards Gypsies and Travellers under Section 3 of the Housing (Wales) Act 2014.
- 2.3 The GTAA provides a robust assessment of need for Gypsy and Traveller accommodation in Carmarthenshire. 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 for the Local Development Plan period to 2021. With respect to the post development plan period, it is unclear as to its future direction, and/or make up; however the evidence provided within this assessment establishes much of the groundwork which can be used for further studies on future accommodation needs.
- 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). Separate assessments of need have been completed for Gypsies and Travellers, and Travelling Showpeople due to the different components of needs associated with these groups of Travellers.
- 2.5 The baseline date for the study is January 2016.

### Legislation and Guidance

#### Housing (Wales) Act 2014

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

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

## Mobile Homes (Wales) Act 2013

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

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

## Planning Circulars 30/2007 and 78/91

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

## Welsh Government Designing Gypsy and Traveller Sites Guidance

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

## Local Development Plan Policies

### Gypsies and Travellers

- <sup>2.18</sup> The Local Development Plan (LDP) for Carmarthenshire was adopted in December 2014. This included a specific criteria based policy H7 in relation to Gypsy and Traveller Sites.

**Policy H7 – Gypsy and Traveller Sites**

Proposals for Gypsy and Traveller caravan sites or extensions to existing permitted sites will be allowed provided that:

*The proposed location is reasonably accessible to a range of facilities and services, including existing community, social, and educational provisions, and being within close proximity of main transport routes;*

*The proposal will not be detrimental to nearby residents and adjoining land uses by virtue of noise or other disturbances;*

*The site is capable of being serviced with water, electricity, sewage and waste disposal;*

*There is no adverse effect on the landscape/townscape or the setting and integrity of the historic environment.*

Strategic Objectives Supported: SO1, SO2, SO3, SO8, SO9, SO11 and SO14.

This policy should be read in conjunction with other relevant policies and proposals of this LDP.

**6.2.38** WG Circular 30/2007 (Planning for Gypsy and Traveller Caravan Sites) requires local planning authorities to make provision for Gypsy and Traveller caravan sites through site allocation, where a need is identified, along with criteria-based policies.

**6.2.39** The most recent Welsh Government bi-annual gypsy traveller caravan count (January 2013) and other sources of information identifies that there are no current habitable Local Authority pitches available at Penybryn, Llanelli to cater for the requirement of Gypsy Travellers within the County.

**6.2.40** It is considered that a careful land take-up and site monitoring presents the best available option to identify Gypsy Traveller requirements. The Council will identify a caravan site for gypsies and travellers should an unmet need be identified for Carmarthenshire within the monitoring and review stages of the LDP.

**6.2.41** Applicants will need to demonstrate that they meet the definition of a Gypsy Traveller as defined within WG circular 30/2007 'Planning for Gypsy and Traveller Caravan Sites'.

**6.2.42** Any application must include evidence to prove why a new site or extension to an existing site is required at that location. Such information should include evidence of a lack of availability of suitable permanent or transit pitches on existing sites.

**6.2.43** Any proposal for new sites or extensions to existing sites must have good access to services, particularly essential services such as primary schools and doctor's surgeries. The stipulation within the policy that sites should be within close proximity of main transport routes emphasises the importance of sustainability in the selection of potential sites. In this regard, appropriate locations related to settlements as defined within the LDP (Policy SP3 – Sustainable Distribution – Settlement Framework) with their facilities and services, supports the strategic objectives of the Plan and underpins its strategy.

**6.2.44** Regard should be had to paragraph 6.6.20 and the effect of proposals on European protected species. It should also be noted that where considered appropriate a project level HRA may be required in relation to future proposed sites.

## Rural Exception Policies

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

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

- 2.20 Whilst the Gypsy and Traveller Sites Policy H7 is not a rural exception policy, it does not strictly adopt the approach that new gypsy sites should be located within development limits but sets out that the proposed location should be reasonably accessible to a range of facilities and services, and within close proximity of main transport routes. The Council feel that this policy is much more flexible and lenient than in previous development plans and that it should cover the issue of rural exception. As set out above an applicant would need to evidence why they have to be on that site as set out in paragraphs 6.2.42 and 6.2.43 of the LDP.
- 2.21 The Council do have specific exception policies under AH2 and AH3 in the LDP which allow for development in the countryside if it is for affordable housing, and that these dwellings will be tied through a legal agreement. In addition for local need dwellings, Technical Advice Note 6 – Planning for Sustainable Rural Communities (2010) sets out the instances where exceptions may be considered appropriate. However none of these refer specifically to the development of Gypsy and Traveller sites.

## Call for Sites 2013

- 2.22 To support the preparation of the LDP the Council issued a Call for Gypsy Sites in January 2013. This invited landowners, developers, and any other interested parties to put forward sites for Gypsy and Traveller accommodation with a view to them being considered for inclusion within the LDP.
- 2.23 As a result of this a total of 3 sites were put forward:
- » Land at Berwick Bynea.
  - » Land at Penprys Road.
  - » Land at Gypsy Lane Llangennech.
- 2.24 The Council completed an assessment of the 3 sites, including seeking views from members of the public and other interested parties, and subsequently concluded that none of the sites met the assessment criteria and that all 3 would therefore not be seen as appropriate for consideration as locations for a new Gypsy and Travellers site.

## Gypsy and Traveller Community Strategy 2011-2014

- 2.25 In 2011 the Council, together with members of the Travelling Community and other key local stakeholders, prepared and published its first Gypsy and Traveller Community Strategy covering the period 2011-2014. This had 4 primary aims:
- » To improve the local authority owned Gypsy and Traveller site.
  - » To improve mutual understanding and trust between Gypsy and Traveller communities and the settled communities.
  - » To deal with unauthorised encampments fairly.
  - » To ensure fair access to services including health and education.
- 2.26 The Strategy sought to identify existing provision for Gypsies and Travellers in Carmarthenshire and to identify any specific needs in relation to housing need, accessing education and training, and health needs. It also sought to gain a better understanding of the needs of households living on unauthorised encampments, as well as wider travelling patterns.
- 2.27 The outcomes of the Strategy were a series of commitments from the Council relating to meeting the 4 primary aims. These are set out below:

### **To improve the Council-owned Gypsy and Traveller site**

We will do this by:

- Establishing a project group to oversee future improvements and feasibility of the site.
- Considering ways of involving residents in improving the site.
- Improving site standards to meet the Carmarthenshire Homes Standard, Design Guidance.
- Establishing and agreeing long-term management arrangements for the site in consultation with the site residents.
- Surveying the site to evaluate accurate costs to bring it up to standard, considering options for funding and producing and implementing the work programme.
- Reviewing our procedures for the management of the site to take into account the Good Practice Guide on managing Gypsy and Traveller sites.
- Reviewing tenancy conditions and enforcement procedures to make conditions and security of tenure more like those in our general housing stock and to take into account legislative changes under the Mobile Homes Act 1983.

### **Improve mutual understanding and trust between Gypsy and Traveller communities and the settled communities**

We will do this by:

- Contributing to local events around culture highlighting the work of gypsies and travellers in Carmarthenshire.
- Hosting a photographic exhibition of Gypsies and Travellers in local libraries.
- Publishing a feature article in Community News about Gypsies and Travellers in Carmarthenshire.

**To deal with unauthorised encampments fairly through carrying out joint procedures and partnership working with the Police and other agencies**

We will do this by:

- Developing a joint working protocol with agencies such as Education and the Police in order to make sure there is an effective response to unauthorised encampments in the County.
- Preparing guidance and advice leaflets.
- Distributing the procedure to make sure staff are aware of responsibilities.

**Ensure fair access to services including health and education**

We will do this by:

- Carrying out annual needs mapping of the need for housing-related support.
- Providing housing-related support to Gypsies and Travellers based on these needs.
- Carrying out a Gypsy and Traveller count for WAG every year.
- Reviewing our planning policy to reflect the requirements of WAG circular 30/2007.
- Improving our understanding of the education of Gypsy and Traveller children and encouraging access to education.
- Engaging with Gypsies and Travellers on private sites in order to identify their issues and needs.
- Providing services for Gypsies and Travellers on private sites to make sure they have the same access to resources as the rest of the population.
- Maintaining close links with schools to make sure that all Gypsy and Traveller children are identified.
- Supporting schools in awareness-raising activities to create a better understanding of Gypsy and Traveller history and culture.
- Liaising with all schools to facilitate transition into secondary education so that parents are engaged in planning and have a clearer understanding of what to expect.
- Liaising with Gypsy and Traveller families and education welfare officers to gain an understanding of the issues around attendance such as travel, wider social issues, and current educational provision in a variety of settings.
- Ensuring that post-16 opportunities are explained clearly to pupils and parents and how these can be beneficial in furthering not only academic progress but also provide enhanced training opportunities for traditional vocational skills.
- Providing opportunities for “catch-up” skills in literacy and numeracy, therefore facilitating a firmer base for accessing a wider range of curriculum subjects.
- Liaising with “fairground travellers” to help facilitate opportunities for e-learning for those who require it.

## Definition of Key Terms

2.28 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><b>Gypsies and Travellers</b></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><b>Residential site</b></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><b>Temporary residential site</b></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><b>Transit site</b></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 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>
<p><b>Temporary Stopping Place</b></p>	<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>
<p><b>Residential pitch</b></p>	<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>
<p><b>Transit pitch</b></p>	<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>
<p><b>Unauthorised encampment</b></p>	<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>

<b>Unauthorised development</b>	Land occupied by the owner without the necessary land use planning permission.
<b>Current residential supply</b>	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.
<b>Current residential demand</b>	<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>
<b>Future residential demand</b>	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.
<b>Overall residential pitch need</b>	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.
<b>Planned residential pitch supply</b>	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

	<p>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>
<b>Household</b>	<p>In this guidance this refers to individuals from the same family who live together on a single pitch / house / encampment.</p>
<b>Concealed or 'doubled-up' household</b>	<p>This refers to households which are unable to achieve their own authorised accommodation and are instead living within authorised accommodation (houses or pitches) assigned to another household.</p> <p>This may include adult children who have been unable to move home or different households occupying a single pitch.</p>
<b>Household growth</b>	<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 Carmarthenshire including previous assessments of need, socio-demographic data, caravan count data and the current provision of accommodation.

### Current and Previous GTAAs

- 3.2 The Carmarthenshire Gypsy and Traveller Community Strategy states that a needs assessment was completed during 2009. A total of 28 interviews were completed with households living on the public site at Penybryn, on private sites, in bricks and mortar and on a roadside encampment. However as there was no robust methodology in place no formal assessment of need was made at this time.
- 3.3 During 2012 the Council completed a further informal assessment of accommodation needs for Gypsies and Travellers in order to gather evidence for the pending Local Development Plan.

### Population Data – 2011 Census

- 3.4 Analysis of 2011 Census data relating to the Gypsy and Traveller population identified a total of 120 households and 335 individuals who identified themselves as Gypsies or Irish Travellers living in Carmarthenshire – representing just 0.2% of the population as a whole. It is likely that this is an under-estimate given the accepted lower than average levels of response to the Census from the members of the Gypsy and Traveller community.
- 3.5 Evidence to support this under-estimate can be found in an ONS Report that was published in January 2014 entitled *What does the 2011 Census tell us about the Characteristics of Gypsy or Irish Travellers in England and Wales?* This states that:

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

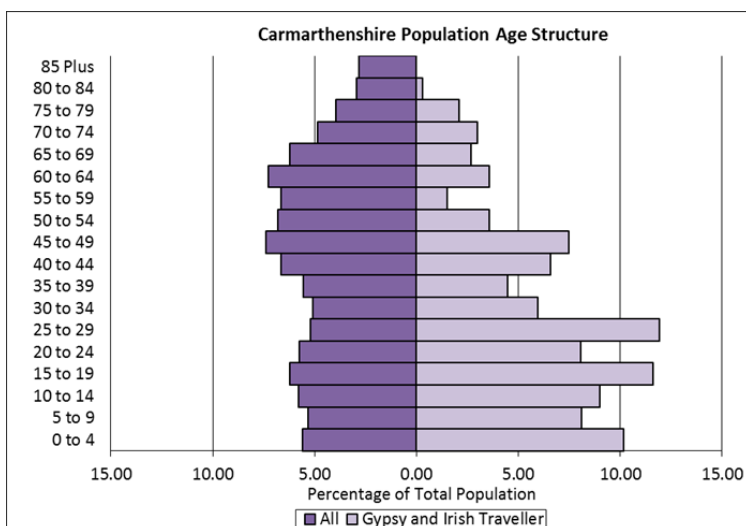
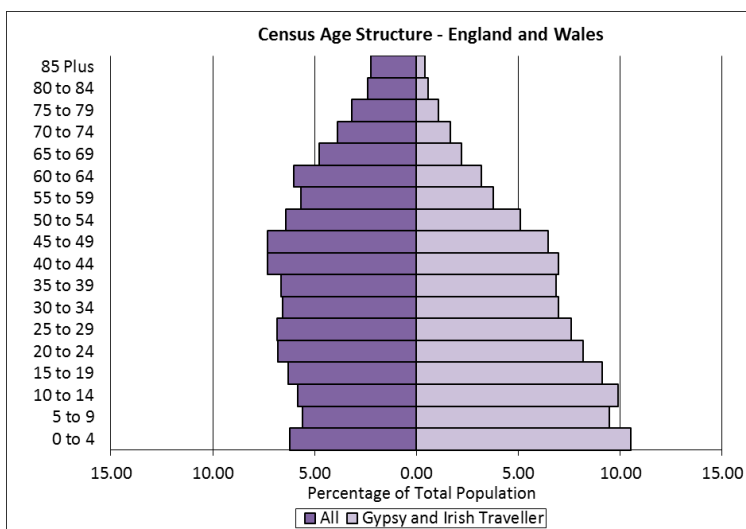
- 3.6 However, despite the suggested under-estimate of the population of Gypsies and Irish Travellers, data from the 2011 Census does identify some significant demographic differences when compared to the population as a whole. These are important in terms of explaining the higher rate of new household formation for Gypsy and Traveller households compared with the settled population. In summary the Census shows that nationally for England and Wales:

- » Just under half of Gypsy or Irish Traveller households had dependent children (45%), compared to 29% for England and Wales as a whole.

- » The median age of Gypsies or Irish Travellers was 26 years compared to the national median of 39 years.
- » Just 6% of the Gypsy or Irish Traveller population were aged 65 years and over compared to a national figure of 16%.
- » Gypsies or Irish Travellers below 20 years of age accounted for 39% of the population compared to a national figure of 24%.
- » Gypsies or Irish Travellers below 10 years of age accounted for 20% of the population compared to a national figure of 12%.
- » Gypsies or Irish Travellers had the lowest proportion of people rating their health as good or very good at 70% compared to a national figure of 81%.

3.7 The charts below show the age structure for the whole population (identified in the charts as All) and the Gypsy or Irish Traveller population in England and Wales, and in Carmarthenshire. 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)**



- 3.8 When household composition data from the 2011 Census is compared between the overall population for Carmarthenshire and those who identified themselves as Gypsies or Irish Travellers there are further differences. Again this shows that there are 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 Carmarthenshire (2011 Census)

Household Composition	All Households	Gypsy or Irish Traveller
<b>One person household</b>	<b>30.2</b>	<b>26.7</b>
Aged 65 and over	14.8	6.7
<b>One family only</b>	<b>63.9</b>	<b>66.7</b>
Ages 65 and over	9.8	2.5
Married or civil partnership	34.0	32.5
Cohabiting couple	8.8	11.7
Lone parent	11.3	20.0
<b>Other household types</b>	<b>5.9</b>	<b>6.7</b>

- 3.9 When accommodation type data from the 2011 Census is compared between the overall population for Carmarthenshire and those who identified themselves as Gypsies or Irish Travellers there are also further differences. This shows a far lower proportion of Gypsies or Irish Travellers living in detached properties, a higher proportion living in semi-detached properties (which are more prevalent in social housing stock), 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 Carmarthenshire (2011 Census)

Accommodation Type	All Households	Gypsy or Irish Traveller
Whole house or bungalow: Total	95.1	81.7
Whole house or bungalow: Detached	41.3	18.3
Whole house or bungalow: Semi-detached	34.2	45.2
Whole house or bungalow: Terraced (including end-terrace)	19.5	18.3
Flat, maisonette or apartment, or mobile/temporary accommodation	4.9	18.3

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

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

Tenure	All Households	Gypsy or Irish Traveller
Owned or shared ownership: Total	71.7	31.7
Owned outright	41.4	21.7
Owned with a mortgage or loan or shared ownership	30.3	10.0
Social rented: Total	14.8	54.2
Rented from council (Local Authority)	11.2	43.3
Other social rented	3.6	10.8
Private rented or living rent free: Total	13.5	14.2
Private landlord or letting agency	10.4	10.8
Other private rented or living rent free	3.1	3.3

- <sup>3.11</sup> When economic activity status data from the 2011 Census is compared between the overall population for Carmarthenshire and those who identified themselves as Gypsies or Irish Travellers there are further differences. This shows that a slightly higher proportion are self-employed; 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.

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

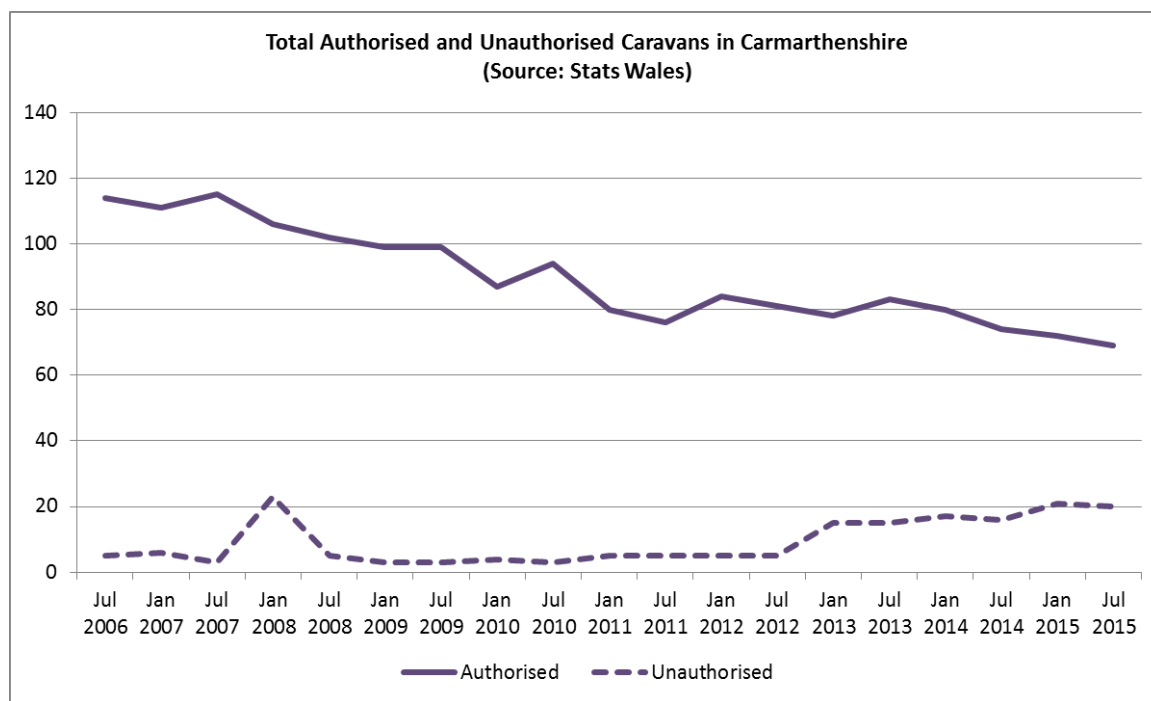
Economic Activity	All Households	Gypsy or Irish Traveller
Economically active: Total	57.7	33.2
In employment: Total	54.0	24.3
Employee: Total	42.2	10.6
Self-employed: Total	10.0	11.5
Unemployed: Total	3.7	8.9
Economically inactive: Total	42.3	66.8
Looking after home or family	3.4	19.1
Long-term sick or disabled	6.3	23.8
Retired	26.7	6.8

## Caravan Count Data

- <sup>3.12</sup> 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, and *not* a count of the number of pitches.
- <sup>3.13</sup> 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.

3.14 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.

**Figure 6 - Comparison of the Number of Caravans in Carmarthenshire**



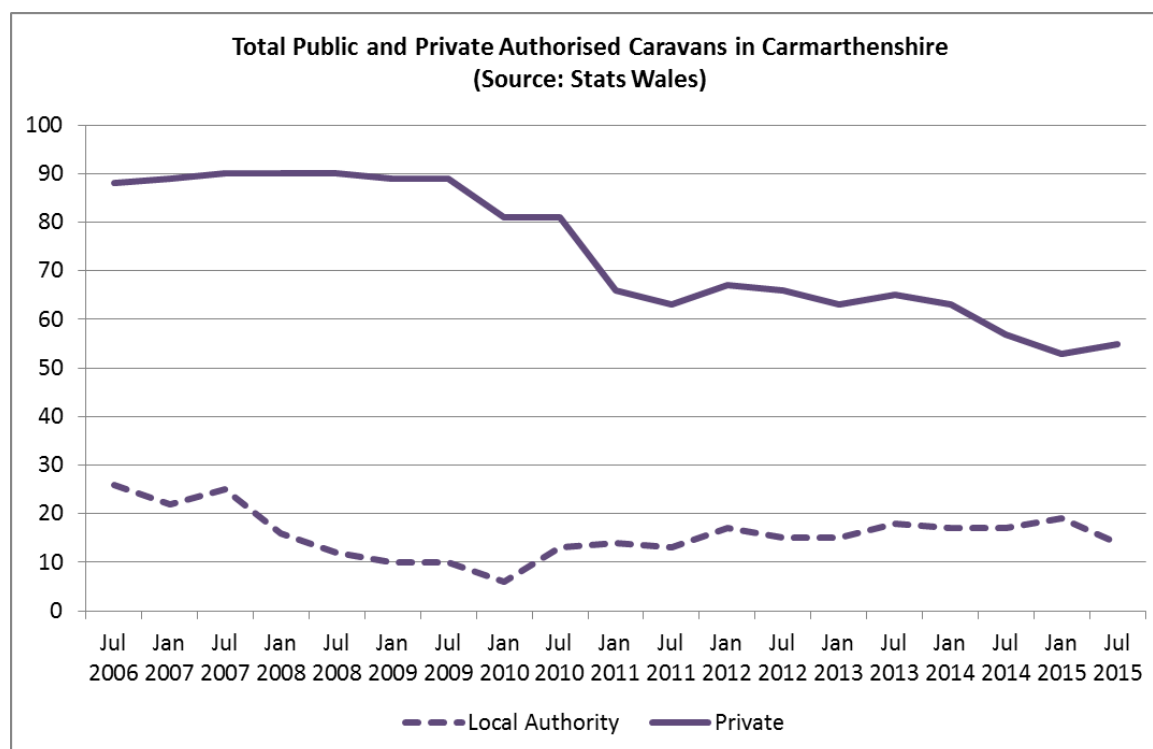
3.15 Figure 6 shows data for the number of authorised and unauthorised caravans that have been recorded in Carmarthenshire for the 9 year period since 2006. This shows a decrease in the number of authorised caravans from 114 to 69, and a gradual increase in the number of unauthorised caravans from 5 to 20. However it is important to note that the number of pitches on the public site at Penybryn was reduced from 30 to 15 in 2012, and also that 4 pitches recorded on one site in July 2015 as being unauthorised were granted planning permission in March 2015, and 11 pitches recorded as being unauthorised on another site in July 2015 were made lawful in November 2015. These changes will be reflected in the January 2016 Caravan Count onwards.

3.16 Figure 7 overleaf shows a breakdown of authorised caravans between public and private sites. This shows a steeper decrease in the number of caravans on public sites – mainly due to the reduction of 15 pitches at Penybryn. It also shows a gradual decrease in the number of caravans on private sites between January 2010 and January 2015. The analysis of planning records has also allowed for an update on the status of several sites for the purpose of the Caravan Count in Carmarthenshire. For example Caer Elms was recoded as 17 authorised private pitches when in fact 12 are not Gypsy or Traveller pitches. Tipi Valley has been identified as an alternative community and not a Gypsy or Traveller site<sup>1</sup> - both of which should not have been included in the Caravan Count. In addition 4 pitches on one unauthorised site (Roman Way, Carway) were granted planning permission in March 2015 and 3 pitches on another unauthorised site (Penygraig Uchaf, Blaenwaun) were formally tolerated as of November 2015.

<sup>1</sup> This is explained later in this report



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



## Current Accommodation Provision

- 3.17 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 Carmarthenshire. 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.
- 3.18 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).
- 3.19 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.
- 3.20 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.

- 3.21 Further considerations for the Gypsy and Traveller population are unauthorised developments and encampments. Unauthorised developments occur on land which is owned by the Gypsies and Travellers or with the approval of the land owner, but for which they do not have planning permission to use for residential purposes. Unauthorised encampments occur on land which is not owned by the Gypsies and Travellers – where occupation is not with the consent of the land owner.

## Sites and Yards in Carmarthenshire

- 3.22 In Carmarthenshire there is 1 public site which whilst having historic planning permission for 30 pitches, only has a total of 15 operational pitches. There are 5 private sites with planning permission which have a total of 12 pitches. There are no sites with temporary planning permission. There are also 4 pitches on sites that are tolerated for planning purposes having been in place for over 10 years, 5 pitches on an unauthorised site<sup>2</sup>, 3 plots on a small Travelling Showpeople yard with planning permission, 5 plots on a small tolerated yard, and 1 plot on an unauthorised yard. There is no public or private transit provision. Residents living at an ‘alternative community’ in Tipi Valley have not been included in this study. Further details can be found in **Chapter 5** and **Appendix A**.

**Figure 8 - Total amount of provision in Carmarthenshire (January 2016)**

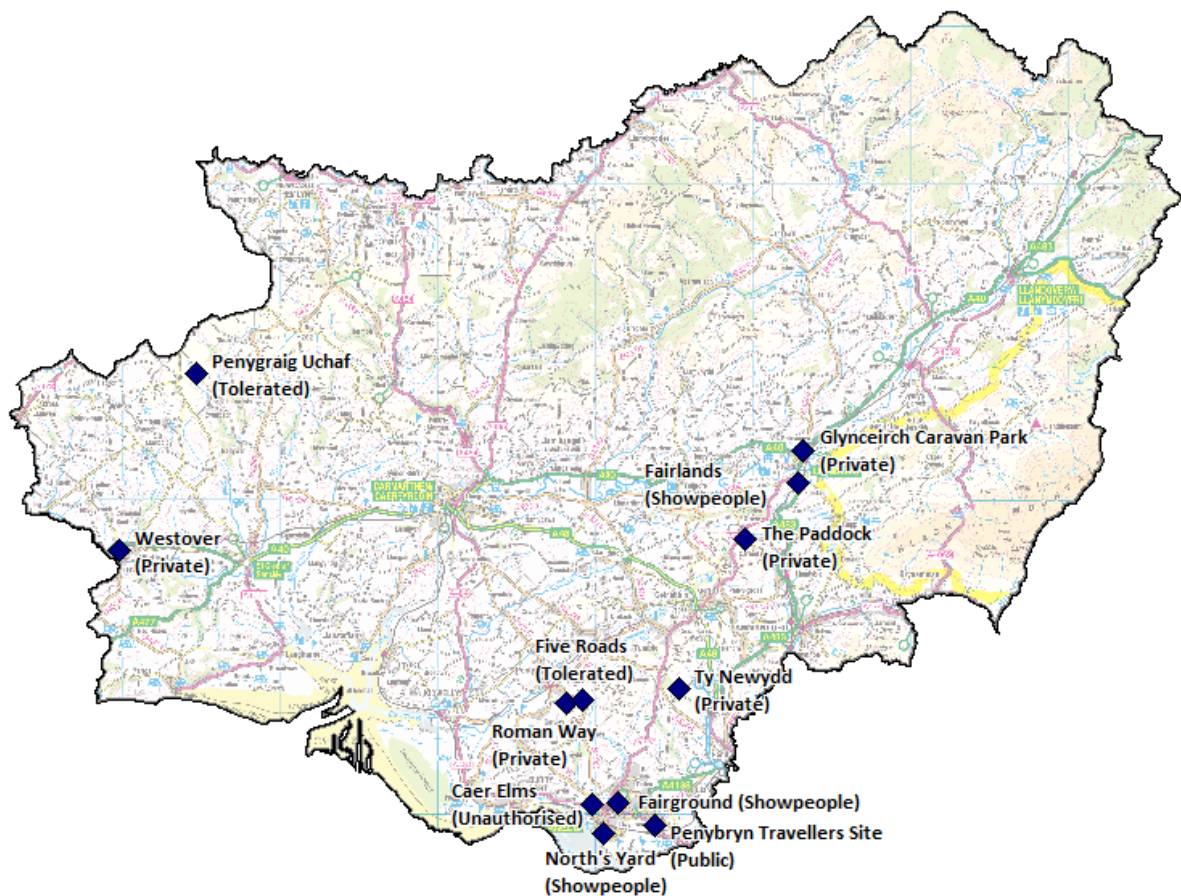
Category	Sites/Yards	Pitches/Plots
Private with permanent planning permission	5	12
Private sites with temporary planning permission	0	0
Public sites	1	15
Public transit provision	0	0
Private transit provision	0	0
Tolerated sites	2	4
Unauthorised sites	1	5
Authorised Travelling Showpeople yards	1	3
Tolerated Travelling Showpeople yards	1	5
Unauthorised Travelling Showpeople yards	1	1

<sup>2</sup> These are the subject of an ongoing planning application that has yet to be determined

Figure 9 - Sites and Yards in Carmarthenshire (January 2016)

Site Name	Pitches/Plots	Status
Penybryn Traveller Site, Llanelli	15	Public
Glynceirch Caravan Park, Llandeilo	3	Private
Roman Way, Carway	4	Private
The Paddocks, Milo	1	Private
Ty Newydd, Llanon	1	Private
Westover, Whitland	3	Private
Five Roads, Cynheidre	1	Tolerated
Penygraig Uchaf, Blaenwaun	3	Tolerated
Caer Elms, Llanelli	5	Unauthorised
Fairlands, Ffairfach	3	Showpeople
Fairground, Halfway, Llanelli (tolerated)	5	Showpeople
North's Yard, Llanelli (unauthorised)	1	Showpeople

Map 1 - Indicative Location of Sites and Yards in Carmarthenshire (January 2016)



## 4. Methodology

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

- » Setting up a Project Steering Group.
- » Identifying and analysing existing data sources.
- » Publicising the accommodation assessment.
- » Conducting the accommodation assessment surveys.
- » Calculating the accommodation needs of Gypsies and Travellers.

### Project Steering Group

4.2 The Welsh Government GTAA Guidance requires that a Project Steering Group be established to ensure that the study is informed by all available local knowledge and expertise. ORS worked closely with the Council to identify the most appropriate individuals and organisations to make up the Steering Group. The individuals who attended meetings of the Steering Group in Carmarthenshire were:

**Figure 10 – Carmarthenshire GTAA Steering Group Membership**

Name	Organisation	Role
Councillor Linda Evans	Carmarthenshire Council	Executive Member for Housing and Equalities
Rachel Davies	Carmarthenshire Council	Quality Homes Officer (GTAA Lead Officer)
Shaun Lewis	Carmarthenshire Council	Assistant Area Housing Manager
Kim Devonald	Carmarthenshire Council	Housing Officer
John Guest	Carmarthenshire Council	Housing Officer
Caroline Hodson	Carmarthenshire Council	Gypsy Traveller Support Teacher
Simon Clement	Carmarthenshire Council	Forward Planning Officer
Michael Smith	Carmarthenshire Council	Community Cohesion Coordinator
Charlotte Rennie	Ceredigion Council	Research Assistant
Alison Vaughan	Ceredigion Council	Research Officer
Andrew Davies-Wrigley	Pembrokeshire Council	Housing Manager
Denise Barry	Unity Project	Support Worker
Michelle & Tina Lee	Travellers	
Teresa Price	Traveller	
Brydie Price	Traveller	
Alison and Maria Price	Travellers	

- 4.3 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. A total of 3 Steering Group meetings were held in 2015 and 2016.
- 4.4 The first meeting at the start of the study was held in Llanelli Library on Thursday 17th September. At this meeting the aims and objectives of the study were agreed; the methodology was discussed; and the approach to publicity was agreed.
- 4.5 The second meeting was held on Tuesday 10th November. At this meeting the emerging outcomes from the site fieldwork were discussed, together with any outstanding issues that needed to be resolved to ensure that there was a robust evidence base to support the overall assessment of need.
- 4.6 The final Steering Group meeting was held on 7<sup>th</sup> January 2016 to review the findings of the study and discuss the Final Report.
- 4.7 In addition to the Steering Group meetings conversations were held with a number of Steering Group members, and other Council Officers to gain views and information to support the wider assessment of need. These included Planning Officers, Housing Officers, Gypsy and Traveller Education Officers, and Enforcement Officers. A key objective of these conversations was to seek to identify any sites that may not have been included on the initial site lists, and to identify and Gypsy and Traveller households living in bricks and mortar. Engagement with the Education Officers was key to confirming the location of several households who were subsequently interviewed. Contact was also made with representatives from the 4 main housing associations that manage properties in Carmarthenshire – Bro Myrddin, Gwalia, Family Housing and Tai Cantref, as well as the Showman’s Guild and the Association of Independent Showpeople.
- 4.8 A request to complete a short questionnaire was also sent to 74 Local Councillors in Carmarthenshire, and a total of 7 responses were received.
- 4.9 As well as obtaining information from the neighbouring authorities of Ceredigion and Pembrokeshire through representation on the Steering Group, engagement was also successful with Powys (who jointly commissioned the GTAA), Pembrokeshire (through the Unity Project), Bridgend and the Vale of Glamorgan in relation to travelling patterns and movement of unauthorised encampments. Additional information was also gathered through engagement with Gypsies and Travellers Wales.

## Identify and Analyse Existing Data

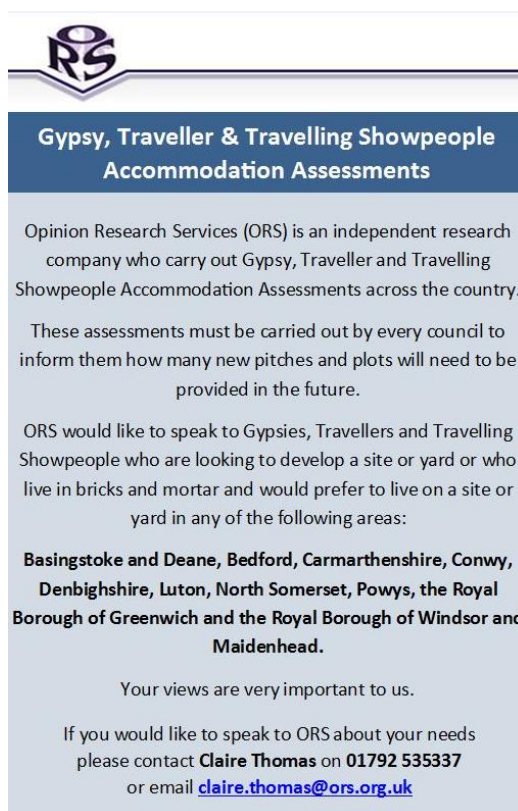
- 4.10 A desk-based review was undertaken to collate and analyse a range of secondary data and other local intelligence that has been used to identify and support the assessment of current and future accommodation need including:
- » Planning records.
  - » Census data.
  - » Site records and waiting lists.
  - » Caravan counts.

- » Records of unauthorised sites/encampments.
- » Information on planning applications/appeals.
- » Information on enforcement actions.
- » Existing GTAA's and other relevant local studies.
- » Existing national and local policy, guidance and best practice.

## Publicise the Accommodation Assessment

- 4.11 In order to get buy-in from members of the Travelling Community to ensure that they were able and willing to participate in the site and household interviews and provide accurate information, it was important that effective publicity and pre-notification was put in place. This was also very important in terms of identifying households living in bricks and mortar accommodation to interview as part of the study.
- 4.12 The approach to publicity was discussed with members of the Steering Group prior to the fieldwork commencing. It was agreed that word-of-mouth communication facilitated by the members of the Steering Group representing the Travelling Community would be the main means of communication within the study. In addition an advert was placed in the Travellers Times and in World's Fair by Welsh Government, an additional advert was placed on the Travellers Times website by ORS (see below), and letters were distributed to promote events such as the drop-in session with bricks and mortar households. In addition the Council's Housing Officers sought to make contact with all Gypsy and Traveller households that they are, or have previously, provided support service to in order to make them aware of the study – as well as pre-notification to residents at the public site at Penybryn to inform them of the days when interviewers would be attending the site.

Figure 11 – ORS Travellers Times Advert



**RS**

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

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

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

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

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

Your views are very important to us.

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

## Conducting the Accommodation Assessment Surveys

### Site Interviews

- 4.13 Through the desk-based research and information from the Steering Group, ORS sought to identify all authorised and unauthorised sites, yards and encampments in Carmarthenshire, and sought to undertake a full demographic study of the residents on all pitches and plots – as required by the Welsh Government Guidance.
- 4.14 Following agreed publicity and pre-notification activities, all pitches and plots were visited by ORS researchers (who were carrying a letter of authorisation from the Council). They conducted interviews with residents using the questions set out in the GTAA Guidance.
- 4.15 As required by the GTAA Guidance where it was not possible to undertake an interview, the interviewers recorded this on the questionnaire and returned on up to 2 further occasions. Also any additional contacts that were identified during the interviews (from question D4 for example) were followed up and are included in the Interview Log.

### Bricks and Mortar Interviews

- 4.16 ORS worked closely with the Council to ensure that all opportunities were utilised to identify households living in bricks and mortar to participate in the GTAA as it was important to capture the views of all Gypsies and Travellers living in Carmarthenshire. Contacts were identified through sources including speaking with members of the Steering Group, speaking with people on existing sites, adverts on social media and in local and national print media including World's Fair and Travellers Times. Interviews were attempted with all contacts that are identified using the questions in the GTAA Guidance – either face-to-face or by telephone. In addition a drop-in session was held in Llanelli on Monday 9th November between 09:30 and 15:30 and the Council's Housing Officers sought to engage with as many known Gypsy and Traveller households to encourage them to attend the session and participate in the survey.

## Calculate the Accommodation Needs of Gypsies, Travellers and Travelling Showpeople

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

### Current Residential Supply

- » Occupied local authority pitches.
- » Occupied authorised private pitches.

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

## Current Residential Demand

4.18 Total current residential demand is made up of the following components:

- » Households on unauthorised encampments.
- » Households on unauthorised developments.
- » Concealed /over-crowded/doubled-up households<sup>3</sup>.
- » Conventional housing – movement from bricks and mortar<sup>4</sup>.
- » New households to arrive from waiting lists/in-migration.

4.19 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).

## Future Demand

4.20 The GTAA Guidance also requires an assessment of future demand as a result of the formation of new households. ORS has undertaken extensive research into the population and household growth of the Gypsy and Traveller community in England and Wales. This was used to inform this element of the Welsh Government GTAA Guidance (see Paragraphs 203-209). Our research advocated a net compound household formation rate based on local evidence, as opposed to the 'accepted' growth rate of 3.00%.

4.21 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. As required by the GTAA Guidance this is netted off against vacant pitches and pitches expected to become vacant.

4.22 As the Local Development Plan period only runs for 5 years to 2021, there is not a need for any estimate of future new household formation. If this were to be required the net compound household formation rate that would be used would be based on demographic evidence from the site interviews.

## Final Outcomes

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

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<sup>3</sup> Following the guidance set out in Paragraphs 195-201 of the GTAA Guidance

<sup>4</sup> Following the guidance set out in Paragraphs 172-183 of the GTAA Guidance



## Transit Provision

- 4.24 The GTAA also includes an assessment of the need for any transit sites or emergency stopping places to meet the needs of members of the Travelling Community who either travel permanently or for part of the year. In order to investigate the potential need for transit provision when undertaking the GTAA, ORS have undertaken analysis of records of unauthorised sites and encampments that were identified during the desk-based research, and sought to conduct interviews with Gypsies and Travellers on any sites that are present during the course of the study to identify whether their needs are for transit accommodation or the desire to settle down more permanently in any given locality. Data from the Traveller Caravan Count has also been considered as supporting evidence.

## Compliance with Engagement Checklist

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

Figure 12 – Engagement Checklist

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>Where it was not possible to interview residents at the first visit subsequent visits were made to each pitch at different times of the day and days of the week.</i></p>	✓
2	<p>Publish details of the GTAA process, including contact details to allow community members to request an interview, on the local authority website, Travellers Times website and the World's Fair publication. In addition adverts were placed by Welsh Government.</p> <p><i>Whilst details of the GTAA were published in Travellers Times and World's Fair members of the Steering Group felt that face-to-face and word of mouth publicity would be more appropriate for the Travelling Community in Carmarthenshire than using the Council's website.</i></p>	✓
3	<p>Consult relevant community support organisations, such as those in Annex 1.</p> <p><i>Staff from Unity were members of the Steering Group and discussions were also held with staff from Gypsies and Travellers Wales, the Showman's Guild and the Association of Independent Showpeople.</i></p>	✓
4	<p>Develop a Local Authority waiting list for both pitches and housing, which is accessible and communicated to community members.</p> <p><i>There is already a well-established and communicated waiting list in operation in Carmarthenshire.</i></p>	✓
5	<p>Endeavour to include Gypsies and Travellers on the GTAA Project Steering Group.</p> <p><i>A total of 6 members from the Travelling Community attended meetings of the Steering Group.</i></p>	✓

6	<p>Ensure contact details provided to the local authority by community members through the survey process are followed up and needs assessed.</p> <p><i>All contacts provided to and by the local authority were followed up with a combination of interviews and face-to-face meetings with members of the Travelling Community.</i></p>	✓
7	<p>Consider holding on-site (or nearby) GTAA information events to explain why community members should participate and encourage site residents to bring others who may not be known to the local authority.</p> <p><i>The Council's Housing Officers sought to engage on a one-to-one basis with all known Gypsy and Traveller households that the Council was aware of in Carmarthenshire to explain the purpose of the GTAA and to encourage them to participate and also to pass on information to friends and family. In addition a 1 day engagement drop-in event was held for members of the Travelling Community to attend.</i></p>	✓

## 5. Survey Findings

### Background

- 5.1 The desk-based research and additional information from members of the Steering Group identified a total of 9 Gypsy and Traveller sites and 3 Travelling Showpeople yards in Carmarthenshire.

**Figure 13 - Sites and Yards in Carmarthenshire (January 2016)**

Site Name	Pitches/Plots	Status
Penybryn Traveller Site, Llanelli	15	Public
Glynceirch Caravan Park, Llandeilo	3	Private
Roman Way, Carway	4	Private
The Paddocks, Milo	1	Private
Ty Newydd, Llanon	1	Private
Westover, Whitland	3	Private
Five Roads, Cynheidre	1	Tolerated
Penygraig Uchaf, Blaenwaun	3	Tolerated
Caer Elms, Llanelli	5	Unauthorised
Fairlands, Ffairfach	3	Showpeople
Fairground, Halfway, Llanelli (tolerated)	5	Showpeople
North's Yard, Llanelli (unauthorised)	1	Showpeople

- 5.2 Interviews were attempted on the sites and yards between September and November 2015 and a total of 24 interviews were completed with Gypsy and Traveller households and 9 with Travelling Showperson households. This represented an overall response rate of 73% based on a total of 45 pitches and plots that were identified. In addition interviews were conducted with households living in bricks and mortar during November 2015 through a combination of a drop-in session, face-to-face interviews and telephone interviews. A total of 19 interviews were completed with Gypsy and Traveller households in bricks and mortar, and a further 3 with Travelling Showperson households in bricks and mortar.

**Figure 14 – Interviews completed in Carmarthenshire (January 2016)**

Site/Yard Name	Pitches/Plots	Interviews	Refusals <sup>5</sup>
Penybryn Traveller Site, Llanelli	15	12	3
Glynceirch Caravan Park, Llandeilo	3	3	0
Roman Way, Carway	4	3	1
The Paddocks, Milo	1	0	1
Ty Newydd, Llanon	1	1	0
Westover, Whitland	3	3	0
Five Roads, Cynheidre	1	1	0

<sup>5</sup> Further details on refusals can be found later in this chapter

Penygraig Uchaf, Blaenwaun	3	1	2
Caer Elms, Llanelli	5	0	5
Fairlands, Ffairfach	3	3	0
Fairground, Halfway, Llanelli	5	5	0
North's Yard, Llanelli	1	1	0
Bricks and Mortar – Travellers	-	19	-
Bricks and Mortar - Showpeople	-	3	-

- 5.3 Interviewers also visited Tipi Valley and spoke with a number of residents at this 'alternative community'. It quickly became clear that whilst the residents at Tipi Valley display some of the characteristics of Gypsies and Travellers (for example limited traveling for work purposes), their accommodation does not meet the definition of mobile homes as set out in the Act. In addition they made it clear that they did not wish to be included in the study as they have the land and resources to meet all of their current and future needs. As such Tipi Valley has not been included in the assessment of need for the GTAA.

## Interview Log

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

## Overview and Demographics of Residents

- 5.5 Information collected on the type of accommodation lived in by those who were interviewed shows that the majority of Gypsies and Travellers who were interviewed either live in bricks and mortar, on a public site or on a private site. The majority of Travelling Showpeople who were interviewed live on a private yard or in bricks and mortar.

**Figure 15 – Accommodation Type as % of Total Household Interviews Completed (January 2016)**

Accommodation Type – G&T	Number	%
Local authority site	12	27.9
Private site	10	23.3
Tolerated site	2	4.7
Bricks and mortar - owner occupied	1	2.3
Bricks and mortar - private rented	1	2.3
Bricks and mortar - socially rented	17	39.5
Unauthorised site	0	0.0
<b>Total</b>	<b>43</b>	<b>100.0</b>
Accommodation Type - Showpeople	Number	%
Local authority yard	0	0.0
Private yard	3	25.0
Tolerated yard	5	41.7
Bricks and mortar - owner occupied	3	25.0
Bricks and mortar - private rented	0	0.0
Bricks and mortar - socially rented	0	0.0
Unauthorised yard	1	8.3
<b>Total</b>	<b>12</b>	<b>100.0</b>

- 5.6 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 Carmarthenshire are occupied by a mixture of Irish Travellers, Welsh Gypsies and Romany Gypsies. Irish Travellers made up the highest number and proportion of those interviewed living on sites in Carmarthenshire, and Welsh Gypsies made up the highest number and proportion of those interviewed living in bricks and mortar.

**Figure 16– Ethnicity of Household Members as % of Total Residents Interviewed (January 2016)**

<b>Ethnicity - Sites</b>	<b>Number</b>	<b>%</b>
Irish Traveller	33	47.1
Welsh Gypsy	18	25.7
Romany Gypsy	10	14.3
Refused	9	12.9
<b>Total</b>	<b>70</b>	<b>100.0</b>
<b>Ethnicity – Bricks and Mortar</b>	<b>Number</b>	<b>%</b>
Welsh Gypsy	42	56.8
Romany Gypsy	25	33.8
Irish Traveller	5	6.8
Refused	2	2.7
<b>Total</b>	<b>74</b>	<b>100.0</b>

- 5.7 In total the site interviews covered 70 residents living on Gypsy and Traveller sites. This was made up of 38 adults and 32 children and teenagers aged under 18. This equates to 54% adults and 46% children and teenagers. When the demographics for the households in bricks and mortar are added these proportions change to 56% adults and 44% children and teenagers aged under 18. Although not a direct comparison, data from the 2011 Census for Carmarthenshire as a whole has been compared to the site population and this shows a higher proportion of younger people in the Gypsy and Traveller population living on sites.
- 5.8 The age profile of Travelling Showpeople shows a significantly lower proportion of those aged under 18 which is more consistent with that of the population of Carmarthenshire as a whole.

**Figure 17 – Age and Gender of Household Members as % of Total Residents Interviewed (January 2016)**

<b>Age and Gender - Sites</b>	<b>Number</b>	<b>%</b>
Male	32	45.7
Female	38	54.3
Under 18	32	45.7
18 and Over	38	54.3
<b>Age and Gender – Bricks and Mortar</b>	<b>Number</b>	<b>%</b>
Male	43	58.1
Female	31	41.9
Under 18	32	43.2
18 and Over	42	56.8

Age and Gender – All G&T	Number	%
Male	75	52.1
Female	69	47.9
Under 18	64	44.4
18 and Over	80	55.6
Age and Gender – Showpeople	Number	%
Male	14	50.0
Female	14	50.0
Under 18	7	25.0
18 and Over	21	75.0

## Interview Summary – Gypsies and Travelers

### Public Sites

#### Penybryn, Llanelli

- 5.9 Staff from ORS visited the public site at Penybryn during September and October 2015. Whilst the site has an historic planning consent for 30 pitches, only 15 are operational. A total of 13 pitches were occupied at the time of the study. Interviews were completed with residents on 12 of the 13 occupied pitches (1 household was away travelling on all 3 visits to the site, and neither other residents or site management were able to provide contact details. The site was predominantly occupied by Irish Travellers with a small number of Welsh Gypsy and Romany occupants. The occupants comprised 16 adults and 27 children or teenagers (aged under 18). There were no concealed or doubled-up households identified and all of the households stated that they have enough sleeping areas on their pitches. None of the households identified anyone currently living on their pitch who is likely to want to move to their own home in the next 5 years.
- 5.10 The majority of residents are satisfied with the site and live there as a result of local connections through family or work, and none gave any reasons why they cannot continue to live on the site. Most have lived on the site for between 2-5 years or for over 5 years and either do not intend to move or do not know how long they will stay on the site. There were a small number of improvements that were suggested including repairs to the roads, and improvements to the utility rooms.
- 5.11 Only 1 household has camped by the roadside, on an unauthorised encampment or on a transit site in the past year, but the majority did feel that there is a need for additional transit provision both in the local area and across Wales in general.

### Private Sites

#### Glynceirch Caravan Park, Llandeilo

- 5.12 Staff from ORS visited the private site at Glynceirch Caravan Park during September 2015. The site has planning permission for 7 pitches with no Gypsy or Traveller planning conditions. All of the pitches were occupied at the time of the study, but only 3 were occupied by Gypsies or Travellers. Interviews were

completed with residents on all occupied Gypsy and Traveller pitches. The site was occupied by 2 Romany and 1 Welsh Gypsy households. The occupants comprised 5 adults and 1 teenager (aged under 18). There were no concealed or doubled-up households identified and all of the households stated that they have enough sleeping areas on their pitches. None of the households identified anyone currently living on their pitch who is likely to want to move to their own home in the next 5 years.

- 5.13 The majority of residents are satisfied with the site and live there as a result of local connections through family or work, none gave any reasons why they cannot continue to live on the site, and none intend to move.
- 5.14 None have camped by the roadside, on an unauthorised encampment or on a transit site in the past year, but the majority did feel that there is a need for additional transit provision both in the local area and across Wales in general.

### Roman Way, Carway

- 5.15 Staff from ORS visited the private site at Roman Way during September 2015. The site has planning permission for 4 pitches with personal and Gypsy and Traveller conditions. 3 of the 4 pitches were occupied at the time of the study, with the remaining pitch to meet the future needs of the residents. Interviews were completed with residents on all pitches. The site was occupied by Welsh Gypsies and the occupants comprised 5 adults and 4 children and teenagers (aged under 18). There were no concealed or doubled-up households identified and the households stated that they have enough sleeping areas on their pitches. None of the households identified anyone currently living on their pitch who is likely to want to move to their own home in the next 5 years.
- 5.16 The majority of residents are satisfied with the site and live there as a result of local connections through family or work, none gave any reasons why they cannot continue to live on the site, and none intend to move.
- 5.17 None have camped by the roadside, on an unauthorised encampment or on a transit site in the past year, but the majority did feel that there is a need for additional transit provision both in the local area and across Wales in general.

### The Paddock, Milo

- 5.18 Staff from ORS visited the site at The Paddock during November 2015. Whilst planning permission was originally refused for the site, a subsequent appeal was successful. The site was occupied by a Gypsy and Traveller family but they refused to take part in an interview.

### Ty Newydd, Llanon

- 5.19 Staff from ORS visited the private site at Ty Newydd during September 2015. The site has planning permission for 1 pitch, which was occupied at the time of the study, and an interview was completed. There were no concealed or doubled-up households identified or any future household formation. There was a need identified for additional transit provision all over Wales.

## Westover, Whitland

- 5.20 Staff from ORS visited the private site at Westover during September 2015. The site has planning permission for 45 pitches with no Gypsy and Traveller conditions. Only 3 of the pitches were occupied at the time of the study, but the remaining pitches have not been included as supply as the land owner is planning to redevelop the site as a mobile home park. Interviews were completed with residents on all 3 occupied pitches. The site was occupied by Welsh and Romany Gypsies and the occupants comprised 3 adults and no children and teenagers (aged under 18). There were no concealed or doubled-up households identified and all of the households stated that they have enough sleeping areas on their pitches. None of the households identified anyone currently living on their pitch who is likely to want to move to their own home in the next 5 years.
- 5.21 The site is in poor condition and the Council has accepted a homelessness duty towards the households concerned. The residents are however satisfied with the site and live there as a result of local connections through family or work, none gave any reasons why they cannot continue to live on the site, and none intend to move – although some did state that the site is in need of renovating. Due to the poor condition of the site and the Councils acceptance of a homelessness duty towards these households, the 3 households living on this site have been included in the needs assessment as current residential demand.
- 5.22 None have ever camped by the roadside, on an unauthorised encampment or on a transit site in the past year, but they all did feel that there is a need for additional transit provision both in the local area and across West Wales.

## Tolerated Sites

### Five Roads, Cynheidre

- 5.23 Staff from ORS visited the tolerated site at Five Roads during September 2015. The site has no planning permission but the family have lived there for over 30 years and the site is immune from planning enforcement and is therefore included in the GTAA as current residential supply. The site was occupied at the time of the study and an interview was completed. There were no concealed or doubled-up households identified or any future household formation. There was no need identified for additional transit provision.

### Penygraig Uchaf, Blaenwaun

- 5.24 Staff from ORS visited the site at Penygraig Uchaf during September 2015. At the time the site did not have planning permission but it has however been confirmed that the site is immune from planning enforcement owing to the time the caravans have been on the site. This site is also included in the GTAA as current residential supply. At the time of the site visit 3 households were living on the site which does not have any defined pitches. There were also a number of derelict and abandoned trailers and caravans on the site. An interview was only possible with 1 of the households, and the other 2 households refused to participate. There were no concealed or doubled-up households identified or any future household formation. There was no need identified for additional transit provision.



## Unauthorised Site

### Caer Elms, Llanelli

- 5.25 Staff from ORS visited the site at Caer Elms during September and October 2015. There are 2 main parts to the site. One of them has a historic planning permission for the siting of mobile homes. None of these were occupied by Gypsies or Traveller so have not been included in this study. The remaining area of the site does not currently have planning permission but an application has been submitted and is as yet undetermined. However the Council have confirmed that there is a resolution in place to grant planning permission, subject to a small number of outstanding conditions being met. The site comprises 5 occupied pitches in line with the site layout included in the planning permission and is occupied by Irish Travellers. An initial face-to-face contact was made and an agreement made for site interviews at a later date, however despite repeated attempts to make contact with the residents no interviews were completed.

Figure 18 – Gypsy and Traveller Site Visit Summary for Carmarthenshire

Site	Permitted Operational Pitches	Tolerated Pitches	Unauthorised Pitches	Interviews Completed	Adults	Children (Under 18)	Concealed Households
<b>Public Sites</b>	<b>15</b>	<b>0</b>	<b>0</b>	<b>12</b>	<b>16</b>	<b>27</b>	<b>0</b>
Penybryn, Llanelli	15	0	0	12	16	27	0
<b>Private Sites with Permanent Permission</b>	<b>12</b>	<b>0</b>	<b>0</b>	<b>10</b>	<b>17</b>	<b>5</b>	<b>0</b>
Glynceirch Caravan Park, Llandeilo	3	0	0	3	5	1	0
Roman Way, Carway	4	0	0	3	5	4	0
The Paddocks, Milo	1	0	0	0	1	n/a	n/a
Ty Newydd, Llanon	1	0	0	1	3	0	0
Westover, Whitland	3	0	0	3	3	0	0
<b>Private Sites with Temporary Permission</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
None	n/a	n/a	n/a	n/a	n/a	n/a	n/a
<b>Tolerated Sites</b>	<b>0</b>	<b>4</b>	<b>0</b>	<b>2</b>	<b>5</b>	<b>0</b>	<b>0</b>
Five Roads, Cynheidre	0	1	0	1	3	0	0
Penygraig Uchaf, nr Blaenwaun	0	3	0	1	2	0	0
<b>Unauthorised Developments</b>	<b>0</b>	<b>0</b>	<b>5</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
Caer Elms, Llanelli	0	0	5	0	n/a	n/a	n/a
<b>TOTAL</b>	<b>27</b>	<b>4</b>	<b>5</b>	<b>24</b>	<b>38</b>	<b>32</b>	<b>0</b>

## Bricks and Mortar Interviews

- 5.26 Interviewers were able to complete a total of 14 interviews with households living in bricks and mortar at the drop-in session held in Llanelli – this included all households identified during the site interviews (Question D4). An additional 5 interviews were completed face-to face or over the telephone. The majority of households that attended the drop-in session stated that they had a need to move to a new site having been previous residents at the public site at Penybryn, although some were happy remaining in bricks and mortar. In addition a number of new households were identified within these households all of whom also stated a need to live on a public site in the next five years.
- 5.27 Only 1 of the 5 households who were interviewed elsewhere in Carmarthenshire would like to move back to a site. Repeated attempts were made to contact the remaining Gypsy and Traveller households that the Council has provided services to in the past and no further contacts were possible. However for a large

number of these households it was confirmed through a variety of sources, including family and friends, that none of them would like to move back to a site.

- 5.28 A local Housing Association was also able to provide details of 4 tenants who they believed to be Gypsies or Travellers. Contact was made with 1 tenant who did not want to take part on the study and it was not possible to make contact with the remaining 3 tenants despite repeated attempts

## Interview Summary – Travelling Showpeople

- 5.29 Interviewers were able to complete a total of 9 interviews with households living on the 3 occupied Travelling Showpeople yards in Carmarthenshire. Given that many families were working at the time of the fieldwork, a number of the interviews were also completed at Swansea Winter Wonderland. The interviews at Winter Wonderland also identified a further 3 households living in bricks and mortar who were also interviewed.

## Private Yards

### Fairlands, Ffairfach

- 5.30 Staff from ORS completed interviews with households living on the private yard at Ffairfach during November 2015. The site has planning permission for 3 plots and storage. The site was occupied at the time of the study and 3 interviews were completed.
- 5.31 The site was occupied by 5 adults and 4 teenagers (aged under 18). There were no concealed or doubled-up households identified and all of the households stated that they have enough sleeping areas on their pitches. 2 of the households identified a household member currently living on their plot who is likely to want to move to their own home in the next 5 years, with a preference given for living on a private yard. These plots have been included as current residential demand.
- 5.32 The majority of residents are satisfied with the site and live there as a result of local connections through family or work, none gave any reasons why they cannot continue to live on the site, and none intend to move.
- 5.33 None have camped by the roadside, on an unauthorised encampment or on a transit site in the past year, and none feel that there is a need for additional transit provision in Wales.

## Tolerated Yards

### Fairground, Halfway, Llanelli

- 5.34 Staff from ORS completed interviews with households living on the tolerated yard at Fairground, Halfway during November 2015. The site has 5 tolerated plots and storage. The site was occupied at the time of the study and 5 interviews were completed.
- 5.35 The site was occupied by 7 adults and no children or teenagers. There were no concealed or doubled-up households identified and all of the households stated that they have enough sleeping areas on their pitches. None of the households identified a household member currently living on their pitch who is likely

to want to move to their own home in the next 5 years. These plots have been included as current residential supply.

- 5.36 The majority of residents are satisfied with the site and live there as a result of local connections through family or work, none gave any reasons why they cannot continue to live on the site, and none intend to move.
- 5.37 None have camped by the roadside, on an unauthorised encampment or on a transit site in the past year, and none feel that there is a need for additional transit provision in Wales.

## Unauthorised Yards

### North's Yard, Llanelli

- 5.38 Staff from ORS completed interviews with household living on the unauthorised North's Yard during November 2015. The site has 1 unauthorised plot and storage. The site was occupied at the time of the study and 1 interview was completed. The site was occupied by 3 adults and no children or teenagers. There was 1 concealed or doubled-up household who is likely to want to move to their own home immediately and has requested details of the Council waiting list.
- 5.39 The residents are satisfied with the site and live there as a result of local connections through family or work, none gave any reasons why they cannot continue to live on the site, and none intend to move.
- 5.40 These plots have been included as unauthorised developments and over-crowded plots in current residential demand.
- 5.41 None have camped by the roadside, on an unauthorised encampment or on a transit site in the past year, although all feel that there is a need for additional transit provision in Wales.

Figure 19 – Travelling Showpeople Yard Visit Summary for Carmarthenshire

Yard	Permitted Plots	Tolerated Plots	Unauthorised Plots	Interviews Completed	Adults	Children (Under 18)	Concealed Households
<b>Public Yards</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
None	0	0	0	0	0	0	0
<b>Private Yards with Permanent Permission</b>	<b>3</b>	<b>0</b>	<b>0</b>	<b>3</b>	<b>5</b>	<b>4</b>	<b>0</b>
Fairlands, Ffairfach	3	0	0	3	5	4	0
<b>Private Yards with Temporary Permission</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
None	0	0	0	0	0	0	0
<b>Tolerated Yards</b>	<b>0</b>	<b>5</b>	<b>0</b>	<b>5</b>	<b>7</b>	<b>0</b>	<b>0</b>
Fairground, Halfway, Llanelli	0	5	0	5	7	0	0
<b>Unauthorised Yards</b>	<b>0</b>	<b>0</b>	<b>1</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
North's Yard, Llanelli	0	0	1	1	3	0	1
<b>TOTAL</b>	<b>3</b>	<b>5</b>	<b>1</b>	<b>9</b>	<b>15</b>	<b>4</b>	<b>1</b>

## Bricks and Mortar Interviews

- 5.42 Interviewers were able to complete a total of 3 interviews with Travelling Showpeople households living in bricks and mortar. Whilst the current households stated that they wish to stay living in bricks and mortar,

there were 2 younger household members likely to want to move to their own home in the next five years – one to a yard and one to a house.

## Councillor and Parish Council Responses

- <sup>5.43</sup> To complement the household Interviews a link to a short online questionnaire was sent to 73 of the 74 County Councillors. The final Councillor was contacted by telephone and by post. A total of 7 online responses were received.

## 6. Assessing Accommodation Needs

- 6.1 This section focuses on the additional pitch provision which is needed by Carmarthenshire Council for the Local Development Plan period to 2021. Separate assessments of need have been completed for Gypsies and Travellers, and Travelling Showpeople due to the different characteristics and needs of these groups of Travellers (for example the need to use different population growth rates due to differences in population demographics). This includes both current unmet need and need which is likely to arise in the future. This time period allows for robust forecasts for future provision, based upon the evidence contained within this study and also from secondary data sources.
- 6.2 This section is based upon a combination of information from the on-site surveys, planning records, Steering Group members, and from other stakeholders. In many cases, the survey data is not used in isolation, but instead is used to validate information from planning records or other sources.
- 6.3 This section concentrates not only upon the total additional provision which is needed in the area, but also whether there is a need for any transit sites and/or emergency stopping place provision.
- 6.4 Welsh Government Guidance requires an assessment of current and future pitch needs, and provides a prescribed framework for undertaking this calculation. This framework has been followed for the purposes of this GTAA.
- 6.5 As with any assessment of housing need the underlying calculation can be broken down into a relatively small number of factors. In this case, the key issue for residential pitches is to compare the supply that is available for occupation with the current and future needs of the households. The key factors in each of these elements are set out in the sections below.

### Need for Gypsies and Travellers

#### Current Residential Supply

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

#### Current Residential Demand

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

- » Concealed /over-crowded/doubled-up households<sup>6</sup>.
- » Conventional housing – movement from bricks and mortar<sup>7</sup>.
- » New households to arrive from waiting lists/in-migration.

## Future Demand

6.6 Total future demand is a result of the formation of new households during the study period. Information from the site interviews provides details of the gross number of new households expected to form within the 5 year GTAA period, and details have been identified of vacant pitches and those expected to become vacant.

## 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. Council records indicate that there is 1 authorised public site in Carmarthenshire and 5 private sites with permanent planning permission. There is no public or private transit provision. Whilst the public site at Penybryn has an historic planning consent for 30 pitches, only 15 are operational and the remaining 15 have not been included as supply.

**Figure 20 – Total number of authorised sites in Carmarthenshire as at January 2016**

Category	Sites	Pitches	Occupied
Private sites with permanent planning permission	5	12	11
Private sites with temporary planning permission	0	0	0
Public sites (Council and Registered Providers)	1	15	13
Public transit provision	0	0	0
Private transit provision	0	0	0

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

- » **Current vacant pitches** – There are 2 vacant pitches on the public site at Penybryn. Whilst there is 1 vacant pitch on a private site in the area, this has a personal planning condition and therefore cannot be included as supply.
- » **Pitches expected to become vacant** – Analysis of pitch turnover at Penybryn indicates that on average 1 pitch becomes available each year. In addition 1 household at Penybryn has indicated to the Council that they will not be returning to the site, although there is still a tenancy agreement in place; and the Council are taking eviction proceedings for a household on another pitch on the site and the pitch is expected to become vacant by the end of 2016. There was no available pitch turnover identified from private sites. In addition no households on the public site indicated that they wished to move away or to bricks and mortar.

<sup>6</sup> Following the guidance set out in Paragraphs 195-201 of the GTAA Guidance

<sup>7</sup> Following the guidance set out in Paragraphs 172-183 of the GTAA Guidance

- » **Pitches currently with planning permission** – There were no public or private pitches identified with planning permission that has not yet been implemented.

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

**Figure 21 – Summary of Pitch Supply in Carmarthenshire as at January 2016**

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

## Current Residential Demand

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

## Current Unauthorised and Tolerated Sites

6.11 The study has identified 1 unauthorised site with a total of 5 pitches in Carmarthenshire for which a planning application was made in 2012 but is still to be determined, although there is a resolution to grant planning permission. In addition a total of 4 pitches on long-term tolerated sites (Five Roads, Cynheidre and Penygraig Uchaf, Blaenwaun) have been identified for which enforcement action cannot be taken due to the length of time the pitches have been in place. The Council have also stated that for both of these sites a Certificate of Lawful Existing Use or Development (CLEUD) would be granted should an application be made. The Council will actively work with residents on these sites to ensure that an application for a CLEUD is made within the next 6 months. As such these sites will be included as current residential supply and not as current residential demand. Whilst contact was also made with Travellers on an unauthorised encampment in Llanelli during the fieldwork period there was no permanent need identified for the residents in Carmarthenshire.

6.12 As such there are **a total of 5 unauthorised pitches** in Carmarthenshire.

6.13 There are also currently **no sites** in Carmarthenshire with temporary planning permission.

**Figure 22 – Summary of Unauthorised and Tolerated Pitches in Carmarthenshire at January 2016**

Site	Pitches
Caer Elms, Llanelli (unauthorised)	5
Five Roads, Cynheidre (tolerated)	1
Penygraig Uchaf, Blaenwaun (tolerated)	3
<b>TOTAL</b>	<b>9</b>

## Over-Crowded Pitches

- 6.14 The site interviews sought to identify concealed or doubled-up households on authorised sites that require a pitch immediately. A concealed household is one living in a multi-family household in addition to the primary family, such as a young couple living with parents, who need their own separate family accommodation, but are unable to do obtain it because of a lack of space on public or private sites, or a single family member or individual living within an existing family unit in need of separate accommodation. Whilst the demographic information collected during the site interviews suggested that there may be as many as 5 concealed households (i.e. young adults or older teenage children living on pitches with their parents), however in the interviews none of these households stated that there are any family members who would want to move to their own home in the next 5 years. Therefore there are **no concealed or doubled households living on sites** in Carmarthenshire.

## Unsuitable Accommodation

- 6.15 The private site at Westover is in poor condition and the Council has accepted a homelessness duty towards the 3 households concerned. Whilst the residents are satisfied with the site and none gave any reasons why they cannot continue to live on the site, due to the condition of the site the 3 households have been included in the needs assessment as current residential demand as a result of unsuitable accommodation. These 3 households will be removed from current residential supply to avoid double counting in the household base.

## Conventional Housing

- 6.16 Identifying households in bricks and mortar has been frequently highlighted as an issue with Gypsy and Traveller Accommodation Assessments. The 2011 UK Census of Population identified a total of just 120 Gypsy or Irish Traveller households in Carmarthenshire. It is unknown what proportion of these were living on sites and what proportion were living in bricks and mortar as the data from the 2011 Census does not break down accommodation type to this level.
- 6.17 As noted earlier, ORS went to all possible lengths to identify Gypsies and Travellers living in bricks and mortar and worked with stakeholders, Council officers, and on-site interviewees to identify households to interview. This process resulted in a number of households to interview. As set out earlier in this report an initial drop-in session was arranged in Llanelli. This resulted in a total of 14 completed interviews with households living in bricks and mortar. An additional interview was completed with a resident living on an unauthorised encampment who subsequently returned to housing. Following this a meeting was held with 3 representatives from the Travelling Community to seek additional information on households in bricks and mortar seeking to move to a site, as well as confirming numbers of concealed households and family growth. This identified **a total of 12 current households** who stated that they had a need to move to a site having cited depression and psychological aversion to living in a house. In addition **a further 15 members of these households** were identified in need of a home of their own in the next 5 years, with all stating that they would seek accommodation on a local authority site.
- 6.18 Contact was then attempted with the remaining households that had been identified by the Council to either confirm that they no longer wish to move to a site, or to complete an interview. This resulted in a further 4 completed interviews although none of the households wished to move back to a site.



- 6.19 In addition a local Housing Association was also able to provide details of 4 tenants who they believed to be Gypsies or Travellers. Contact was made with 1 tenant who did not want to take part on the study and it was not possible to make contact with the remaining 3 tenants despite repeated attempts.

**Figure 23 - Summary of Bricks and Mortar Need in Carmarthenshire at January 2016**

Site	Pitches
Existing households	12
Family growth	15
<b>TOTAL</b>	<b>27</b>

## New Households to Arrive

- 6.20 There are no households on the waiting list for the public site at Penybryn. Therefore there are **no additional households** in need of a pitch in Carmarthenshire from the waiting list.
- 6.21 Assessments also need to consider in-migration (households requiring accommodation who move into the study area from outside) and out-migration (households moving away from the study area). Site surveys typically identify only small numbers of in-migrant and out-migrant households and the data is not normally robust enough to extrapolate long-term trends. At the national level, there is zero net migration of Gypsies and Travellers across the UK, but this assessment has taken into account local migration effects on the basis of the best local evidence available.
- 6.22 Evidence drawn from household interviews in Carmarthenshire has been carefully considered and has not identified any specific sources of movement due to in-migration or out-migration, other than natural pitch turnover. Beyond this, rather than assess in-migrant households seeking to develop new sites in the area, it is recommended that each case is assessed as a desire to live in the area and that site criteria rules are followed for each new site. It is therefore important for the Council to continue to follow its existing criteria-based planning policies for any new potential sites which do arise.

## Additional Pitch Provision: Future Need

- 6.23 The next stage of the process is to assess future need and determine how many households are likely to be seeking pitches in the area in the future during the 5 years of the assessment.
- » Population and household growth.
  - » Movement to and from sites and migration.

## Population and Household Growth

- 6.24 Nationally, a household formation and growth rate of 3.00% net per annum has been commonly assumed and widely used in local Gypsy and Traveller Accommodation Assessments, even though there is no statistical evidence of households growing so quickly. The result has been to inflate both national and local requirements for additional pitches unrealistically. In this context, ORS has prepared a *Technical Note on Household Formation and Growth Rates*. The main conclusions are set out here and the full Technical Note can be found in **Appendix C**.

- 6.25 Those seeking to provide evidence of high annual net household growth rates for Gypsies and Travellers have sometimes sought to rely on increases in the number of caravans, as reflected in the Caravan Counts. However, Caravan Count data is unreliable and erratic – so the only proper way to project future population and household growth is through detailed demographic analysis.
- 6.26 The research undertaken by ORS has identified that in fact, the growth in the national Gypsy and Traveller population may be as low as 1.50% per annum – much less than the 3.00% per annum often assumed, but still greater than in the settled community. Even using extreme and unrealistic assumptions, it is hard to find evidence that net Gypsy and Traveller population and household growth rates are above 2.00% per annum nationally.
- 6.27 The often assumed 3.00% per annum net household growth rate is unrealistic and would require clear statistical evidence before being used for planning purposes. In practice, the best available evidence supports a national net household growth rate of 1.50% per annum for Gypsies and Travellers.
- 6.28 Given that the GTAA only covers a period of 5 years only one measure of household growth has been 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.
- 6.29 The site interviews identified no new household growth; however the bricks and mortar interviews identified **a total of 15 new households** as a result of family growth over the 5 years of the assessment. In addition a 1 year pitch turnover and pitches expected to become vacant of 2 were identified at the public site.

## Overall Need for Carmarthenshire – Gypsies and Travellers

- 6.30 Each element of the calculation for the need has been carefully examined and the next stage of the process is to balance current and future need against supply to provide an overall need for Carmarthenshire. As set out at the start of this section the following calculation is carried out to derive the overall net pitch requirement.
- 6.31 The Welsh Government Guidance requires an assessment of need for the Local Development Plan period to 2021. The estimated provision that is needed in Carmarthenshire for the 5 year period is for **30 additional pitches**. This will address the needs of all identifiable Gypsy and Traveller households, and includes existing households on unauthorised sites, those living in unsuitable accommodation, movement from conventional housing and the expected growth in household numbers due to new household formation – plus identified supply for the first 1 year period.

Figure 24 – Additional Pitches Needed for Gypsies and Travellers in Carmarthenshire from 2016-2021

Current Residential Supply	Number of Pitches
A. Occupied Local Authority Pitches	13
B. Occupied authorised private pitches <sup>8</sup>	8
<b>Total</b>	<b>21</b>

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

Current Residential Demand	Pitch Demand
F. Unauthorised encampments	0
G. Unauthorised development	5
H. Overcrowded pitches/Unsuitable accommodation	3
I. Conventional housing	12
J. New households to arrive	0
<b>Total</b>	<b>20</b>

Current Households	Future Households (at year 5)	Future Households (years 6 to 15)
K. 38	53	n/a
L. Additional household pitch need	15 <sup>9</sup>	n/a

Unmet Need	Need Arising	Need Accommodated
M. Current residential demand	20	
N. Future residential demand (year 5)	15	
O. Future residential demand (years 6 to 15)	n/a	
P. Planned residential supply		5
Q. Unmet need (5 year)	30	
R. Unmet need (GTAA plan period)	30	

<sup>8</sup> Excluding 3 pitches deemed by the Council to be unsuitable which are include in Row H.

<sup>9</sup> All from bricks and mortar households as no household growth was identified from the site interviews.

## Transit/Emergency Stopping Site Provision for Gypsies and Travellers

- 6.32 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 an emergency stopping place. This type of site also has restrictions on the length of time for which a Traveller can stay on it, but has much more limited facilities with typically only a source of water and chemical toilets provided. Some authorities also operate an accepted or negotiated encampment policy where households are provided with access to lighting, drinking water, refuse collection and hiring of portable toilets at a cost to the Travellers.
- 6.33 The Criminal Justice and Public Order Act 1994 is particularly important with regard to the issue of Gypsy and Traveller transit site provision. Section 62A of the Act allows the Police to direct trespassers to remove themselves, their vehicles and their property from any land where a suitable pitch on a relevant caravan site is available within the same Local Authority area (or within the county in two-tier Local Authority areas). A suitable pitch on a relevant caravan site is one which is situated in the same Local Authority area as the land on which the trespass has occurred, and which is managed by a Local Authority, a Registered Provider or other person or body as specified by order by the Secretary of State. Case law has confirmed that a suitable pitch must be somewhere where the household can occupy their caravan. Bricks and mortar housing is not a suitable alternative to a pitch.
- 6.34 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.
- 6.35 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 Council's records of unauthorised encampments between 2013 and 2015 on land not owned by travellers, and the outcomes from the household interviews.
- 6.36 Analysis of the number of authorised and unauthorised caravans that have been recorded in Carmarthenshire for the 9 year period since 2006 shows a decrease in the number of authorised caravans from 114 to 69, and a gradual decrease in the number of unauthorised caravans from 20 to 5. As far as unauthorised caravans are concerned it is important to note that the July 2015 count has been superseded as 4 pitches recorded on one of the unauthorised sites were granted planning permission in March 2015 and 11 pitches recorded on one of the unauthorised developments were made lawful in November 2015. This GTAA now records only caravans on 9 pitches on tolerated or unauthorised sites.
- 6.37 Analysis of the Council's records of unauthorised encampments since 2013 shows that there have been a total of just 17 between April 2013 and October 2015. Of these 8 have been by a single family group that are known to the Council and are now living in social housing in Llanelli, 6 have been unknown families who have only stayed for a short period of time, and 1 was a group of Irish Travellers who stated that they had no permanent accommodation needs in Carmarthenshire.
- 6.38 Outcomes from the household interviews showed that less than 40% of households that were interviewed in Carmarthenshire felt that there was a need for more transit sites in Wales, and just 2 households stated that they had camped by the roadside/on an unauthorised encampment/on a transit site in Wales in the past 12 months.

<sup>6.39</sup> As such, based on the evidence set out above, it is recommended that there is **no need for the Council to provide a transit site or temporary stopping places** in Carmarthenshire. However the Council should continue to monitor the number of unauthorised encampments and consider the use of Negotiated Stopping Arrangements to deal with short-term transient stops.

## Overall Need for Carmarthenshire – Travelling Showpeople

- 6.40 Due to the small number of interviews that were completed with Travelling Showpeople households the approach taken to assess accommodation need is more straightforward than that for Gypsies and Travellers.
- 6.41 Interviews were completed with 9 Travelling Showperson households living on yards and 3 living in bricks and mortar.

## Current Authorised Residential Supply

- 6.42 To assess the current Travelling Showperson provision it is important to understand the total number of existing plots and their planning status. Council records indicate that there is 1 authorised private yard in Carmarthenshire, 5 plots on a tolerated yard and 1 plot on an unauthorised yard.

**Figure 25 – Total number of authorised yards in Carmarthenshire as at January 2016**

Category	Yards	Plots	Occupied
Private sites with permanent planning permission	1	3	3
Private sites with temporary planning permission	0	0	0
Public sites (Council and Registered Providers)	0	0	0

- 6.43 The next stage of the process is to assess how much space is, or will become, available on existing yards in order to determine the supply of available pitches. The main ways of finding this is through:
- » **Current vacant plots** – There are no vacant plots in Carmarthenshire.
  - » **Plots expected to become vacant** – There are no plots expected to become vacant in Carmarthenshire.
  - » **Plots currently with planning permission** – There are no unimplemented pitches in Carmarthenshire with planning permission.
- 6.44 This gives a figure for **overall supply of no plots**.

## Current Residential Demand

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

## Current Unauthorised and Tolerated Yards

- 6.46 The study has identified 1 unauthorised yard with 1 plot in Carmarthenshire which is believed to have planning consent for non-residential use only. In addition a total of 5 plots on a long-term tolerated yard (Fairground, Llanelli) have been identified for which enforcement action cannot be taken due to the length of time the plots have been in place. The Council have also stated that for this site a Certificate of Lawful Existing Use or Development (CLEUD) would be granted should an application be made. The Council will actively work with residents on the site to ensure that an application for a CLEUD is made within the next 6 months. These will be included as current residential supply and not as current residential demand.

- 6.47 As such there is **1 unauthorised plot** in Carmarthenshire.
- 6.48 There are also currently **no yards** in Carmarthenshire with temporary planning permission.

**Figure 26 – Summary of Unauthorised and Tolerated Plots in Carmarthenshire at January 2016**

Site	Pitches
Fairground, Halfway, Llanelli	5
North's Yard, Llanelli	1
<b>TOTAL</b>	<b>6</b>

## Over-Crowded Pitches

- 6.49 The yard interviews sought to identify concealed or doubled-up households on yards that require a pitch immediately. A concealed household is one living in a multi-family household in addition to the primary family, such as a young couple living with parents, who need their own separate family accommodation, but are unable to do obtain it because of a lack of space on public or private yards, or a single family member or individual living within an existing family unit in need of separate accommodation. The yard interviews identified **one concealed households living on a yard** in Carmarthenshire.

## Conventional Housing

- 6.50 The yard interviews did not identify any households living in bricks and mortar who were seeking to move to a yard. However a sibling from one of the households living in bricks and mortar was seeking to move to a yard within the next 5 years and this has been included as a component of need through family growth.

**Figure 27 - Summary of Bricks and Mortar Need in Carmarthenshire at January 2016**

Site	Plots
Existing households	0
Family growth	1
<b>TOTAL</b>	<b>1</b>

## New Households to Arrive

- 6.51 There are no public yards in Carmarthenshire so there is no waiting list for plots. All of the yards are in private family ownership and occupation and no plots are let on a commercial basis.
- 6.52 Evidence drawn from household interviews in Carmarthenshire has been carefully considered and has not identified any specific sources of movement due to in-migration or out-migration, other than natural plot turnover. Beyond this, rather than assess in-migrant households seeking to develop new yards in the area, it is recommended that each case is assessed as a desire to live in the area and that yard criteria rules are followed for each new yard. It is therefore important for the Council to continue to follow its existing criteria-based planning policies for any new potential yards which do arise.

## Additional Plot Provision: Future Need

- 6.53 The next stage of the process is to assess future need and determine how many households are likely to be seeking plots in the area in the future during the 5 years of the assessment. There are two key components of future need.
- » Population and household growth.
  - » Movement to and from sites and migration.

## Population and Household Growth

- 6.54 Nationally, a household formation and growth rate of 1.00% net per annum has been commonly assumed and widely used in local Travelling Showpeople Accommodation Assessments as there is evidence across the UK that there are far fewer children and teenagers in Travelling Showperson families.
- 6.55 The yard interviews identified 2 family members living on the private yard who were seeking a plot of their own in the next 5 years.
- 6.56 As for the assessment of need for Gypsies and Travellers there is only one measure of household growth that has been 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 plot turnover and plots expected to become vacant, has been used.
- 6.57 The site and bricks and mortar interviews identified **a total of 3 new household** as a result of family growth over the 5 years of the assessment, and no plot turnover or plots expected to become vacant.
- 6.58 The Welsh Government Guidance requires an assessment of need for the Local Development Plan period to 2021. The estimated provision that is needed for Travelling Showpeople in Carmarthenshire for the Local Development Plan period to 2021 is for **5 additional plots**. This will address the needs of all identifiable Travelling Showpeople households, and includes existing households on unauthorised sites, concealed households, and the expected growth in household numbers due to new household formation.



Figure 28 – Additional Plots Needed for Travelling Showpeople in Carmarthenshire from 2016-2021

Current Residential Supply	Number of Pitches
A. Occupied Local Authority plots	0
B. Occupied authorised private plots	8
<b>Total</b>	<b>8</b>

Planned Residential Supply	Number of Pitches
C. Vacant Local Authority plots and available vacant plots	0
D. Plots expected to become vacant in near future	0
E. New Local Authority and private plots with planning permission	0
<b>Total</b>	<b>0</b>

Current Residential Demand	Pitch Demand
F. Unauthorised encampments	0
G. Unauthorised development	1
H. Overcrowded plots	1
I. Conventional housing	0
J. New households to arrive	0
<b>Total</b>	<b>2</b>

Current Households	Future Households (at year 5)	Future Households (years 6 to 15)
K. 10	13	n/a
L. Additional household plot need	3	n/a

Unmet Need	Need Arising	Need Accommodated
M. Current residential demand	2	
N. Future residential demand (year 5)	3	
O. Future residential demand (years 6 to 15)	n/a	
P. Planned residential supply		0
Q. Unmet need (5 year)	5	
R. Unmet need (GTAA plan period)	5	

# 7. Conclusions and Next Steps

## Gypsy and Traveller Future Pitch Provision

- 7.1 The Welsh Government Guidance requires an assessment of need for the Local Development Plan period to 2021. The estimated provision that is needed in Carmarthenshire for the 5 year period is for **30 additional pitches**. These figures should be seen as the projected amount of provision which is necessary to meet the statutory obligations towards identifiable needs of the population arising in the area. These figures include households living on unauthorised developments, households living in unsuitable accommodation, movement from conventional housing, and new household formation – less the identified supply for the first year of the study period only.

## Transit Sites

- 7.2 Analysis of the number of unauthorised caravans since 2006 shows a gradual decrease in the number of unauthorised caravans from 20 to 5. However the GTAA now records only caravans on 9 pitches on tolerated or unauthorised sites.
- 7.3 Analysis of the Council's records of unauthorised encampments since 2013 shows that there have been a total of just 17 between April 2013 and October 2015. Of these 8 have been by a single family group that are known to the Council, 6 have been unknown families who have only stayed for a short period of time, and 1 was a group of Irish Travellers who stated that they had no permanent accommodation needs in Carmarthenshire.
- 7.4 Outcomes from the household interviews showed that less than 40% of households that were interviewed in Carmarthenshire felt that there was a need for more transit sites in Wales, and just 2 households stated that they had ever camped by the roadside/on an unauthorised encampment/on a transit site in Wales in the past 12 months. As such it is recommended that there is **not a need for the Council to provide a transit site or temporary stopping places** in Carmarthenshire. However the Council should continue to monitor the number of unauthorised encampments and consider the use of Negotiated Stopping Arrangements to deal with short-term transient stops.

## Travelling Showpeople

- 7.5 Based on the evidence presented in this study the estimate additional plot provision needed for Travelling Showpeople in Carmarthenshire for Local Development Plan period to 2021 is for **5 additional plots**. This will address the needs of all identifiable Travelling Showpeople households, and includes existing households on unauthorised sites, concealed households, and the expected growth in household numbers due to new household formation.

## Next Steps

- 7.6 Following the completion of the GTAA, and its approval by Welsh Government Ministers, the Council will seek to address the need that has been identified through a process of identifying suitable land for both new public and private sites and pitches, together with the possibility of working proactively with Gypsy and Traveller households to develop a more community led approach such as Community Land Trusts. It will also explore whether part of this need can be met through the intensification or expansion of existing sites, and will engage with residents living on current sites to establish their individual needs and aspirations.
- 7.7 When the Council have determined how best to meet the need identified in this GTAA, a process of identifying appropriate internal and external funding for any new public provision or Community Land Trusts will need to be undertaken. This is likely to involve an application for funding to Welsh Government.
- 7.8 The Council will also work closely with residents on the 3 tolerated sites/yards (Five Roads, Cynheidre – Penygraig Uchaf, Blaenwaun – Fairground, Llanelli) to formalise these sites by ensuring that an application for a Certificate of Lawful Existing Use or Development (CLEUD) is submitted by the end of 2016.

# Appendix A: Sites and Yards in Carmarthenshire (January 2016)

Site/Yard	Operational Pitches/Plots	Unauthorised Pitches/Plots
<b>Public Sites</b>		
Penybryn Travellers Site, Llanelli	15	-
<b>Private Sites with Permanent Permission</b>		
Glynceirch Caravan Park, Llandeilo	3	-
Roman Way, Carway	4	-
The Paddock, Milo	1	-
Ty Newydd, Llanon	1	-
Westover, Whitland	3	-
<b>Private Sites with Temporary Permission</b>		
None	-	-
<b>Tolerated Sites – Long-term without Planning Permission</b>		
Five Roads, Cynheidre	-	1
Penygraig Uchaf, Blaenwaun	-	3
<b>Unauthorised Sites</b>		
Caer Elms, Llanelli	-	5
<b>TOTAL PITCHES</b>	<b>27</b>	<b>9</b>
<b>Public Transit Sites</b>		
None	-	-
<b>Private Transit Sites</b>		
None	-	-
<b>Private Travelling Showpeople Yards</b>		
Fairlands, Ffairfach	3	-
<b>Tolerated Travelling Showpeople Yards</b>		
Fairground, Halfway, Llanelli	-	5
<b>Unauthorised Travelling Showpeople Yards</b>		
North's Yard	-	1

# Appendix B: Interview Log

Address	Type of tenure	Interview attempts			Engagement techniques used	Completed or refusal?	Reasons for refusal?
Penybryn Travellers Site - Pitch 1	Local Authority site	28/09/15	29/09/15		Face-to-face pre-notification	Completed	
Penybryn Travellers Site - Pitch 2	Local Authority site	19/10/15			Face-to-face pre-notification	Completed	
Penybryn Travellers Site - Pitch 3	Local Authority site	28/09/15	29/09/15		Face-to-face pre-notification	Completed	
Penybryn Travellers Site - Pitch 4	Local Authority site	28/09/15	29/09/15	05/10/15	Face-to-face pre-notification	Completed	
Penybryn Travellers Site - Pitch 5	Local Authority site	28/09/15			Face-to-face pre-notification	Completed	
Penybryn Travellers Site - Pitch 6	Local Authority site	28/09/16	29/09/15	05/10/15	Face-to-face pre-notification	Refusal	Away from the site
Penybryn Travellers Site - Pitch 7	Local Authority site	19/10/15	29/09/15	15/10/15	Face-to-face pre-notification	Completed	
Penybryn Travellers Site - Pitch 8	Local Authority site	19/10/15	28/09/15		Face-to-face pre-notification	Completed	
Penybryn Travellers Site - Pitch 9	Local Authority site	28/09/16			Face-to-face pre-notification	Refusal	Vacant pitch
Penybryn Travellers Site - Pitch 10	Local Authority site	28/09/16			Face-to-face pre-notification	Refusal	Vacant pitch
Penybryn Travellers Site - Pitch 11	Local Authority site	28/09/15	29/09/15	05/10/15	Face-to-face pre-notification	Completed	
Penybryn Travellers Site - Pitch 12	Local Authority site	28/09/15	29/09/15		Face-to-face pre-notification	Completed	
Penybryn Travellers Site - Pitch 13	Local Authority site	29/09/15			Face-to-face pre-notification	Completed	
Penybryn Travellers Site - Pitch 14	Local Authority site	29/09/15			Face-to-face pre-notification	Completed	
Penybryn Travellers Site - Pitch 15	Local Authority site	28/09/15			Face-to-face pre-notification	Completed	
Roman Way, Herberdeg Road - Pitch 1	Private authorised site	28/09/15			Site visit	Completed	
Roman Way, Herberdeg Road - Pitch 2	Private authorised site	25/09/15			Site visit	Completed	
Roman Way, Herberdeg Road - Pitch 3	Private authorised site	28/09/15			Site visit	Completed	
Roman Way, Herberdeg Road - Pitch 4	Private authorised site	28/09/15			Site visit	Refusal	Vacant pitch
11 Westover, Whitland	Private authorised site	28/09/15			Site visit	Completed	
12 Westover, Whitland	Private authorised site	29/09/15			Site visit	Completed	
24 Westover, Whitland	Private authorised site	28/09/15			Site visit	Completed	
Glynceirch Caravan Park - Pitch 6	Private authorised site	30/09/15			Site visit	Completed	
Glynceirch Caravan Park - Pitch 7	Private authorised site	30/09/15			Site visit	Completed	
Glynceirch Caravan Park - Pitch 8	Private authorised site	30/08/15			Site visit	Completed	
Penygraig Uchaf - Pitch 8	Private authorised site	29/09/15			Site visit	Completed	
Penygraig Uchaf - Pitch 9	Private authorised site	29/09/16			Site visit	Refusal	Did not want to participate in GTAA
Penygraig Uchaf - Pitch 10	Private authorised site	29/09/17			Site visit	Refusal	Did not want to participate in GTAA
Tynwydd, Llannon	Private authorised site	29/09/15			Site visit	Completed	
The Paddocks, Milo	Private authorised site	19/11/15			Site visit	Refusal	Did not want to participate in GTAA
Brookside, Five Roads	Unauthorised development	28/09/15			Site visit	Completed	
Caer Elms, Llanelli - Pitch 1	Unauthorised development	28/09/15	29/09/17		Site visit and telephone call	Refusal	Did not want to participate in GTAA
Caer Elms, Llanelli - Pitch 2	Unauthorised development	28/09/15	29/09/17		Site visit and telephone call	Refusal	Did not want to participate in GTAA
Caer Elms, Llanelli - Pitch 3	Unauthorised development	28/09/15	29/09/17		Site visit and telephone call	Refusal	Did not want to participate in GTAA
Caer Elms, Llanelli - Pitch 4	Unauthorised development	28/09/15	29/09/17		Site visit and telephone call	Refusal	Did not want to participate in GTAA
Caer Elms, Llanelli - Pitch 5	Unauthorised development	28/09/15	29/09/17		Site visit and telephone call	Refusal	Did not want to participate in GTAA
Fairlands, Ffairfach - Plot 1	Private authorised site	17/11/15			Site visit	Completed	
Fairlands, Ffairfach - Plot 2	Private authorised site	17/11/15			Site visit	Completed	
Fairlands, Ffairfach - Plot 3	Private authorised site	17/11/15			Site visit	Completed	
Fairground, Llanelli - Plot 1	Unauthorised development	19/11/15			Site visit	Completed	
Fairground, Llanelli - Plot 2	Unauthorised development	19/11/15			Site visit	Completed	
Fairground, Llanelli - Plot 3	Unauthorised development	19/11/15			Site visit	Completed	
Fairground, Llanelli - Plot 4	Unauthorised development	18/11/15			Site visit	Completed	
Fairground, Llanelli - Plot 5	Unauthorised development	19/11/15			Site visit	Completed	
North's Yard, Llanelli	Unauthorised development	17/11/15			Site visit	Completed	
Dolau Road, Llanelli (TSP)	Bricks and mortar	19/11/15			Home visit	Completed	
Stanley Street, Llanelli (TSP)	Bricks and mortar	19/11/15			Home visit	Completed	
New Dock Street, Llanelli (TSP)	Bricks and mortar	17/11/15			Home visit	Completed	
Coke Works (Unauthorised) - Now Bricks and Mortar	Bricks and mortar	08/10/15			Site visit	Completed	
Brynawelon, Llanelli	Bricks and mortar	09/11/15			Pre-notified drop-in session	Completed	
Nantwen, Llanelli	Bricks and mortar	09/11/15			Pre-notified drop-in session	Completed	
Bryngolau, Llanelli	Bricks and mortar	09/11/15			Pre-notified drop-in session	Completed	
Tir Eion, Llanelli	Bricks and mortar	09/11/15			Pre-notified drop-in session	Completed	
Pant Y Celyn, Llwynhendy	Bricks and mortar	08/11/15			Pre-notified drop-in session	Completed	
Ynyslas, Llanelli	Bricks and mortar	09/11/15			Pre-notified drop-in session	Completed	
Brynawelon, Llanelli	Bricks and mortar	09/11/15			Pre-notified drop-in session	Completed	
Heol Daniel, Llanelli	Bricks and mortar	09/11/15			Pre-notified drop-in session	Completed	
Brynsierfel, Llanelli	Bricks and mortar	09/11/15			Pre-notified drop-in session	Completed	
Lower Trostre Road, Llanelli	Bricks and mortar	09/11/15			Pre-notified drop-in session	Completed	
Cae Clas, Felinfoel	Bricks and mortar	08/11/15			Pre-notified drop-in session	Completed	
Heol Elfed, Llwynhendy	Bricks and mortar	09/11/15			Pre-notified drop-in session	Completed	
Dan Yr Ailt, Felinfoel	Bricks and mortar	08/11/15			Pre-notified drop-in session	Completed	
Dolwar Fach, Llwynhendy	Bricks and mortar	08/11/15			Pre-notified drop-in session	Completed	
Derwen Street, Llanelli	Bricks and mortar	24/11/15			Home visit	Completed	
Lon Hafren, Llanelli	Bricks and mortar	25/11/15			Home visit	Completed	
Maes Werdd, Llanelli	Bricks and mortar	24/11/15	25/11/15		Home visit	Completed	
Dan-Y-Cwm, Llanelli	Bricks and mortar	24/11/15			Home visit	Completed	
Bryngaer, Llanelli	Bricks and mortar	24/11/15	25/11/15	26/11/15	Telephone Call	Refusal	Unable to make contact
Brynseirfe, Llanelli	Bricks and mortar	24/11/15	25/11/15	26/11/16	Telephone Call	Refusal	Unable to make contact
Maes Werdd, Llanelli	Bricks and mortar	24/11/15	25/11/15	26/11/17	Telephone Call	Refusal	Unable to make contact
Dolafon, Llanelli	Bricks and mortar	24/11/15	25/11/15	26/11/18	Telephone Call	Refusal	Unable to make contact
Graig Wen, Llanelli	Bricks and mortar	24/11/15	25/11/15	26/11/19	Telephone Call	Refusal	Unable to make contact
Tawel Fan, Llanelli	Bricks and mortar	24/11/15	25/11/15	26/11/20	Telephone Call	Refusal	Unable to make contact
Tircapel, Llanelli	Bricks and mortar	24/11/15	25/11/15	26/11/21	Telephone Call	Refusal	Unable to make contact
Trallwrm Road, Llanelli	Bricks and mortar	24/11/15	25/11/15	26/11/22	Telephone Call	Refusal	Unable to make contact
Waun Sidan, Llanelli	Bricks and mortar	24/11/15	25/11/15	26/11/23	Telephone Call	Refusal	Unable to make contact
Maesydderwen	Bricks and mortar	24/11/15	25/11/15	26/11/24	Telephone Call	Refusal	Unable to make contact
Meldrim, St Clears	Bricks and mortar	24/11/15	25/11/15	26/11/25	Telephone Call	Refusal	Unable to make contact
Lon Hafren, St. Clears	Bricks and mortar	24/11/15	25/11/15	26/11/26	Telephone Call	Refusal	Unable to make contact
Whitland	Bricks and mortar	24/11/15	25/11/15	26/11/27	Telephone Call	Refusal	Unable to make contact
Housing Association Contact	Bricks and mortar	04/01/16			Telephone Call	Refusal	
Housing Association Contact	Bricks and mortar	04/01/16	05/01/16	06/01/16	Telephone Call	Refusal	Unable to make contact
Housing Association Contact	Bricks and mortar	04/01/16	05/01/16	06/01/16	Telephone Call	Refusal	Unable to make contact
Housing Association Contact	Bricks and mortar	04/01/16	05/01/16	06/01/16	Telephone Call	Refusal	Unable to make contact

# Appendix C: Technical Note on Household Formation and Growth Rates



## **Technical Note**

# **Gypsy and Traveller Household Formation and Growth Rates**

**August 26<sup>th</sup> 2015**

**Opinion Research Services**  
Spin-out company of Swansea University





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# Household Growth Rates

## Abstract and conclusions

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

## Introduction

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

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

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

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

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

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

## Compound growth

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

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

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

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

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

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

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

## Caravan counts

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

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

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

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

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

## Modelling population growth

### Introduction

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

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

### Migration effects

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

### Population profile

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

**Table 4**

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

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



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

### Birth and fertility rates

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

### Death rates

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

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

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

#### Modelling outputs

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

## Household growth

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

**Table 5**

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

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

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

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

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

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

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

## Household dissolution rates

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

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

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

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

## Summary conclusions

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

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