



**Vale of Glamorgan Council
Gypsy and Traveller
Accommodation Assessment (GTAA)**

Draft Final Report

June 2022

BP11



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1. Executive Summary

Introduction and Methodology

- 1.1 The primary objective of the (2022) Gypsy and Traveller Accommodation Assessment (GTAA) is to provide a robust assessment of current and future need for Gypsy and Traveller¹ accommodation in the Vale of Glamorgan.
- 1.2 The GTAA provides a robust and credible evidence base which can be used to aid in the understanding of, and the provision of Gypsy and Traveller pitches and Travelling Showmen's plots, and potential transit provision, for the Vale of Glamorgan new Local Development Plan (LDP) period to 2036. The outcomes of this GTAA will replace the outcomes of the previous GTAA that was published in 2016.
- 1.3 The GTAA has sought to understand the accommodation needs of the Gypsy and Traveller population in the Vale of Glamorgan through a combination of desk-based research, stakeholder engagement and engagement with members of the Travelling Community. In addition, a range of local stakeholders were invited to sit on a Project Steering Group.
- 1.4 Following the preliminary engagement and publicity that was put in place², a total of 7 interviews were completed with Gypsies and Travellers and Travelling Showpeople living on sites, yards, and bricks and mortar accommodation in the Vale of Glamorgan. In addition, engagement was completed with neighbouring local authorities and other stakeholders to discuss potential need for transit provision.
- 1.5 The baseline date for the study is **February 2022**.

Pitch Needs – Gypsies and Travellers

- 1.6 The Welsh Government Guidance³ requires 2 assessments of need – for the first 5 years of the GTAA period to 2026, and for the full replacement LDP period to 2036.
- 1.7 Based upon the evidence presented in this study the estimated additional pitch provision required for Gypsies and Travellers in the Vale of Glamorgan for the first 5 years of the GTAA Study period to 2026 is for **9 pitches** and need for the remainder of the replacement LDP period is for a further **2 pitches**. This gives a total need to the end of the replacement LDP period to 2036 for **11 pitches**. These figures should be seen as the projected amount of provision which is necessary to meet the statutory obligations towards identifiable needs of the population arising in the area. These figures are made up from a combination of unauthorised pitches; over-crowding; movement from bricks and mortar; and new household formation.
- 1.8 A detailed breakdown which sets out the components that make up this identified need, together with any other issues that have been taken into consideration can be found in **Chapter 6** of this report.

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

² See Chapter 4 and Appendix F for further details.

³ <https://gov.wales/sites/default/files/publications/2019-03/undertaking-gypsy-and-traveller-accommodation-assessments.pdf>

Plot Needs - Travelling Showpeople

- ^{1.9} The Welsh Government Guidance requires 2 assessments of need – for the first 5 years of the GTAA period to 2026, and for the full replacement LDP period to 2036.
- ^{1.10} Based upon the evidence presented in this study the estimated additional plot provision needed for Travelling Showpeople in the Vale of Glamorgan for the first 5 years of the GTAA Study period to 2026 is for **no plots** and need for the remainder of the replacement LDP period to 2036 is for **no further plots**. This gives a total need to the end of the replacement LDP period to 2036 for **no plots**. 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.

Transit Recommendations

- ^{1.11} Discussions with local stakeholders, neighbouring local authorities, and analysis of records of unauthorised encampments, confirmed that there are limited instances of unauthorised encampments in the Vale of Glamorgan.
- ^{1.12} There have been a small number of localised instances of Travellers temporarily visiting the Vale of Glamorgan to attend weddings or other events, but no further evidence of any long-term or permanent accommodation needs were identified.
- ^{1.13} The outcomes from the household interviews and discussions with stakeholders did not identify that there was a need for permanent transit provision locally, although there were discussions about a need for more transit provision across Wales.
- ^{1.14} As such it is recommended that **there is not a need at this time for the Council to provide a transit site** in the Vale of Glamorgan due to the low numbers of unauthorised encampments, and the short-term transient nature of these encampments.
- ^{1.15} It is also recommended that the Council should continue to monitor the number of unauthorised encampments and consider the use of short-term toleration (including negotiated stopping arrangements) to deal with short-term transient stops. This management-based approach should also include consideration about whether to provide toilets, water, and refuse facilities. There are a number of examples across Wales and England where management-based approaches to dealing with unauthorised encampments have been successful. A good example can be found at www.negotiatedstopping.co.uk. There are also many examples where local authorities are taking a more strategic and regional approach towards addressing transit issues including in Essex, Leicestershire, the former Northamptonshire, and Hampshire.

2. Background and Policy Context

The Study

- 2.1 Opinion Research Services (ORS) were appointed by the Vale of Glamorgan Council (the Council) as independent consultants in September 2021 to complete a robust and up-to-date assessment of accommodation need for Gypsies and Travellers residing and resorting in the Vale of Glamorgan for the new replacement Local Development Plan (LDP) period to 2036.
- 2.2 The study provides an evidence base to enable the Council to comply with their requirements towards Gypsies and Travellers under Part 3 of the Housing (Wales) Act 2014, and to support the Vale of Glamorgan replacement Local Development Plan (2021-36). The Act requires Local Authorities to undertake a GTAA at least every 5 years, although Local Authorities have flexibility to undertake GTAAs more frequently if a material change in the level of need in the area has been identified. The Council published a GTAA in 2016 (covering the period up to 2026). Welsh Government wrote to all Local Planning Authorities in September 2019 to confirm those undertaking an LDP Review must ensure the GTAA establishes an evidence base for Gypsy and Traveller needs across the entire plan period. Welsh Government also confirmed that this may necessitate undertaking of a new GTAA (and providing appropriate site allocations, where relevant) prior to the statutory Deposit consultation to ensure plans can be found sound through the examination process and are able to be adopted.
- 2.3 This GTAA provides an assessment of need for Gypsy and Traveller accommodation in the Vale of Glamorgan to fulfil these requirements, updating the previous GTAA published in 2016. It is a robust and credible evidence base which can be used to aid in the understanding of, and the provision of Gypsy and Traveller pitches and plots, and also to support the new the Vale of Glamorgan LDP (2021-2036).
- 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 GTAA.
- 2.5 The baseline date for the study is **February 2022**.

Legislation and Guidance

Welsh Government Circular 005/2018

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

- » Providing the Evidence Base
- » Regional Working
- » Development Plans
- » Major Development Projects
- » Designated Areas
- » Planning Applications
- » Enforcement
- » Appeals
- » Human Rights and Equality of Opportunity
- » Monitoring Planning Applications

Well-being of Future Generations (Wales) Act 2015

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

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

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

Housing (Wales) Act 2014

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

^{2.10} Section 102 of the Act requires that local authorities must prepare a report which they must submit to Welsh Ministers for approval that:

- » details how the assessment was carried out.
- » contains a summary of:
 - the consultation it carried out in connection with the assessment, and
 - the responses (if any) it received to that consultation.
- » details the accommodation needs identified by the assessment.

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

Mobile Homes (Wales) Act 2013

- 2.16 The GTAA Guidance sets out the requirement that local authorities have to meet a legal duty to exercise their functions to provide mobile home pitches to meet any identified needs. These are set out in Section 60 of the Mobile Homes (Wales) Act 2013.
- 2.17 In this Act "*mobile home*" means:
- » *Any structure designed or adapted for human habitation which is capable of being moved from one place to another (whether by being towed, or by being transported on a motor*

vehicle or trailer) and any motor vehicle designed or adapted for human habitation but does not include any railway rolling stock which is for the time being on rails forming part of a railway system, or any tent.

- » *A structure designed or adapted for human habitation which is composed of not more than 2 sections separately constructed and designed to be assembled on a site by means of bolts, clamps, or other devices, and is, when assembled, physically capable of being moved by road from one place to another (whether by being towed, or by being transported on a motor vehicle or trailer).*

Welsh Government Designing and Managing Gypsy and Traveller Sites Guidance

- ^{2.18} As well as publishing guidance on undertaking GTAA's in May 2015 the Welsh Government also published additional guidance on designing and managing Gypsy and Traveller sites in order to assist local authorities in meeting need for Gypsies and Travellers. These two documents are intended as a guide to assist Local Authorities in providing appropriate services at reasonable cost to the public purse for Gypsies and Travellers living on residential sites in Wales. They contain practical guidance to assist local authorities to ensure sites are fit-for-purpose, and how best to manage public Traveller sites. The guidance is not statutory. However, it is anticipated by Welsh Government that the guidance will help local authorities and others in the development, improvement and management of Gypsy and Traveller sites, and will form part of the consideration of the Welsh Government in assessing applications for Sites Capital Grant funding in relation to Gypsy and Traveller sites.

Vale of Glamorgan Local Development Plan (2011-2026), Adopted June 2017

- ^{2.19} The Vale of Glamorgan Local Development Plan (2011-2026) was adopted by the Vale of Glamorgan Council in June 2017 and became operative immediately. The adopted Local Development Plan (LDP) superseded and replaced the earlier the Vale of Glamorgan Unitary Development Plan 1996-2011. In June 2021, the Council triggered a review of the adopted LDP and have commenced work on a new Replacement LDP to cover the period 2021 to 2036.
- ^{2.20} Policy MG5 (Gypsy and Traveller Site) in the adopted LDP identifies land at Llangan for the provision of a 2 pitch Gypsy and Traveller site, and Policy MD18 - Gypsy and Traveller Accommodation refers to proposals for additional Gypsy and Traveller accommodation.

POLICY MG5 - GYPSY AND TRAVELLER SITE

Land is allocated at Llangan for the provision of a 2-pitch gypsy and traveller site.

6.34 Sections 101 to 103 of the Housing (Wales) Act 2014 require local authorities to assess the accommodation needs of Gypsy and Travellers within their area and that where there is an identified need sufficient site(s) should be allocated within the Council's LDP to address that need.

6.35 The 2016 the Vale of Glamorgan Gypsy and Traveller Accommodation Assessment (GTAA) identified an unmet need for 2 residential pitches over the short to medium term and a further unmet need for 18 residential pitches for the remaining development plan period (i.e., after 2021). The monitoring framework sets out the Council's proposed steps to identify and deliver a further site to meet this unmet need.

6.36 The current Gypsy and Traveller site at Llangan is in the ownership of the Council and is considered to be suitable to accommodate the short to medium term need of 2 pitches identified in the GTAA (the Vale of Glamorgan Gypsy and Traveller Accommodation Assessment (May 2016)).

6.37 The Council's Monitoring Framework has set out a 2-year timetable for the identification of an appropriate site to accommodate any future arising needs for Gypsy and Travellers.

6.38 In terms of transit provision the GTAA concluded that at this current time there is not a need for the Council to provide a transit site in the Vale of Glamorgan. However, the Council should continue to monitor the number of unauthorised encampments and consider the use of short-term toleration or Negotiated Stopping Arrangements to deal with any short-term transient stops.

Policy MD18 - Gypsy and Traveller Accommodation

Proposals for additional gypsy and traveller accommodation will be permitted providing that:

- 1.** There is reasonable access from the site to day-to-day services, facilities and employment, including schools, medical facilities, shops and community facilities;
- 2.** The size of the site and the number of pitches are appropriate to its location and accommodation needs of the applicant;
- 3.** Adequate on-site services for water supply, drainage, sewage, power and waste disposal are available or can be provided without causing any unacceptable environmental impact; and
- 4.** The existing highway network is adequate to serve the site and a satisfactory means of access can be provided, including provision for parking, turning, servicing and emergency vehicles.

There will be a preference for accommodation needs to be met on any of the following:

- Allocated gypsy and traveller sites;
- Existing gypsy and traveller sites or on appropriate extensions to those sites; or
- Sites within existing settlements.

7.85 National guidance recognises the need for a criteria-based Policy in order to assess proposed private or other gypsy and traveller sites, in order to meet future or unexpected demand. Policies must be fair, reasonable, realistic and effective in delivering sites. Accordingly, Policy MD18 sets out the criteria for new gypsy and traveller accommodation.

7.86 Where the proposal is considered to be justified, planning permission will be restricted to the applicant and their dependent resident family. In addition, the sustainability of the site in terms of access to essential services and facilities will also be an important factor in determining the suitability of the proposals.

7.87 The Council may impose planning conditions to control business uses and associated buildings on the site to ensure that they remain ancillary to residential use. In this regard and where relevant, planning applications should be accompanied by details of any proposals for the storage of plant and equipment associated with the business activities of those living on the site.

Definition of Key Terms

^{2.21} 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 can be found in **Appendix A**.

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 the Vale of Glamorgan including previous assessments of need, socio-demographic data, caravan count data and the current provision of accommodation.

Current and Previous GTAAs

Vale of Glamorgan GTAA 2016-2026

- 3.2 The most recent GTAA for the Vale of Glamorgan was published in 2016⁴ and covers the period to 2026. Based upon the evidence presented in the study the estimated pitch provision needed for Gypsies and Travellers in the Vale of Glamorgan for the first 5 years of the GTAA plan period was for 2 pitches, and for the remainder of the GTAA plan period a need for a further 18 pitch was identified. This gave a total need for the whole GTAA plan period of 20 pitches.
- 3.3 The 2016 GTAA concluded that there was no additional housing need within the Vale of Glamorgan for Travelling Showpeople.

Population Data – 2011 Census

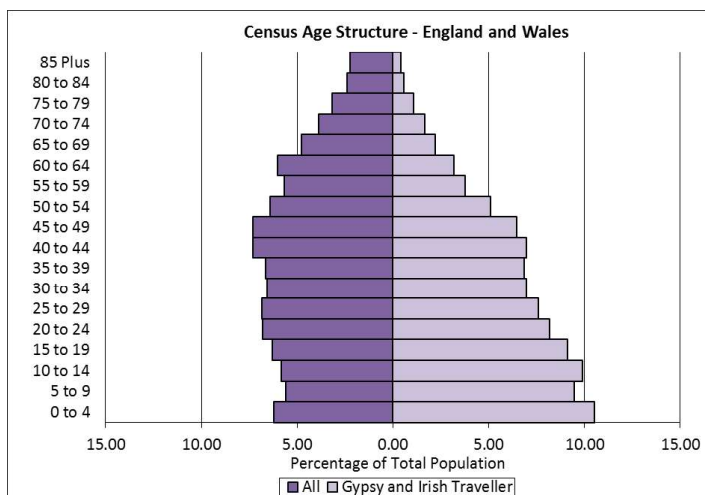
- 3.4 Analysis of 2011 Census data relating to the Gypsy and Traveller population identified a total of 6 households and 21 individuals who identified as Gypsies or Irish Travellers living in the Vale of Glamorgan – representing less than 0.01% of the population as a whole. It is likely that this could be an under-estimate given the accepted lower than average levels of response to the Census from the members of the Gypsy and Traveller community. The 2021 Census may provide a better understanding of the Gypsy and Traveller population through the inclusion of Roma in the question about ethnicity.
- 3.5 Despite the likely under-estimate of the population of Gypsies and Irish Travellers, data from the 2011 Census does identify some significant demographic differences when compared to the population as a whole. These are important in terms of explaining the higher rate of new household formation for Gypsy and Traveller households compared with the settled population. In summary the Census shows that nationally for England and Wales:
- » Just under half of Gypsy or Irish Traveller households had dependent children (45%), compared to 29% for England and Wales as a whole.
 - » The median age of Gypsies or Irish Travellers was 26 years compared to the national median of 39 years.
 - » Just 6% of the Gypsy or Irish Traveller population were aged 65 years and over compared to a national figure of 16%.
 - » Gypsies or Irish Travellers below 20 years of age accounted for 39% of the population compared to a national figure of 24%.
 - » Gypsies or Irish Travellers below 10 years of age accounted for 20% of the population compared to a national figure of 12%.

⁴ <https://www.Valeofglamorgan.gov.uk/Documents/Living/Housing/Gypsy-and-Traveller-Accommodation-Assessment.pdf>

- » 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%.

3.6 The chart below shows the age structure for the whole population (All) and the Gypsy or Irish Traveller population in England and Wales. 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. Unfortunately, due to the low numbers of Gypsies and Irish Travellers identified in the Census living in the Vale of Glamorgan it is not possible to make any meaningful comparisons at a local level.

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



Caravan Count Data

- 3.7 Another source of published information on the Gypsy and Traveller population is the Welsh Government Gypsy and Traveller Caravan Count which uses data provided by Local Authorities and is published twice a year.
- 3.8 This is a physical count of the number of *caravans* on both authorised and unauthorised sites across Wales. 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.
- 3.9 However, the data captured in the Caravan Count does give an indication of the number of sites, and authorised and unauthorised caravans in each local authority, and can be useful in supporting the determination of any transit needs and identifying year on year trends to support an assessment of need.
- 3.10 The latest Gypsy and Traveller Caravan County data for Wales is from July 2021 and was published in October 2021.
- 3.11 Analysis of the Caravan Count Data for the Vale of Glamorgan between January 2010 and July 2021 shows that there have been 4 unauthorised sites recorded in recent years, with 30 tolerated caravans on the sites (3 on land owned by Gypsies and Travellers and 27 on land not owned by Gypsies and Travellers).

- 3.12 In addition, details of recorded encampments were provided by the Council and were analysed to help to determine whether there was any need for transit provision. See Chapter 6 for further details.

Current Accommodation Provision

- 3.13 One of the main considerations of this study is to provide evidence to support the provision of pitches and plots to meet the current and future accommodation needs of Gypsies and Travellers in the Vale of Glamorgan. In general, 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.
- 3.14 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).
- 3.15 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.
- 3.16 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.
- 3.17 Further considerations for the Gypsy and Traveller population are unauthorised developments and encampments. Unauthorised developments occur on land which is owned by the Gypsies and Travellers or with the approval of the landowner, but for which they do not have planning permission to use for residential purposes. Unauthorised encampments occur on land which is not owned by the Gypsies and Travellers – for example laybys or car parks.

Sites and Yards in Vale of Glamorgan

- 3.18 In the Vale of Glamorgan, at the baseline date for the GTAA, there were no public sites; 3 private sites with permanent planning permission (5 pitches); 1 tolerated site (17 pitches) and 2 unauthorised developments (4 pitches). There were no Travelling Showpeople yards identified in the Vale of Glamorgan and there was no transit provision identified.

3.19 It should be noted that the site at The Old Brocastle Quarry (see Figure 3 below) is listed as an unauthorised development, but the site is currently subject to a retrospective planning application which is under consideration by the Council.

3.20 Further details can be found in Chapter 5 and **Appendix B**.

Figure 2 - Total amount of provision in Vale of Glamorgan (February 2022)

Category	Sites/Yards	Pitches/Plots
Private with permanent planning permission	3	5
Private sites with temporary planning permission	0	0
Public sites	0	0
Public transit provision (seasonal)	0	0
Private transit provision	0	0
Tolerated sites	1	17
Unauthorised sites	2	4
Travelling Showpeople yards	0	0
TOTAL	6	26

Figure 3 - Sites and Yards in Vale of Glamorgan (February 2022)

Site Name	Pitches/Plots	Status
Land off Heol Las, Cowbridge	1	Private – Authorised
The Stables, Bonvilston	1	Private – Authorised
Travellers Rest, St. Mary Hill	3	Private – Authorised
Hayes Road, Sully	17	Tolerated site
Land at The Old Brocastle Quarry, Crack Hill	3	Unauthorised Development ⁵
Twyn Yr Odyn, St. Lythans	1	Unauthorised Development
Total	26	

⁵ See para 3.19.

4. Methodology

- 4.1 This section sets out the methodology that has been followed to deliver the outputs for this study. The Welsh Government GTAA Guidance issued under Section 106 of the Housing (Wales) Act sets out the requirements for the GTAA including the methodology and calculation of need that has been followed to address these and allow for a full and robust GTAA to be completed.
- 4.2 The study has been undertaken by Opinion Research Services, in conjunction with the Vale of Glamorgan Council and the approach taken covers the following core areas of work:
- » GTAA Project Steering Group.
 - » Identifying and analyse existing data sources.
 - » Publicising the accommodation assessment.
 - » Conducting the accommodation assessment surveys.
 - » Calculating the accommodation needs of Gypsies and Travellers.
- 4.3 The stages below provide a summary of the methodology that was used to complete this study.

GTAA Project Steering Group

- 4.4 The Welsh Government GTAA Guidance requires that a Project Steering Group be established to ensure that the study is informed by all available local knowledge and expertise. The Council set up and managed a Steering Group for the Vale of Glamorgan. The individuals who attended the meetings of the GTAA Steering Group were:

Figure 4 – GTAA Project Steering Group Membership

Name	Organisation	Job Title
Carol Price	Local Authority	Housing Strategy Coordinator
John Marks	Local Authority	Senior Planner
Lucy Butler	Local Authority	Principal Planner
Nick Jones	Local Authority	Operational Manager Public Housing
Sandra Saif	Local Authority	Vulnerable Groups Casework Co-ordinator
Stephen Ware	Local Authority	Senior Media Officer
Tim Greaves	Local Authority	Equality Coordinator
Michael Bayliss	ORS	Researcher
Steve Jarman	ORS	Head of Traveller Assessments
Georgia Williams	Safer Vale	Community Cohesion Officer
Kevin Jones	South Wales Police	Communities and Partnership Officer
Trudy Aspinwall	Travelling Ahead	Team Manager

- 4.5 As set out in the GTAA Guidance the key responsibilities of the Steering Group were to agree on the aims and objectives of the study; promote the benefits of the study to members of the Travelling Community; help identify households living in bricks and mortar and on unauthorised sites and encampments; provide expert stakeholder input into the identification of local need; provide feedback on the emerging outputs from the study; and to share and promote the final outcomes to members of the Travelling Community. The first Steering Group meeting was held on 21st October 2021; the second Steering Group meeting was on 9th

December 2021; and a final Steering Group meeting will be arranged once the GTAA Report has been formally signed-off by the Council. All meetings have been held online due to COVID-19.

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

Stakeholder Engagement

- 4.7 In addition to the Steering Group contact was made with a number of stakeholders listed in Annex 1 in the GTAA Guidance to identify whether they had any particular issues they would like to raise in relation to Gypsies and Travellers in the Vale of Glamorgan. The organisations that were contacted were:

- » Gypsies & Travellers Wales
- » Travelling Ahead
- » The Unity Project
- » The Bridges Project
- » The Showmen’s Guild of Great Britain - South Wales
- » The Traveller Movement
- » Friends, Families and Travellers
- » The National Federation of Gypsy Liaison Groups
- » The Gypsy Council
- » Roma Support Group

- 4.8 At the time of preparing this report the only response that was received was from Travelling Ahead and a summary of the interview that was completed can be found in **Appendix E**.

Identify and Analyse Existing Data

- 4.9 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 data.
- » 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

- 4.10 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.
- 4.11 The approach to publicity was discussed with members of the Steering Group prior to the fieldwork commencing. This publicity that was put in place followed the standard methods used by other Local Authorities in Wales and included the actions below (examples can be found in **Appendix F**):
- » Posters and flyers in a range of community venues and libraries.
 - » Invited households who had identified themselves as Gypsies, Travellers or Travelling Showpeople that are currently in council housing, or registered on the Council's housing waiting list, to participate in the survey.
 - » Promoted the survey via social media and via the Council's web site⁶.
 - » Information circulation by Gypsy and Traveller advocacy organisations.
 - » Contact with organisations set out in the Welsh Government GTAA Guidance.

Conducting the Accommodation Assessment Surveys

Household Interviews

- 4.12 Through the desk-based research and information from the Steering Group, ORS sought to identify all authorised and unauthorised sites, yards, and encampments in the Vale of Glamorgan, and sought to undertake a full demographic study of the residents on all pitches and plots – as required by the Welsh Government GTAA Guidance.
- 4.13 Residents on sites were contacted by Researchers from ORS to complete an interview in line with the ORS COVID-19 Risk Assessment Process. One household requested to complete their interview over the telephone. All other interviews were complete face-to-face, while maintaining COVID-19 Risk Assessment procedures. Interviews were completed with all households using the Welsh Government GTAA Household Interview questions. It is not considered that COVID-19 had any limiting factor on the household interview process.

Bricks and Mortar Interviews

- 4.14 ORS worked closely with the Council to identify and encourage households living in bricks and mortar to participate in the GTAA. The Council were able to provide ORS with a list of applicants for Council Housing Contacts who identified as Gypsies or Travellers and tenants currently in bricks and mortar who identified as Gypsies or Travellers. This resulted in a total of 4 households being identified who stated to the Council that

⁶ https://www.Valeofglamorgan.gov.uk/en/our_council/consultation/Have-Your-Say-on-Gypsy-Traveller-and-Showpeople-Sites.aspx

they were willing to answer questions from ORS. All those on the list had also already stated to the Council that they were broadly happy to stay in bricks and mortar accommodation.

- 4.15 Contacts were also sought through members of the Steering Group, speaking with people on existing sites and through posters displayed on community noticeboards and within local communities. Through speaking with people on sites a further household living in bricks and mortar was identified.
- 4.16 Residents living in bricks and mortar were contacted by telephone by Researchers from ORS to request an appointment to complete an interview in line with the ORS COVID-19 Risk Assessment Process. The 2 households who were interviewed requested to complete their interviews over the telephone. Interviews were completed with all households using the Welsh Government GTAA Household Interview questions. Following further guidance from Welsh Government that set out that face-to-face interviews should be completed wherever possible, households were recontacted to see if they would like to complete a further face-to-face interview, however, all households stated that they would prefer to complete interviews over the telephone.

Calculating the Accommodation Needs of Gypsies, Travellers and Travelling Showpeople

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

Current Residential Supply

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

Current Residential Demand

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

- » Concealed /over-crowded/doubled-up households⁷.
- » Conventional housing – movement from bricks and mortar⁸.
- » New households to arrive from waiting lists/in-migration.

Future Demand

- ^{4.19} Total future demand is a result of the formation of new households during the study period. ORS has undertaken extensive research into the population and household growth of the Gypsy and Traveller community in England and Wales (**Appendix G**). This was used to inform this element of the Welsh Government GTAA Guidance (see Paragraphs 203-209). Paragraph 203 sets out the research completed by ORS and suggests that an acceptable growth rate is usually within the range of 1.50% – 3.00% per annum and Paragraph 204 sets out that Local Authorities should analyse the demographic data provided by community members to consider their own local anticipated future household growth.
- ^{4.20} 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.
- ^{4.21} The estimate of new household formation for remaining years of the study has been completed based on demographic evidence from the site interviews that were completed. Further evidence to support the approach taken to calculate new household formation is set out in Chapter 6.

Final Outcomes

- ^{4.22} All of the components of supply and demand are presented in an easy-to-understand table as set out in the GTAA Guidance in Table 3. A separate table has been prepared for the current and future needs of Gypsies, Travellers and for Travelling Showpeople as their needs should be considered independently as their circumstances are different from that of the wider travelling community.

Transit Provision

- ^{4.23} The GTAA also includes an assessment of the need for any transit sites or temporary stopping places to meet the needs of members of the Travelling Community who either travel permanently or for part of the year. In order to investigate the potential need for transit provision when undertaking the GTAA, ORS have undertaken analysis of records of unauthorised sites and encampments that were identified during the desk-based research. Data from the Gypsy and Traveller Caravan Count has also been considered as supporting evidence.

Compliance with Engagement Checklist

- ^{4.24} 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.

⁷ Following the guidance set out in Paragraphs 195-201 of the GTAA Guidance.

⁸ Following the guidance set out in Paragraphs 172-183 of the GTAA Guidance.

Figure 7 – Engagement Checklist

	Task	Completed
1	Visit every Gypsy, Traveller and Travelling Showperson household identified through the data analysis process up to 3 times, if necessary.	✓
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>Extensive publicity was undertaken to promote the GTAA and details can be found in Appendix F. However, Worlds Fair ceased being published as a weekly newspaper in 2019 (although there were plans to relaunch it in 2021) and Travellers Times no longer publish details of GTAAs on their Facebook pages.</i></p>	✓
3	<p>Consult relevant community support organisations, such as those in Annex 1.</p> <p><i>Engagement was sought with all organisations listed in Annex 1 of the GTAA Guidance. The only organisation that responded was Travelling Ahead and a telephone interview was completed with their Team Manager. A summary of the outcomes of the interview can be found in Appendix E.</i></p>	✓
4	<p>There are Local Authority waiting lists for both pitches* and for housing. The lists are accessible and communicated to community members.</p> <p><i>*There are no public sites in the Vale of Glamorgan so there is no waiting list.</i></p>	✓
5	<p>Endeavour to include Gypsies and Travellers on the GTAA Project Steering Group.</p> <p><i>Despite there being small numbers of the Gypsy and Traveller community residing in the Vale of Glamorgan, it was not possible to encourage any members of the community to sit on 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 by the local authority were followed up and interviews were completed.</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>Due to the very small number of Travellers in the Vale of Glamorgan, and ongoing concerns due to COVID-19 it was not possible to hold any on-site information events.</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 no public (Local Authority) sites; 3 private sites with planning permission (5 pitches); 1 tolerated site (17 pitches) and 2 unauthorised developments (4 pitches). There were no Travelling Showpeople yards. A total of 4 households living in bricks and mortar were identified but only 2 agreed to be interviewed.

Figure 8 – Sites and yards in Vale of Glamorgan (February 2022)

Site Name	Pitches/Plots	Status
Travellers Rest, St. Mary Hill	3	Private – Authorised
The Stables, Bonvilston	1	Private – Authorised
Land off Heol Las, Cowbridge	1	Private – Authorised
Hayes Road, Sully	17	Tolerated
Twyn Yr Odyn, St. Lythans	1	Unauthorised Development
Land at The Old Brocastle Quarry, Crack Hill	3	Unauthorised Development ⁹
n/a	n/a	Bricks and Mortar
n/a	n/a	Bricks and Mortar
Total	26	

- 5.2 Interviews were attempted on the sites and yards between January and February 2022. A total of 5 successful interviews were completed across all the 7 sites and yards. Despite all efforts, it was not possible to successfully engage with the majority of residents at the tolerated site at Hayes Road, Sully¹⁰. There were also 2 interviews completed with households living in bricks and mortar.

Figure 9 – Interviews completed in Vale of Glamorgan (February 2022)

Site/Yard Name	Pitches/Plots	Interviews	Refusals
Travellers Rest, St. Mary Hill	3	0	3
The Stables, Bonvilston	1	0	1
Land off Heol Las, Cowbridge	1	1	0
Hayes Road, Sully	17	1	16
Twyn Yr Odyn, St. Lythans	1	0	1
Land at The Old Brocastle Quarry, Crack Hill	3	3	0
Bricks and Mortar 1	n/a	1	0
Bricks and Mortar 2	n/a	1	0
TOTAL	26	7	21

⁹ The Old Brocastle Quarry is listed as an unauthorised development but is in the process of undergoing a retrospective planning application. The planning application for the site is currently under consideration.

¹⁰ See paras 5.3 – 5.6 for further information.

Hayes Road, Sully

- 5.3 Historically there has been a lack of engagement with the residents at on the tolerated site at Hayes Road with the GTAA process¹¹ and this was again demonstrated through an initial refusal of the residents to engage with ORS. Nevertheless, despite the previous lack of engagement, with the help of Gypsies and Travellers Wales (GT Wales¹²) ORS were able to obtain a response from 11 residents. A representative from GT Wales acted as a liaison between ORS and the residents at Hayes Road. The GT Wales representative delivered paper copies of the Welsh Government GTAA questionnaire to Hayes Road at the request of the residents who informed that they would prefer a self-completion process, as opposed to being visited by ORS fieldworkers
- 5.4 In total, a combined 10 residents responded to state that they refused complete the Welsh Government questionnaire, and that they are not willing to take part in any further consultations. As ORS were only able to obtain a completed questionnaire from one household at Hayes Road, it is therefore assumed that all other households at the site also refused to engage in the GTAA process. A summary of the feedback from Hayes Road can be found in **Appendix C**.
- 5.5 Taking the lead from previous engagement with the residents on the site as part of the 2016 GTAA, it is still assumed that the residents generally self-identified as New Travellers, and that the majority of adults work, including some who work at fairs and festivals. It is clear from the responses over the recent GTAA periods that there is no desire for a Local Authority (public) site to be provided to meet their accommodation needs and that the residents want a piece of land that they could self-manage and self-design.
- 5.6 Whilst it is felt that a willingness to engage with the residents has been demonstrated as part of this GTAA, a robust account of the number of households living on the site and of all of their current and future need has not been provided. The previous GTAA (2016) identified a need to provide for a total of 17 households living on the site, and that none of these residents wished to live on a formal public Gypsy and Traveller site. In the absence of any more recent information the figure of 17 will be used again. This figure was accepted in principle by a Planning Inspector during the examination of the current Vale of Glamorgan LDP.

Interview Log

- 5.7 A copy of the Interview Log can be found in **Appendix C**

Overview and Demographics of Residents

- 5.8 Information collected on the type of accommodation lived in by those who were interviewed shows that the Gypsies and Travellers who were interviewed in the Vale of Glamorgan live on public sites, private sites, unauthorised sites, Travelling Showmen's yards, or in bricks and mortar.
- 5.9 In total the site interviews covered 21 residents living on the sites, yards and in bricks and mortar. This was made up of 11 adults and 11 children aged under 18 and is a total of 7 households. This equates to 50% adults and 50% children and teenagers. Although not a direct comparison, data from the Census for the Vale of Glamorgan as a whole (the settled community and the Gypsy or Irish Traveller community) and for Gypsies

¹¹ <https://www.Valeofglamorgan.gov.uk/Documents/Living/Housing/Gypsy-and-Traveller-Accommodation-Assessment.pdf>

¹² <https://gtwales.org.uk/>

or Irish Travellers has been compared to the site population. This shows a higher proportion of those aged under 18 in the Gypsy and Traveller population when compared to that of the Vale of Glamorgan population as a whole. This is important when considering the new household growth rate that could be applied to the population when longer-term need is determined.

Figure 10 – Age and Gender of Household Members as % of Total Residents Interviewed (February 2022)

Age and Gender - Sites	Number	%
Male	13	62
Female	8	38
Unknown	1	5 ¹³
Under 18	11	50
18 and over	11	50

Interview Summary

- ^{5.10} Summaries of the interviews that were completed with Gypsies and Travellers living on sites and yards, and living in bricks and mortar can be found in **Appendix D**.

¹³ Figure of 5% representative of one person of unknown gender in a population of 22 being 5% of that population. Therefore, only the sum of the male and female split is intended to contribute to total (i.e., 100%) of population.

6. Assessing Accommodation Needs

- ^{6.1} This section focuses on the pitch provision which is needed by the Vale of Glamorgan Council for a short-term period of 5 years and the full replacement Local Development Plan period to 2036. 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 household interviews, planning records, Steering Group members, and from other stakeholders. In many cases, the survey data is not used in isolation, but instead is used to validate information from planning records or other sources.
- ^{6.3} This section concentrates not only upon the total provision which is needed in the area, but also whether there is a need for any transit sites and/or emergency stopping place provision.
- ^{6.4} Welsh Government Guidance requires an assessment of current and future pitch needs and provides a prescribed framework for undertaking this calculation. This framework has been followed for the purpose of this GTAA.
- ^{6.5} As with any assessment of housing need the underlying calculation can be broken down into a relatively small number of factors. In this case, the key issue for residential pitches is to compare the supply that is available for occupation with the current and future needs of the households. The key factors in each of these elements are set out in the sections below.

Current Residential Supply

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

Current Residential Demand

- » Households on unauthorised encampments.
- » Households on unauthorised developments.
- » Concealed /over-crowded/doubled-up households¹⁴.
- » Conventional housing – movement from bricks and mortar¹⁵.
- » New households to arrive from waiting lists/in-migration.

¹⁴ Following the guidance set out in Paragraphs 195-201 of the GTAA Guidance.

¹⁵ Following the guidance set out in Paragraphs 172-183 of the GTAA Guidance.

Future Demand

- 6.6 Total future demand is a result of the formation of new households during the study period. Information from the site interviews provides details of the gross number of new households expected to form within the first 5 years of the study. New household formation for the remainder of the study period have been based on demographic evidence from the site interviews.

Current Authorised Residential Supply

- 6.7 To assess the current Gypsy and Traveller provision it is important to understand the total number of existing pitches and their planning status. At the baseline for the GTAA there were no Public (Local Authority) sites; 3 private sites with planning permission (5 pitches); 1 tolerated site (17 pitches); and no Travelling Showpeople yards.

Figure 11 – Total number of authorised sites in Vale of Glamorgan (February 2022)

Category	Sites	Pitches	Occupied
Private sites with permanent planning permission	3	5	5
Private sites with temporary planning permission	0	0	0
Public sites (Council and Registered Providers)	0	0	0
Public transit provision	0	0	0
Private transit provision	0	0	0
Tolerated sites	1	17	17
Travelling Showpeople yards	0	0	0
Total	4	22	22

- 6.8 The next stage of the process is to assess how much space is, or will become, available on existing sites in order to determine the supply of available pitches. The main ways of finding this is through:
- » **Current vacant pitches** – There are no vacant pitches.
 - » **Pitches expected to become vacant** – No pitches expected to become vacant.
 - » **Pitches currently with planning permission** – There are no pitches on sites that have planning permission that have not been implemented.
- 6.9 This gives a figure for **overall supply of no pitches**.

Figure 12 - Summary of Pitch Supply in Vale of Glamorgan - February 2022

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

Current Residential Demand

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

Current Unauthorised Sites

- 6.11 The study has identified 2 unauthorised Gypsy and Traveller sites (4 pitches).

Figure 13 - Summary of Unauthorised Pitches/Plots in Vale of Glamorgan (February 2022)

Site	Pitches
Twyn Yr Odyn	1
Land at The Old Brocastle Quarry	3
TOTAL	4

Concealed Households and Over-Crowded Pitches/Plots

- 6.12 The site interviews sought to identify concealed or doubled-up households on authorised sites that require a pitch immediately. Welsh Government Guidance defines concealed households as those which are unable to achieve their own authorised accommodation and are instead living within authorised accommodation (houses, pitches, or plots) assigned to another household. This may include adult children who have been unable to move home or different households occupying a single pitch. The site interviews identified no concealed or doubled-up households.

Conventional Housing

- 6.13 Identifying households in bricks and mortar has been frequently highlighted as an issue with GTAA's. The 2011 UK Census of Population identified a total of 4 Gypsy or Irish Traveller households in the Vale of Glamorgan living in bricks and mortar.
- 6.14 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 households that were interviewed to identify households to interview. This process resulted in 2 households that were interviewed. One wanted their own private site (not a pitch on a Local Authority site) but do not currently own any land. The other household wanted a new bricks and mortar property.

Figure 14 - Summary of Bricks and Mortar Need in Vale of Glamorgan - February 2022

Site	Pitches
Existing households	1
TOTAL	1

New Households to Arrive

- 6.15 At the time of the GTAA there is no waiting list for pitches as there is no public site in the Vale of Glamorgan.

- 6.16 Assessments also need to consider in-migration (households requiring accommodation who intend to move into the study area from outside) and out-migration (households intending to move 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.
- 6.17 Evidence drawn from household interviews in the Vale of Glamorgan has been carefully considered **and no need from in-migration was identified** in the Vale of Glamorgan.

Additional Pitch Provision: Future Need

- 6.18 The next stage of the process is to assess future need and determine how many households are likely to be seeking pitches in the area in the future during the first 5 years of the assessment, and for the longer replacement Local Development Plan period to 2036.

Population and Household Growth

- 6.19 Nationally, a household formation and growth rate of 3.00% net per annum has been commonly assumed and widely used in local GTAAs, 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* that was updated in June 2020. The main conclusions are set out here and the full Technical Note can be found in **Appendix G**.
- 6.20 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.
- 6.21 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.
- 6.22 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.
- 6.23 There are 2 measures of household growth that are used for the assessment of need in this study. Evidence of *gross* household formation (family growth) from Section D of the Household Survey, *netted off* against evidence of 1 year pitch turnover and pitches expected to become vacant, has been used for the first 5-year period. New household formation for the remaining years of the GTAA has been based on demographic evidence from the household interviews.
- 6.24 The site and bricks and mortar interviews identified **4 new households** as a result of family growth from teenage children over the first 5 years of the assessment.

^{6.25} Overall, new household formation for this GTAA has been informed by local evidence. Normally local demographic evidence would be used to adjust the ORS national growth rate of 1.50% up or down based on the proportion of those aged under 18 (by planning status). However, given that there were only 5 children identified in the household interviews it would not be appropriate to apply a rate of new household formation¹⁶ and therefore a judgement has been made based on the ages of these children. This results in future household formation of **2 pitches** over the remainder of the new LDP period to 2036.

Overall Need for Gypsies and Travellers in Vale of Glamorgan

^{6.26} The Welsh Government Guidance requires 2 assessments of need – for the first 5 years of the study period, and for the full replacement Local Development Plan period.

^{6.27} Following this approach, the overall estimated provision that is needed in the Vale of Glamorgan for the first 5 years is for **9 pitches**.

^{6.28} The overall estimated provision that is needed up to 2036 is for **11 pitches**.

¹⁶ The demographics suggested that a formation rate of 2.10% should be applied. This would have resulted in new household formation of 11 pitches, whilst there are only 5 children living on sites.

Figure 15 – Pitches Needed in Vale of Glamorgan from 2021-2036

Current Residential Supply		Number of Pitches	Notes
A.	Occupied Local Authority Pitches	0	
B.	Occupied authorised private pitches/tolerated pitches	22	3 pitches at Travellers Rest; 1 pitch at The Stables; 1 pitch at Heol Las; 17 pitches at Hayes Road
Total		22	
Planned Residential Supply		Number of Pitches	
C.	Vacant Local Authority pitches and available vacant pitches	0	No vacant pitches
D.	Pitches expected to become vacant in near future	0	No pitches expected to become vacant
E.	New Local Authority and private pitches with planning permission	0	No unimplemented pitches
Total		0	
Current Residential Demand		Pitch Demand	
F.	Unauthorised encampments	0	
G.	Unauthorised developments	4	3 pitches at Brocastle; 1 at Twyn Yr Odyn
H.	Overcrowded pitches/Unsuitable accommodation	0	
I.	Conventional housing	1	1 household from bricks and mortar
J.	New households to arrive	0	
Total		5	
Current Households		Future Households (2021-26)	Future Households (2027-36)
K.	27	31	33
L.	Additional household pitch need	4 ¹⁷	2 ¹⁸
Unmet Need		Need Arising	Need Accommodated
M.	Current residential demand	5	
N.	Future residential demand (to 2026)	4	
O.	Future residential demand (to 2036)	2	
P.	Planned residential supply		0
Q.	Unmet need (to 2026)	9	
R.	Unmet need (to 2036)	11	

Need for Travelling Showpeople in Vale of Glamorgan

- 6.29 The Welsh Government Guidance requires 2 assessments of need – for the first 5 years of the GTAA period (2021-2026), and for the full new LDP period to 2036.
- 6.30 Whilst there are no formal Travelling Showpeople yards in the Vale of Glamorgan, it is expected that there will be temporary (seasonal) accommodation at the Barry Island fairground site. It is understood that those

¹⁷ Need arising from teenage children (aged 13 – 17) at Brocastle.

¹⁸ Need calculated from 5 children (aged 3-12) at Brocastle.

managing the fairground at Barry Island have one unit of temporary (seasonal) accommodation at the fairground and that it is for security purposes to ensure that there is someone at the site at all times during the fairground season. Given no Travelling Showpeople came forward during the most recent interview process it is assumed that the accommodation still meets all of the seasonal accommodation needs.

- 6.31 In terms of the other ride operators, it is understood that ride operators can change from year on year and that they are chosen in February time. When the fair is operational, bringing residential caravans onto the fairground is discouraged. Many of the operators are local and live in houses or have permanent yards elsewhere in Wales and England.
- 6.32 Based upon the evidence presented in this study the estimated additional pitch provision needed for Travelling Showpeople in the Vale of Glamorgan for the first 5 years of the GTAA Study period to 2026 is for **no plots** and need for the remainder of the new LDP period is for **no further plots**. This gives a total need to the end of the new LDP period to 2036 for **no plots**. 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.

Transit/Emergency Stopping Site Provision

- 6.33 Transit sites serve a specific function of meeting the needs of Gypsy and Traveller households who are visiting an area or who are passing through. A transit site typically has a restriction on the length of stay of around 13 weeks and has a range of facilities such as water supply, electricity, and amenity blocks. An alternative to a transit site is a temporary stopping place. This type of site also has restrictions on the length of time a Traveller can stay on it but has much more limited facilities with typically only a source of water and chemical toilets provided.
- 6.34 The Criminal Justice and Public Order Act 1994 is particularly important with regard to the issue of Gypsy and Traveller transit site provision. Section 62A of the Act allows the Police to direct trespassers to remove themselves, their vehicles, and their property from any land where a suitable pitch on a relevant caravan site is available within the same Local Authority area. A suitable pitch on a relevant caravan site is one which is situated in the same Local Authority area as the land on which the trespass has occurred, and which is managed by a Local Authority, a Registered Provider or other person or body as specified by order by the Secretary of State. Case law has confirmed that a suitable pitch must be somewhere where the household can occupy their caravan. Bricks and mortar housing is not a suitable alternative to a pitch¹⁹. 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, recorded encampment data provided by the Council, and the outcomes from the household interviews.

¹⁹ <https://www.travellerstimes.org.uk/features/lawyers-opinion-police-powers-and-unauthorised-camps-travellers-motor-vehicles-and>

- 6.36 Discussions with local stakeholders, and analysis of records of unauthorised encampments, confirmed that there are instances of unauthorised encampments in the Vale of Glamorgan.
- 6.37 Records of unauthorised encampments in the Vale of Glamorgan from April 2018 to December 2021 were provided by the Council from the Welsh Government Live Caravan Count Portal. These identify just 17 recorded encampments – 3 in 2018; 2 in 2019; 9 in 2020, and 3 in 2021 (to December 13th, 2021).
- 6.38 The outcomes from the household interviews and discussions with stakeholders did not identify that there was a need for permanent transit provision locally, although there were discussions about a need for more transit provision across Wales.

Transit Recommendations

- 6.39 Discussions with local stakeholders, neighbouring local authorities, and analysis of records of unauthorised encampments, confirmed that there are low instances of unauthorised encampments in the Vale of Glamorgan.
- 6.40 There have been other localised instances of Travellers temporarily visiting the Vale of Glamorgan to attend weddings or other events, but no further evidence of any long-term or permanent accommodation needs were identified.
- 6.41 The outcomes from the household interviews and discussions with stakeholders did not identify that there was a need for permanent transit provision locally, although there were discussions about a need for more transit provision across Wales.
- 6.42 As such it is recommended that **there is not a need at this time for the Council to provide a transit site** in the Vale of Glamorgan due to the low numbers of unauthorised encampments, and the short-term transient nature of these encampments.
- 6.43 It is also recommended that the Council should continue to monitor the number of unauthorised encampments and consider the use of short-term toleration (including negotiated stopping arrangements) to deal with short-term transient stops. This management-based approach should also include consideration about whether to provide toilets, water and refuse facilities. There are a number of examples across Wales and England where management-based approaches to dealing with unauthorised encampments have been successful. A good example can be found at www.negotiatedstopping.co.uk. There are also many examples where local authorities are taking a more strategic and regional approach towards addressing transit issues including in Essex, Leicestershire, the former Northamptonshire, and Hampshire.

7. Conclusions

Gypsy and Traveller Pitch Need

- ^{7.1} Based upon the evidence presented in this study the estimated additional pitch provision needed for Gypsies and Travellers in the Vale of Glamorgan for the first 5 years of the study period is for **9 pitches** and need by 2036, the end of the Vale of Glamorgan replacement LDP period, is for a further **2 pitches**. This gives a total need for the whole period and across the Vale of Glamorgan for **11 pitches**.

Traveling Showpeople Plot Need

- ^{7.2} The GTAA has identified no need for Travelling Showpeople plots in the Vale of Glamorgan.

Transit Sites

- ^{7.3} It is recommended that **there is not a need at this time for the Council to provide a transit site** in the Vale of Glamorgan due to the low numbers of unauthorised encampments, and the short-term transient nature of these encampments.

Addressing Identified Need

- ^{7.4} In general terms need identified in a GTAA should be seen as need for pitches. Welsh Government Guidance on Designing Gypsy and Traveller Sites (2015) recommends that as a minimum a pitch should be capable of accommodating an amenity block, a mobile home, a touring caravan, and parking for two vehicles. However, this guidance relates only to public sites provided by Local Authorities, and there are currently 0 public sites in the Vale of Glamorgan.
- ^{7.5} It is recognised that the Council are in the process of reviewing their adopted Local Development Plan that sets out how overall housing need will be addressed. The replacement the Vale of Glamorgan LDP covers the period 2021-2036. The findings of this report should be considered as part of future housing mix and type within the context of the assessment of overall housing need in relation to Gypsies, Travellers and Travelling Showpeople.

Appendix A: Definition of Key Terms

<p>Gypsies and Travellers</p>	<p>(a) Persons of a nomadic habit of life, whatever their race or origin, including:</p> <p>(1) Persons who, on grounds only of their own or their family’s or dependant’s educational or health needs or old age, have ceased to travel temporarily or permanently, and</p> <p>(2) Members of an organized group of travelling show people or circus people (whether or not travelling together as such); and</p> <p>(b) All other persons with a cultural tradition of nomadism or of living in a mobile home.</p> <p>Source: Section 108, Housing (Wales) Act 2014</p>
<p>Residential site</p>	<p>A permanent residential site can be privately owned or owned by the Local Authority. This site will be designated for use as a Gypsy and Traveller site indefinitely. Residents on these sites can expect to occupy their pitches for as long as they abide by the terms of their pitch agreements, under the Mobile Homes (Wales) Act 2013.</p> <p>Working space may also be provided on, or near, sites for activities carried out by community members.</p>
<p>Temporary residential site</p>	<p>These sites are residential sites which only have planning permission or a site licence for a limited period. Residents on these sites can expect to occupy their pitches for the duration of the planning permission or site licence (or as long as they abide by the terms of their pitch agreements, under the Mobile Homes (Wales) Act 2013 – whichever is sooner).</p>
<p>Transit site</p>	<p>Transit sites are permanent facilities designed for temporary use by occupiers. These sites must be designated as such and provide a route for Gypsies and Travellers to maintain a nomadic way</p>

	<p>of life. Individual occupiers are permitted to reside on the site for a maximum of 3 months at a time.</p> <p>Specific terms under the Mobile Homes (Wales) Act 2013 apply on these sites. Working space may also be provided on, or near, sites for activities carried out by community members</p>
Temporary Stopping Place	<p>Also known as a ‘stopping place’, ‘Atchin Tan’, or ‘green lane’, amongst other names. These are intended to be short-term in nature to assist Local Authorities where a need for pitches is accepted, however, none are currently available. Pro-actively identified temporary stopping places can be used to relocate inappropriately located encampments, whilst alternative sites are progressed.</p> <p>Temporary stopping places must make provision for waste disposal, water supply and sanitation at a minimum.</p>
Residential pitch	<p>Land on a mobile home site where occupiers are entitled to station their mobile homes indefinitely (unless stated in their pitch agreement). Typically includes an amenity block, space for a static caravan and touring caravan and parking.</p>
Transit pitch	<p>Land on a mobile home site where occupiers are entitled to station their mobile homes for a maximum of 3 months.</p> <p>Transit pitches can exist on permanent residential sites; however, this is not recommended.</p>
Unauthorised encampment	<p>Land occupied without the permission of the owner or without the correct land use planning permission. Encampments may be tolerated by the Local Authority, whilst alternative sites are developed.</p>
Unauthorised development	<p>Land occupied by the owner without the necessary land use planning permission.</p>

<p>Current residential supply</p>	<p>The number of authorised pitches which are available and occupied within the Local Authority or partnership area. This includes pitches on Local Authority or private sites.</p>
<p>Current residential demand</p>	<p>Those with a need for authorised pitches for a range of reasons, including:</p> <p>An inability to secure an authorised pitch leading to occupation of unauthorised encampments.</p> <p>An inability to secure correct planning permission for an unauthorised development.</p> <p>Households living in overcrowded conditions and want a pitch.</p> <p>Households in conventional housing demonstrating cultural aversion.</p> <p>New households expected to arrive from elsewhere.</p>
<p>Future residential demand</p>	<p>The expected level of new household formation which will generate additional demand within the 5-year period of the accommodation assessment and longer LDP period.</p>
<p>Overall residential pitch need</p>	<p>The ultimate calculation of unmet accommodation need which must be identified through the Gypsy and Traveller accommodation assessment process. This figure can be found by adding the immediate residential need to the future residential demand. The overall residential need will capture the needs across the 5-year period within which the accommodation assessment is considered to be robust.</p>
<p>Planned residential pitch supply</p>	<p>The number of authorised pitches which are vacant and available to rent on Local Authority or private sites. It also includes pitches which will be vacated in the near future by households moving to conventional housing or in other circumstances. Additional pitches which are due to open on private sites likely to achieve planning permission shortly should be included as planned residential supply.</p>

Household	In this guidance this refers to individuals from the same family who live together on a single pitch / house / encampment.
Concealed or 'doubled-up' household	<p>This refers to households which are unable to achieve their own authorised accommodation and are instead living within authorised accommodation (houses or pitches) assigned to another household.</p> <p>This may include adult children who have been unable to move home or different households occupying a single pitch.</p>
Household growth	In this guidance household growth is defined by the number of new households arising from households which are already accommodated in the area.

Appendix B: Sites and Yards in Vale of Glamorgan (February 2022)

Site/Yard	Operational Pitches/Plots	Unauthorised Pitches/Plots
Public Sites		
None	-	-
Private Sites with Permanent Permission		
Travellers Rest, St. Mary Hill	3	-
The Stables, Bonvilston	1	-
Land off Heol Las, Cowbridge	1	-
Private Sites with Temporary Permission		
None	-	-
Tolerated Sites		
Hayes Road, Sully	-	17 ²⁰
Unauthorised Sites		
Land at The Old Brocastle Quarry, Crack Hill		3 ²¹
Twyn Yr Odyn, St. Lythans	-	1
TOTAL PITCHES	5	21
Public Transit Sites		
None	-	-
Private Transit Sites		
None	-	-
Private Travelling Showpeople Yards		
None	-	-
Tolerated Travelling Showpeople Yards		
None	-	-
Unauthorised Travelling Showpeople Yards		
None	-	-
TOTAL PLOTS	-	-

²⁰ See paras 5.3 – 5.6 for further information.

²¹ See para 3.19 for further information.

Appendix C: Interview Log

Address	Type of tenure	Engagement attempts			Engagement techniques	Completed or refusal?	Reason for refusal?
Travellers Rest, pitch 1	Private authorised site	24/01/2022			Visit	Refusal	Refused to engage
Travellers Rest, pitch 2	Private authorised site	24/01/2022			Visit	Refusal	Refused to
Travellers Rest, pitch 3	Private authorised site	24/01/2022			Visit	Refusal	Refused to
The Stables	Private authorised site	26/01/2022			Visit		Not currently occupied
Heol Las	Private authorised site	26/01/2022	26/01/2022		Visit/Phone	Completed	
Hayes Road, Sully	Tolerated site	26/01/2022	24/02/2022	16/03/2022	Visit/Phone/ Email	Completion and refusals	Refusals and interviews
Land at Old Brocastle Quarry	Unauthorised development	26/01/2022	04/02/2022		Visit/Phone	Completed	
Twyn Yr Odyn,	Unauthorised development	24/02/2022			Visit	Refusal	No contact could be made. Family away travelling
Not given - refused	Bricks and mortar	24/01/2022			Visit	Completed	
St. Pauls Close	Bricks and mortar	01/02/2022			Phone	Completed	

Appendix D: Household Interview Summary

Authorised Sites

Heol Las

Staff from ORS completed an interview with residents living at the authorised site at Heol Las in January 2022.

The site is occupied by Romany Gypsies and occupants and comprised 2 adults.

The household said that they have not camped by the roadside, on an unauthorised encampment or on a transit site in the past year and said that there is need for additional transit provision across Wales in general.

Hayes Road (Tolerated Site)

A response form was received by ORS in March 2022 from 10 unspecified households.

The response was a combined refusal for “differing reasons” and due to a “*mistrust of interviewer and system they represent*”.

Statement provided by respondents: “*After 10 years of meets with L.A. and Welsh Govt. there still appears to be little understanding of needs of G.T.R people regarding accommodation. Site provision and inadequate provision in LA’s across Wales especially re: transit sites of which there are none??*”

The responses to the questions on the Welsh Government questionnaire were generally unspecific as multiple options were checked on numerous questions. However, specific responses were gathered in that it was highlighted that there is no room for more units (i.e., trailers/caravans) at the location, and that there is a need transit sites across Wales in all Local Authorities for family visits and work.

A request was made for two application packs to be sent to the site in order to register for the waiting list for housing.

The response concluded by informing that the respondents are “*Not willing to take part in further consultations*”.

Unspecified pitch

A response form was received by ORS in March 2022 for 1 household living on the site.

The respondents identified as being New Travellers and the household comprised 2 adults.

It was stated that there is enough sleeping areas for all residents and no room on the pitch for any additional trailers/caravans. The household stated that they prefer to live in a caravan and are not planning to move

into other accommodation. The household stay in the area due to local connections and have lived in the area for 2-5 years.

The household said that they have camped by the roadside, on an unauthorised encampment or on a transit site in the past year and said that there is need for additional transit provision across Wales in general.

Unauthorised Sites

Brocastle Quarry

Staff from ORS completed an interview with residents living at the unauthorised site at Brocastle Quarry in February 2022

The site is occupied by a family of Romany Gypsies and occupants on each pitch comprised of the following:

Pitch 1

There is one adult.

Pitch 2

There are 2 adults and 4 children under the age of 18. There were therefore 2 teenagers who will need a pitch of their own in the next five years.

Pitch 3

There 1 adult and 4 children under the age of 18. There were therefore 2 teenagers who will need a pitch of their own in the next five years.

The families stated that there is enough room at the site to prevent overcrowding and would need planning permission granted on the site.

The household said that they have not camped by the roadside, on an unauthorised encampment or on a transit site in the past year and declined to comment on whether there is need for additional transit provision across Wales in general.

Bricks and Mortar

Bricks and Mortar 1

Staff from ORS completed an interview with residents living at the bricks and mortar property in January 2022.

The house is occupied by Irish Travellers and occupants comprised of 2 adults and 2 children under the age of 18.

The household would prefer to live in a caravan and would like to move to a private site. The household does not currently own land in the area.

The household said that they have not camped by the roadside, on an unauthorised encampment or on a transit site in the past year and said that there is need for additional transit provision across Wales in general.

Bricks and Mortar 2

Staff from ORS completed an interview with residents living at the bricks and mortar property in February 2022.

The house is occupied by Romany Gypsies and occupants comprised of 1 adult and 1 child under the age of 18.

The household would prefer to stay in bricks and mortar accommodation but would like to move into a different property.

The household said that they have not camped by the roadside, on an unauthorised encampment or on a transit site in the past year and said that there is need for additional transit provision across Wales in general.

Appendix E: Interview Summary – Travelling Ahead

ORS interviewed a representative from Travelling Ahead²².

Travelling Ahead are an organisation which provides support, advice and advocacy for Gypsy, Traveller, and Roma families across Wales. They have helped to raise awareness of Accommodation Assessments across Wales to ensure that the Travelling community are represented.

The following matters were highlighted during the discussion with ORS which took place on 9th November 2021.

- » The lack of any form of transit provision in South Wales is seen as a big concern. It was suggested that advice on this issue could be sought from organisations outside of Councils and discussed with people with experience of travelling. It was felt that engagement with members of the Travelling community will be the best way to identify what form the transit provision should take. Furthermore, Councils should continually be monitoring the situation and hold itself accountable for any lack of action.
- » Given the lack of progress with transit provision in South Wales, there is concern whether the GTAA process as a whole actually delivers the network of support for nomadic families that is actually needed. While need is being systematically measured, it can be questioned whether what is identified is monitored and/or implemented correctly.
- » Travelling Ahead would like to see Welsh Government promote a form of ‘pre-application support’ for Travellers looking to purchase land. This is in order to limit the frequency with which Traveller’s purchase land that is ultimately unsuitable for permanent accommodation.
- » Travelling Ahead would also like to see Welsh Government provide grants and encourage leases so that people who do not have their own resources may be able to access land over the long-term.

²² <https://www.tgpcymru.org.uk/what-we-do/travelling-ahead-wales-gypsy-roma-and-traveller-advice-and-advocacy-service/>

Appendix F: Publicity Materials



The poster features a large white speech bubble on a blue background. Inside the bubble, the main title is written in large, bold, orange letters. Below it, a subtitle in smaller orange letters asks if the respondent is from the Vale of Glamorgan or visits regularly. A bold black text block follows, stating the council's interest in hearing about accommodation needs. Below this, a paragraph explains the council's goal to understand community requirements. In the bottom right of the bubble, contact information is provided, including an email address, a website URL, and a telephone number. The background of the poster shows a stylized illustration of a man and a woman holding hands, with a hand from another person visible on the left. The Vale of Glamorgan Council logo is in the top right corner.

**Are you a GYPSY
or TRAVELLER**

**from the Vale of Glamorgan or
visits the area regularly?**

**If so, we would like to hear about
your accommodation needs.**

The Vale of Glamorgan Council
wants to better understand
the requirements of these
members of our community.

Please share your views
before February 11th

✉ michael.bayliss@ors.org.uk
🌐 [www.valeofglamorgan.gov.uk/
consultation](http://www.valeofglamorgan.gov.uk/consultation)

Telephone: 01446 700 111



Are you a GYPSY or TRAVELLER

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consultation](http://www.valeofglamorgan.gov.uk/consultation)

Telephone:
01446 700 111

Appendix G: Technical Note on Household Formation and Growth Rates

Appendix G will be included in the final PDF version of the GTAA Report.