

Gypsy and Traveller Accommodation Assessment



Newport City Council Gypsy and Traveller Accommodation Assessment

Final Report

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fordham
RESEARCH

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Glossary

Authorised site

A site with planning permission for use as a Gypsy and Traveller site, can be privately owned (often by a Gypsy or Traveller), leased or social rented (owned by a council or Registered Social Landlord).

Average

The term 'average' when used in this report is taken to be a mean value unless otherwise stated.

Bedroom standard

The bedroom standard is that used by the General Household Survey, and is calculated as follows: a separate bedroom is allocated to each co-habiting couple, any other person aged 21 or over, each pair of young persons aged 10-20 of the same sex, and each pair of children under 10 (regardless of sex). Unpaired young persons aged 10-20 are paired with a child under 10 of the same sex or, if possible, allocated a separate bedroom. Any remaining unpaired children under 10 are also allocated a separate bedroom. The calculated standard for the household is then compared with the actual number of bedrooms available for its sole use to indicate deficiencies or excesses. Bedrooms include bed-sitters, box rooms and bedrooms which are identified as such by respondents even though they may not be in use as such. For this study, a modified version of the bedroom standard was applied to Gypsies and Travellers living on sites.

Bricks and mortar accommodation

Permanent housing of the settled community, as distinguished from sites.

Caravan

Mobile living vehicle. Also referred to as a trailer.

Concealed household

A household that currently lives within another household but has a preference to live independently and is unable to access appropriate accommodation (on sites or in housing).

Doubling up

More than one household sharing a single pitch.

Eastern European Roma

Gypsies from Eastern Europe. Culturally distinct from English Gypsies but with some cultural and linguistic links, most no longer live in mobile accommodation. Their numbers have increased in the UK since the fall of Communism and the expansion of the European Union in 2004.

Gypsy and Traveller

As defined for the purpose of the Housing Act 2004, in this report it includes all Gypsies, Irish Travellers, Eastern European Roma and other Travellers who adopt a nomadic or semi-nomadic life.

Household

A group of related people who live and/or travel together. It is assumed that each household would require one pitch to live on, containing up to three trailers. It is used as the basis for assessing accommodation requirements.

Irish Traveller

Member of one of the main groups of Gypsies and Travellers in Britain. Distinct from Gypsies but sharing a nomadic tradition, Irish Travellers were recognised as an ethnic group in England in 2000.

Mobile home

For legal purposes it is a caravan, but not normally capable of being moved by towing.

Net need

The difference between need and the expected supply of available pitches (e.g. from the re-letting of existing social rented pitches or from new sites being built).

Newly forming families

Adult individuals, couples or lone parent families living as part of another household of which they are neither the head nor the partner of the head and who need to live in their own separate accommodation, and/or are intending to move to separate accommodation, rather than continuing to live with their 'host' household.

Overcrowding

An overcrowded dwelling is one which is below the bedroom standard. (See 'Bedroom Standard' above).



Permanent / residential site

A site intended for long-stay use by residents. They have no maximum length of stay but often constraints on travelling away from the site.

Pitch

Area on a site developed for a household to live. On social rented sites, the area let to a licensee or a tenant for stationing caravans and other vehicles.

Primary data

Information that is collected from a bespoke data collection exercise (e.g. surveys, focus groups or interviews) and analysed to produce a new set of findings.

Private rented pitches

Pitches on sites which are rented on a commercial basis to other Gypsies and Travellers. The actual pitches tend to be less clearly defined than on social rented sites.

Secondary data

Existing information that someone else has collected. Data from administrative systems and some research projects are made available for others to summarise and analyse for their own purposes (e.g. caravan count).

Settled community

Used to refer to non-Gypsies and Travellers who live in housing

Site

An area of land laid out and used for Gypsy and Traveller caravans, which can be authorised (have planning permission) or unauthorised. They can be self-owned by a Gypsy and Traveller resident, or rented from a private or social landlord.

Social rented site

A Gypsy and Traveller site owned by a council or Registered Social Landlord.

Tolerated

An unauthorised development or encampment may be tolerated by the local authority meaning that no enforcement action is currently being taken.

Transit site

Site intended for short-term use, with a maximum period of stay.

Unauthorised development

A site / land owned by Gypsies and Travellers, but without the appropriate planning permission to station caravans.

Unauthorised encampment

Where Gypsies and Travellers reside on land they do not own and without permission from the owners. The land can be public or privately owned.

Unauthorised site

Land occupied by Gypsies and Travellers without the appropriate planning or other permissions. The term includes both unauthorised development and unauthorised encampment.

Utility block

A small permanent building on a pitch with bath/shower, WC, sink and (in some larger ones) space to eat and relax. Also known as an amenity block or shed.



List of acronyms

CLG – Communities and Local Government

GTAA – Gypsy and Traveller Accommodation Assessment

LDP – Local Development Plan

SEWREC – South East Wales Race Equality Council

WAG – Welsh Assembly Government

Executive Summary

Introduction

- S1 Fordham Research was commissioned in April 2009 to undertake a Gypsy and Traveller Accommodation Assessment (GTAA) for Newport City Council. Its purpose is to assess the need for residential and transit pitches by Newport's Gypsy and Traveller population and to inform the Council's housing and planning policies.
- S2 Data collection and analysis was conducted following best practice guide lines set out by the Welsh Assembly Government¹ which require local authorities to assess the level of housing need of Gypsy and Traveller families in their area. The fieldwork took place in July 2009 with need assessment figures projected over the following five and ten year periods.
- S3 The purpose of the assessment is to quantify the accommodation and housing related support needs of Gypsies and Travellers, in terms of residential and transit sites, and bricks and mortar accommodation. The results will be used to inform the allocation of resources and as an evidence base for policy development in housing and planning.

The national policy context

- S4 The 2004 Housing Act and subsequent legislation have sought to address imbalance of suitable accommodation supply for Gypsy and Traveller communities. The most pressing issue regarding Gypsy and Traveller accommodation is insufficient residential and transit site provision. With around one quarter of Gypsies and Travellers residing in unauthorised developments or encampments, the Government has responded with increased funding for site provision. Despite increased powers for local authorities to deal with anti-social behaviour and to evict where necessary, the Government has acknowledged that increased site provision is the most effective means of dealing with unauthorised developments and encampments

¹ WAG Local Housing Market Assessment Guide (2006)



The regional and local perspective

- S5 Newport is in the process of drawing up a Local Development Plan, due to come into place 2012, which emphasises economic, social and environmental sustainability. Newport City Council hopes to incorporate Gypsies and Travellers into wider planning strategy through ensuring there is “*quantity, quality and variety of housing provision to meet the needs of the population*”.²
- S6 The most recent Caravan Count, January 2009, found that in Newport there were a total of 30 caravans in the County Borough. Two caravans on private sites, 11 caravans on unauthorised developments and 17 caravans on unauthorised encampments. There are also several unauthorised sites in neighbouring county boroughs which should be taken into account when considering authorised site provision in Newport.

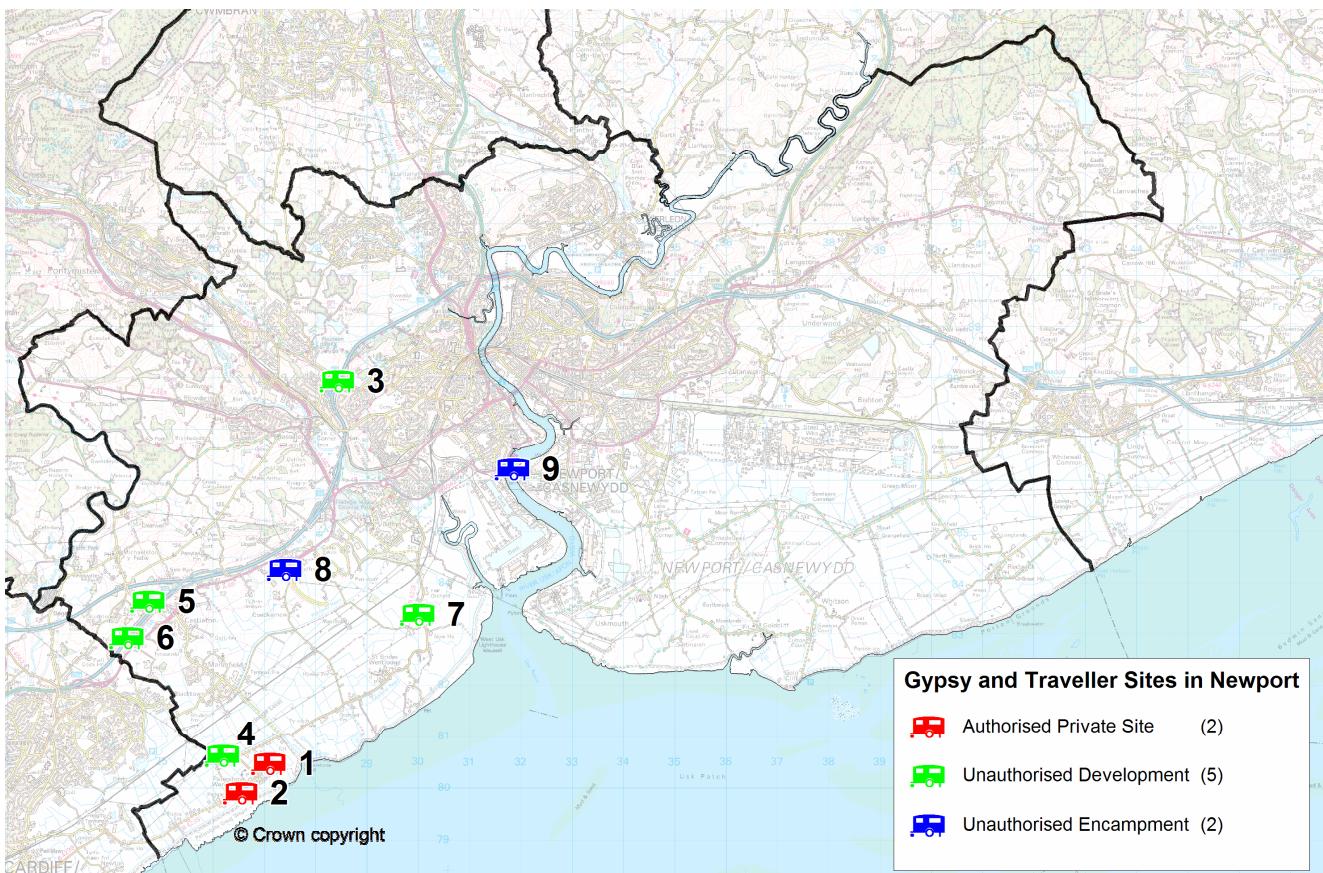
Newport's Gypsy and Traveller population

- S7 Figure S1 gives the location of sites in Newport in November 2009. The data is based on information provided by Newport City Council planning department, South East Wales Racial Equality Commission (SEWREC) report, *Gypsies and Travellers in Gwent*³, the January 2009 Caravan Count and our survey data.
- S8 In November 2009 there were several Gypsy and Traveller sites across the County Borough (Figure S1). There was one privately owned authorised site in Newport, Broadstreet Common, Wentlooge (location 1 on Figure S1), with a capacity for one pitch, and there was also one temporary authorised site at Ton-y-pill Farm (2) with capacity for one pitch with planning permission due to expire in 2011. There were also several unauthorised developments across the County Borough including two sites each with three pitches at Brick Yard Lane (3) and St Peters Crescent (7), a site with two pitches at Coal Pit Lane (5) and two sites each with one pitch at Green Lane (4) and Oak Tree Stables (6). There were also two unauthorised encampments, the largest at the LG industrial site (8), composed of four unauthorised permanent pitches and four unauthorised temporary stay pitches, and another roadside unauthorised encampment of three pitches on Stephenson Street (9).

² Newport City Council, Your Community, Your Plan. Vision and Objectives document The Local Development Plan for Newport (2009)

³ SEWREC, *Gypsies and Travellers in Gwent* (2007)

Figure S1 Gypsy and Traveller sites in Newport, November 2009



Source: Newport City Council Planning Dept Data

Gypsy and Traveller Caravan Count

- S9 The Gypsy and Traveller Caravan count details the number of Gypsy and Traveller caravans on authorised and unauthorised sites. The count was re-introduced in Wales in July 2006 after recommendations made in WAG reports.^{4,5} In the case of Newport, the most recent count in January 2009 was the first to be conducted by several agencies and, partly as a result, found higher numbers than in recent years.

⁴ Review of Service Provision for Gypsies and Traveller, Welsh Assembly Government, 2003

⁵ Accommodation Needs of Gypsies / Traveller in Wales, Pat Niner, Centre for Urban and Regional Studies 2006



Table S1 Caravans on authorised and unauthorised sites, South Wales Jan 2009

	<i>Authorised sites</i>		<i>Unauthorised sites</i>		<i>Total</i>
	<i>Social rented</i>	<i>Private</i>	<i>Developments</i>	<i>Encampments</i>	
Cardiff	111	0	0	8	119
Torfaen	38	16	9	0	63
Merthyr Tydfil	25	0	0	7	32
Newport	0	2	11	17	30
Blaenau Gwent	21	0	0	0	21
Rhondda Cynnon Taff	7	3	8	0	18
Vale of Glamorgan	0	0	0	2	2
Monmouthshire	0	1	0	0	1
Bridgend	0	1	0	0	1
Caerphilly	0	0	0	0	0
Total	202	23	28	34	287

Source: WAG Caravan Count Data January 2009

- S10 Caravan Count data (Table S1) indicates that Newport had the highest number of unauthorised sites when compared to other county boroughs. Newport had a high level of caravans on unauthorised sites (28), and two caravans on authorised private sites. The data suggests that local authorities with larger numbers of social rented or authorised private sites often had much lower numbers of caravans on unauthorised encampments.

Regional perspective

- S11 The Gypsy and Traveller Accommodation Assessment⁶ for Cardiff and The Vale of Glamorgan presented a need of 140 new pitches: 137 in Cardiff and three in Vale of Glamorgan, for the period 2008 to 2013. A ten year projection for the period 2008-2018 highlights an annual requirement of 20 pitches per annum, or 200 pitches between 2008 and 2018 to meet current need and combat overcrowding.
- S12 Torfaen had the second highest number of Gypsy Travellers in South East Wales according to the Caravan Count. The County Borough Council had three sites, one local authority site with a capacity of 27 pitches, one private site with approximately 16 caravans and one unauthorised tolerated site which had around five to eight caravans.
- S13 At the last Caravan Count, Caerphilly County Borough Council recorded no caravans in their area. Monmouthshire County Borough Council recorded one private authorised site with one caravan.

⁶ Fordham Research, Gypsy and Traveller Accommodation Assessment Cardiff and the Vale of Glamorgan, 2008.

Stakeholder consultation

- S14 A focus group with a range of stakeholders was conducted to provide in-depth qualitative information about the perceived accommodation needs of Gypsies and Travellers in Newport. The discussion covered a number of themes, including the type of accommodation required in Newport, enforcement issues, Gypsies and Travellers living in housing, and community facilities.
- S15 It was generally agreed that a provision of authorised pitches was required in Newport, whether to reduce the occurrence of unauthorised encampments or to provide Gypsies and Travellers with a permanent home in their preferred accommodation type. Newport presents a range of accommodation and tenure needs; making available a mix of tenures allows for provision of several smaller sites, rather than a single large one. Many supported this idea as it would meet Gypsies' and Travellers' preferences for living with their own family as well as being a recommendation in WAG guidance.
- S16 Stakeholders noted that some of the Gypsies and Travellers on unauthorised encampments were temporary visitors to Newport, either as part of their regular travelling patterns across the country or moving from site to site in Newport and surrounding areas due to the lack of anywhere permanent to stay. The cost to the Council to clear up encampments was seen as considerable.
- S17 Many of the settled Gypsy and Traveller families in Newport are well-established. Reasons given by focus group participants for moving into bricks and mortar housing were: improved access to education and health services (particularly from older people), marrying a non-traveller, and simply the lack of alternative site accommodation in Newport. It was stressed that Eastern European Roma did not want to live in caravans, and had not for several generations.
- S18 Some participants reported that Gypsies and Travellers frequently held negative views of the police, often based on experiences where they have been treated less favourably or misinformed about the law. Police have started providing phone numbers to call if residents of sites feel they are being harassed by members of the settled community, to help in building relationships with the Gypsy and Traveller community. Friction between the local settled community and Gypsies and Travellers in Newport is a known problem, thought to be partly encouraged by inflammatory articles in the local press.
- S19 Access to health services for Gypsies and Travellers was problematic; GPs were frequently unwilling to visit the sites for safety reasons. It was suggested that guidance for this should be included in the Health and Wellbeing strategy. Regarding education, stakeholders reported that In Newport it is increasingly difficult to find spaces for primary school students from Gypsy and Traveller families. This was not attributed to prejudice but the general shortage of spaces in the area.



Gypsies and Travellers living on sites

- S20 Thirteen interviews were conducted with Gypsies and Travellers living on six sites – seven interviews were on unauthorised developments and six on unauthorised encampments.
- S21 There were marked differences between the respondents' views depending on the status of their site. Those on unauthorised developments were very happy with where they lived, suggested no negative aspects, were well-settled in the area, and did not intend to move. As one would expect, those on unauthorised encampments were less settled and expected to move soon, although for many the preference was to stay in Newport. None were satisfied with where they lived, particularly as they lacked basic sanitation and waste facilities.

Gypsies and Travellers living in housing

- S22 Five Gypsies and Travellers living in housing in Newport were interviewed. As housing records do not currently monitor Gypsies and Travellers as part of their ethnic minority groups, it is difficult to establish how representative this sample is of the actual number of Gypsy and Traveller families in Newport.
- S23 Most had moved into housing due to lack of space on authorised sites or to avoid the threat of evictions from unauthorised ones. Most were happy and felt secure where they lived, but all said that ideally they would like to live back on a site, especially if smaller ones were made available.

Access to services

- S24 Levels of Gypsy and Traveller families accessing local health services was around 60%, which is lower than in comparison to the settled community. The main reason given for not accessing health services was the difficulty in getting an appointment without a permanent address. Education attendance was high for those living in bricks and mortar accommodation but was considerably lower for those living in unstable circumstances such as unauthorised encampments.
- S25 There was interest in a low-level, floating support service for Gypsies and Travellers, especially from those living in housing. It was felt that the best way to raise awareness within the Gypsy and Traveller community about services and help available was through such a service or through newsletters.

Assessment of pitch need

- S26 An accommodation assessment based on the situation in Newport in November 2009 gives a requirement for **29 additional pitches over the next ten years**, largely based on providing suitable authorised accommodation for Gypsies and Travellers currently living on unauthorised developments.
- S27 This is based on meeting the **immediate need for 25 pitches** in the period 2009-14, and the projected population growth rate of four pitches (3%) over 2014-19. The majority of the 25 pitches are needed now as there are no social rented sites in the County Borough to meet current need.
- S28 A **transit site of seven pitches is also required** to meet the needs of Gypsies and Travellers passing through Newport.

Conclusions and recommendations

- S29 The research recommendation are as follows:

- A minimum of 14 residential pitches will need to be met through the social rented sector in the next five years. Given the lack of social rented sites, the need for these pitches is urgent. The remainder of the total 25 pitches needed should be met on owner-occupied, small family-sized sites in environmentally suitable locations
- New sites should be designed recognising the community's preferences for design features and accessibility
- Where possible (e.g. where not on floodplains) the Council should seek to regulate existing unauthorised developments in the area, or provide the residents with alternative authorised accommodation
- To encourage private provision, specific sites suitable for development should be outlined in the future LDP and advice offered on the planning process
- A transit site of seven pitches is required near arterial routes, although the Council should work with neighbouring authorities to provide a network of transit sites in South Wales
- A consultation process should be conducted with Gypsies and Travellers and the settled community once potential site locations have been identified
- Consideration should be given to providing a floating support service to Gypsies and Travellers
- The monitoring work of the Gypsy and Traveller Working Group should continue, and be used as a forum to discuss how the identified need can effectively be delivered.



1. Introduction

Study context

- 1.1 Fordham Research was commissioned in April 2009 to undertake a Gypsy and Traveller Accommodation Assessment (GTAA) for Newport City Council. Its purpose is to assess the need for residential and transit pitches by Newport's Gypsy and Traveller population and to inform the Council's housing and planning policies.
- 1.2 Data collection and analysis was conducted following best practice guide lines set out by the Welsh Assembly Government⁷ which require local authorities to assess the level of housing need of Gypsy and Traveller families in their area.
- 1.3 The research methodology of the study involved extensive literature and policy reviews to understand current debates around accommodation provision for Gypsies and Travellers, focus groups with stakeholders and interviews with Gypsies and Travellers living on sites across Newport.
- 1.4 To produce an assessment of accommodation need, the report draws on a number of sources including:
 - **Review of secondary information:** examining existing research into Gypsy and Traveller needs, best practice in site provision and analysis of secondary quantitative data
 - **Consultation:** with member organisations of the Newport Gypsy and Traveller Working Group
 - **Survey of Gypsies and Travellers:** face-to-face interviews in July 2009 with Gypsy and Traveller families living on sites and in bricks and mortar accommodation

⁷ WAG Local Housing Market Assessment Guide (2006)



Policy background

- 1.5 National policy indicates that there is a substantial shortage of Gypsy and Traveller sites across Wales. A recent accommodation assessment for Gypsies and Travellers (2006) conducted on behalf of the Welsh Assembly Government⁸ stated that for the period 2005 to 2011, a further 275 to 305 permanent sites would be required to meet the current need, as would 100 to 150 transit pitches. As of 2009, only a fraction of this requirement has been provided. Caravan Count data from January 2009 indicates that there are 702 authorised caravans across Wales- an increase of 3% from the previous year- whilst there has been a 9% increase of caravans on unauthorised sites across Wales for the same period. This indicates that there is a growing need for sites which is not being met through the recommendations of site provision to meet accommodation need as set out in the Gypsy-Traveller Needs Assessment.
- 1.6 WAG is committed to ensuring that members of Gypsy and Traveller communities should have access to the same levels of suitable accommodation as every other citizen and that there are sufficient resources available to meet their needs. To meet this aim, the accommodation needs of Gypsies and Travellers have been mainstreamed within the wider housing and planning systems. The Housing Act 2004 requires local authorities to assess the needs of Gypsies and Travellers in the area and to develop strategies to meet those needs. It also states that in county boroughs where a shortage of sites is a particular problem, local authorities are expected to make site provision a priority, with guidance from the Welsh Assembly Government and Secretary of State if necessary.
- 1.7 Newport is in the process of drawing up a Local Development Plan, due to come into place 2012, which emphasises economic, social and environmental sustainability. Newport City Council hopes to incorporate Gypsies and Travellers into wider planning strategy through ensuring there is “*quantity, quality and variety of housing provision to meet the needs of the population*”.⁹
- 1.8 The WAG Local Housing Market Assessment Guidance contains important statements on the nature of housing need for Gypsy and Traveller families. It states that Gypsy and Traveller accommodation need extends beyond that of the settled community to reflect distinctive accommodation requirements. This includes Gypsy and Traveller families in bricks and mortar households ‘*whose existing accommodation is overcrowded or unsuitable* (*‘unsuitable’ in this context can include unsuitability by virtue of a proven psychological aversion to bricks and mortar accommodation*)’,¹⁰

⁸ P. Niner, *Accommodation Needs of Gypsies and Travellers in Wales*, Centre for Urban and Regional Studies (2006)

⁹ Newport City Council, Your Community, Your Plan. Vision and Objectives document The Local Development Plan for Newport (2009)

¹⁰ WAG Local Housing Market Assessment Guide (2006) page 159

'It should also be recognised that the shortage of sites and local hostility, as well as lack of income, may prevent Gypsies and Travellers exercising their free choice in the accommodation market – and that there may in fact be no 'local accommodation market' in sites.¹¹

- 1.9 Although the WAG guidance does not provide a single short definition of housing need in the context of Gypsies and Travellers, it is clear that Gypsy and Traveller accommodation need extends beyond financial ability. Instead, it should also be extended to include accommodation unsuitable due to the psychological effects of giving up the traditional, caravan-based lifestyle for a move into housing, and the cultural alienation experienced by Gypsy and Traveller families unable to live on sites.

Gypsies and Travellers in Newport

- 1.10 At the time of the survey, Newport had a small residential population, and currently has no local authority sites for Gypsy and Travellers. It neighbours Cardiff, which had two large residential local authority sites, including the largest authorised site in Europe, Shirenewton. There was also one authorised site in the neighbouring county borough of Torfaen which accommodates 38 caravans, as noted in the January 2009 Caravan Count.
- 1.11 Sites in Newport were located in close proximity to major transit routes¹². As of November 2009, there were four sites along the M4 which runs through the middle of the Newport; an unauthorised development of three pitches at Brick Yard Lane (3), an unauthorised development of two pitches at Coal Pit Lane (5), a large unauthorised encampment of eight pitches at the LG industrial site (8), and a single pitch unauthorised development on Tyla Lane (6). There were also four sites adjacent to Lighthouse Road (B4239) running along the south of the County Borough including one authorised single pitch site at Broadstreet Common (1), an unauthorised single pitch development on Green Lane (4), an unauthorised three pitch development on land at St Peters Crescent (7) and a temporarily authorised site at Ton-y-pill farm (2) comprising one pitch.¹³
- 1.12 The most recent Caravan Count, January 2009, found that in Newport there were a total of 30 caravans in the County Borough. Two caravans on private sites, 11 caravans on unauthorised developments and 17 caravans on unauthorised encampments. There were also several unauthorised sites and large social rented sites in neighbouring county boroughs which may impact on demand for future pitches in Newport.

¹¹ Ibid

¹² See Figure 3.1 for location of sites. The numbers in brackets after the site name throughout the report refer to their location on Figure 3.1.

Report format

- 1.13 This report contains three Sections. Section A starts by explaining the policy context behind GTAAAs and current measures being taken to meet Gypsies' and Travellers' accommodation needs (Chapter 2). Section A also examines WAG Caravan Count data in order to place Newport into a national context, and considers existing research into Newport and south Wales Gypsies and Travellers (Chapter 3). Section B provides a summary of the primary data gathered during the research, including a focus group with stakeholders from agencies working with Gypsies and Travellers in Newport (Chapter 4), and a presentation of the survey data from interviews with Gypsies and Travellers (Chapters 5 to 7). Finally, the report presents the assessment of accommodation need (Chapter 8) and possible policy recommendations for Newport City Council to consider (Chapter 9).

Summary

- 1.14 The Housing Act 2004 and the current consultation for the Local Development Plan for Newport require local authorities to assess the accommodation needs of Gypsies and Travellers, of which this study is the result. Welsh Assembly Guidance on GTAAAs notes that accommodation needs for Gypsies and Travellers extend beyond the definition used for the settled community, to include those in housing with a psychological aversion to bricks and mortar accommodation and to bring the wider Gypsy and Traveller population into account when considering community housing needs.
- 1.15 There is a substantial shortage of authorised Gypsy and Traveller sites across Wales as indicated in the rising number of caravans on unauthorised sites. It is recommended that a further 275 to 305 authorised residential sites and 100 to 150 transit sites are needed to meet current accommodation needs of the Gypsy and Traveller communities.
- 1.16 Caravan Count data from January 2009 shows 30 caravans across Newport, 2 caravans on private sites, 11 caravans on unauthorised developments and 17 caravans on unauthorised encampments.
- 1.17 At the time of the survey, there was a concentration of sites in Newport in the south west of the County Borough. There were large Gypsy and Traveller communities living in the neighbouring county boroughs of Cardiff and Torfaen.
- 1.18 The purpose of the assessment is to quantify the accommodation and housing related support needs of Gypsies and Travellers across Newport. This includes the number of residential and transit sites required in Newport, and recommendations on how current levels of need can be met. The results will be used to inform the allocation of resources and as an evidence base for policy development in local housing and planning.

Section A: Context of the Study

This section outlines the relevant secondary data surrounding Gypsy and Traveller accommodation in Wales. It focuses upon relevant national and regional policy, UDP/LDP plans and strategies relating to Gypsy and Traveller accommodation and service provision alongside the national Caravan Count figures.

2. The policy context

Introduction

- 2.1 UK Central Government and WAG have introduced a number of reforms aimed at increasing the provision of Gypsy and Traveller sites. The central aim is to ensure that members of the Gypsy and Traveller community have access to decent and appropriate accommodation alongside additional support to improve accommodation stability, education and general health and wellbeing of Gypsy and Traveller communities.
- 2.2 Under measures introduced by the Housing Act 2004, local authorities are required to include Gypsies and Travellers in their Local Housing Market Assessments and to have a strategy in place which sets out how any identified need will be met as part of a wider Housing Strategy. WAG Circular 30/2007¹⁴ requires local authorities to identify appropriate sites in Local Development Plans (LDP) for Gypsy and Traveller accommodation.
- 2.3 More recently, WAG have developed *A Road Less Travelled* (2009)¹⁵, a consultation document which outlines the obstacles of social exclusion, racism, educational disadvantage and social disadvantages faced by Gypsy and Traveller communities in Wales. The paper sets out to question differences between the Gypsy and Traveller communities and the settled community as well as pledging to promote equality of opportunities through access to more flexible services which meet the needs of this distinct cultural group.
- 2.4 Gypsy and Traveller sites are not only a product of current legislation and funding regimes, but also reflect inherited cultures and traditions, past legislation and funding regimes. Many sites lie along traditional travelling routes which have been used within the Gypsy and Traveller community for many generations. This was highlighted in the SEWREC report into Gypsies and Travellers in Gwent¹⁶ which outlined the important role south Wales has in traditional Gypsy and Traveller life. It identified Gwent as geographically important in the migration of families between Wales, Ireland and London. The report identified Newport as significant for many transient families due to the county boroughs strategic location.

¹⁴ WAG, *Planning for Gypsy and Traveller Caravan Sites*, WAG Circular 30/2007 (2007)

¹⁵ WAG, *A Road Less Travelled – A Draft Gypsy Traveller Strategy Consultation Document* (2009)

¹⁶ SEWREC Gypsies and Travellers in Gwent (2007)

Legislative history

- 2.5 The starting point in modern legislation relating to accommodation provision was not specific to Gypsies and Travellers. The Caravan Sites and Control of Developments Act 1960 aimed to regulate static residential caravan sites within the land use planning system and to raise standards for caravan dwellers. The 1960 Act required that land used as a caravan site had both planning permission for that use and a caravan site license determining basic standards of amenity, space and safety. The effect of these controls, although not specifically targeted against them, was that large numbers of Gypsies and Travellers were unable to find legitimate authorised pitches because local authorities were under no duty to provide sites.
- 2.6 Part II of the Caravan Sites Act 1968, which came into force in April 1970, imposed a duty on County Councils to provide adequate accommodation for resident Gypsies and Travellers. Councils were to designate and provide sites as well as to acquire the necessary land. However, they were only required to provide a maximum of 15 caravans in order to fulfil their duty. No time limit was set to fulfil this duty and no specific financial assistance was given. The Government could, at any time, give directions to local authorities to provide additional sites for a specific number of caravans, but this power was rarely used.
- 2.7 The policy of site designation also brought enhanced powers to tackle unauthorised camping by making it a criminal offence to park a caravan with the purpose of residing in it other than on an authorised site. While the 1968 Act seems to have been intended as an incentive to site provision, less than half the local authorities designated the minimum number of 15 pitches while the legislation was in place. For many its effectiveness was limited by both the nature of the legislation and a failure to implement it. Furthermore, designation was heavily criticised as creating 'no-go' areas for Gypsies and Travellers in local authorities which had not provided any pitches, and also for criminalising a minority group since the trespass powers of camping on undesignated sites applied only to them.
- 2.8 Under the Criminal Justice and Public Order Act 1994, local authorities, as landowners, were given civil powers to recover land from trespassers, including 'unauthorised campers'. The 1994 Act gave local authorities powers to evict itinerant groups from land and made it an offence to fail to comply with such a direction. The 1994 Act also gave the police powers to direct trespassers to leave the land. Civil rights workers and Gypsy and Traveller organisations have argued that these powers were draconian and effectively criminalised unauthorised camping with disproportionate effect for a particular minority group. These implications were seen as particularly serious given the shortage of authorised sites.



2.9 Dealing with unauthorised Gypsy and Traveller camps is currently high on the policy agenda, fuelled by complaints about the apparent disruption and nuisance caused to the settled community and local businesses from troublesome encampments. Noise, criminal and anti-social behaviour, rubbish and fly-tipping, and damage to land and buildings are common causes of complaint- although it is possible that many of the complaints stem from the mere presence of unauthorised encampers regardless of their behaviour. There is a widespread dissatisfaction with the powers available to deal with unauthorised encampments, largely because anti-trespassing powers allow campers to be moved on but offer no solution to the problem.

Current legislation and guidance

- 2.10 WAG is committed to ensuring that members of Gypsy and Traveller communities have the same access to decent and appropriate accommodation as every other member of society and that there are a sufficient number of sites to meet their needs. Legislation such as the Housing Act 2004 and the more recent WAG Circular 30/2007 have been introduced and there is currently a WAG consultation underway which is intended to deliver adequate sites for Gypsies and Travellers as part of a holistic approach to improving health, education, engagement and engagement amongst Gypsy and Traveller communities.
- 2.11 The Housing Act 2004 requires that local housing authorities produce a housing assessment which takes into account the accommodation needs of Gypsies and Travellers. This includes the need for authorised sites to station their caravans, and to have a strategy in place which sets out how any identified need will be met as part of their wider Housing Strategy. The Local Housing Market Assessment process is the key source of information enabling local authorities to assess the level of provision that is required, particularly when preparing Local Development Plans contributing towards national strategies.
- 2.12 The *Accommodation Needs of Gypsy-Travellers in Wales (2006)*¹⁷ outlined six key themes that need to be focused upon in order to ensure equal opportunities for Gypsies and Travellers in accessing housing and services.

¹⁷ WAG Niner, P. Accommodation Needs of Gypsy-Travellers in Wales: Report to the Welsh National Assembly Government (2006)

- **Strategy and policy framework-**

- develop key accommodation strategies for Gypsies and Travellers in Wales, as currently exists in England
- ensure that the Caravan Count is conducted across Wales to measure demand for services
- encourage the formation of representative Gypsy and Traveller bodies as a means of giving Gypsy and Traveller communities a voice in the policy making process
- ensure that the needs of Gypsy and Traveller communities are addressed in policy and service provision

- **Existing sites network-**

- WAG working in conjunction with Local Authorities should establish a decent sites standard taking into account location and environment alongside site conditions and facility provisions
- Adopt a proactive approach to meeting site demand through local authority site provision
- Ensure collaborative approaches are adopted in the development process

- **Additional residential sites-**

- There is a need for up to 305 additional sites across Wales by 2011
- These sites should be developed in the same way as social housing with revenue subsidy for maintenance
- Sites should be identified through LDP s in accordance to actual need and recognition of the variety of needs should be taken into account when allotting accommodation

- **Transit site provision-**

- There is need for up to 150 transit sites to help overcome unauthorised encampments
- Promotion of inter agency working between local authorities and the police force
- Understanding of the various types and duration of stay for unauthorised encampments
- An agreed code of behaviour for staying on sites to be established between Gypsies and Travellers and the Local Authorities

- **Site management-**

- Establish site management guidelines and licence agreements between tenants and landlords
- Stricter contract and review of site management practices

- **Social housing-**
 - Homelessness as it applies to Gypsies and Travellers needs to be fully explored by local authorities
 - Level of cultural sensitivity is adopted when allocating homeless Gypsies and Travellers to bricks and mortar accommodation
- 2.13 Under current law Gypsies and Travellers are a legally recognised ethnic minority group, and characteristically are “*persons of nomadic habit of life whatever their race or origin*”¹⁸. Local authorities must also acknowledge their obligations under the Race Relations (Amendment) Act 2000, and their statutory duty to promote good race relations between all groups, including Gypsy and Traveller groups and their relationship to the wider settled community.¹⁹
- 2.14 As suggested in the Accommodation Needs Assessment (2006), the unique ways of life for Gypsy and Traveller communities has not always been accommodated by Government into planning and policy documents. The current disparities between the housing needs of Gypsy and Traveller communities and planning/development process often results in Gypsies and Travellers being at risk from eviction and homelessness.
- 2.15 Issues surrounding homelessness within the Gypsy and Traveller community are gaining recognition. Many Gypsy and Traveller families find it difficult to secure planning permission for privately owned sites and places on local authority sites are scarce. Frequent evictions from unauthorised sites and a shortage of alternative sites results in higher than average levels of homelessness amongst the Gypsy and Traveller community. Under the 1996 Housing Act: Section 175 (2) “*A person is also homeless if he has accommodation but he cannot secure entry to it, or it consists of a moveable structure, vehicle or vessel designed or adapted for human habitation and there is no place where he is entitled or permitted both to place it and to reside in it*”. This indicates that for many Gypsy Travellers the risk of falling into the category of homelessness is ever present due to facing evictions, refusals for planning permission on sites or being moved on by local authorities from illegal encampments.
- 2.16 If a duty to secure accommodation arises local housing authorities are not required to make equivalent accommodation available. However, as suggested in the accommodation assessment, they should instead consider whether on site options are available, particularly where this would provide the most suitable solution to the applicant’s specific accommodation needs.

¹⁸ WAG Circular 30/2007 Planning for Gypsy and Traveller Caravan Sites (2007)

¹⁹ Local authorities will also need to have regard to their statutory duties, including those in respect of homelessness under Part VI of the Housing Act 1996 and to their obligations under the Race Relations (Amendments) Act 2000 which prohibits racial discrimination by planning authorities in carrying out their planning functions.

- 2.17 In understanding the housing needs of Gypsies and Travellers, local authorities need to consider cultural or psychological aversion to bricks and mortar housing when discharging their homelessness duties. In *R v Carmarthenshire County Council ex parte Price (2003)*, an Irish Traveller made a homelessness application based on having no lawful place to station her caravans. The Council offered her an alternative in bricks and mortar accommodation and sought to evict her and her family from land she owned. The High Court overturned the decision to offer her conventional bricks and mortar housing and ruled that due to her cultural aversion to housing, the council had to facilitate her traditional lifestyle. This ruling offers guidance to local authorities in attempts to house homeless Gypsies and Travellers. In the amended 2006 code of Homelessness Guidance for Local Authorities it was outlined that “*where a duty to secure accommodation (for a gypsy or traveller) arises but an appropriate site is not immediately available, the housing authority may need to provide an alternative temporary solution.*”²⁰
- 2.18 The WAG Circular 30/2007 ‘*Planning for Gypsy and Traveller Caravan Sites*’ strengthens the requirement that local authorities identify and make provision for appropriate sites in the local plans. The Circular contains a new definition of Gypsies and Travellers that is based on ‘nomadic habit’ and includes all those who are too ill or old to pursue a nomadic lifestyle. It places a new emphasis on consulting Gypsies and Travellers, their representative bodies and local support groups in the planning process. It also requires local planning authorities to provide guidance for Gypsies and Travellers when making planning applications, and to identify suitable locations for sites in their LDP.
- 2.19 Implementation of the 30/2007 Circular affects the overall process and responsibility of providing authorised sites local authorities face. Under the 1968 Act councils were required to provide up to 15 sites. Planning circular 30/2007 stresses that local authorities must assess the level of accommodation need present in their county borough, produced through Gypsy and Traveller Accommodation Assessments such as this, and integrate these findings into Local Development Plans. Councils are also responsible for outlining where these sites should be, and these recommendations are then presented to the WAG planning department which review and approve the Gypsy and Traveller site allocations put forth in Local Development Plans.
- 2.20 More recently, consultation set in motion by WAG, *A Road Less Travelled (2009)*, aims to improve the relationship between the Gypsy and Traveller community and the settled community on a wide range of levels, including accommodation, education, healthcare and engagement with local authorities. The consultation process outlines key objectives proposing the refurbishment of seven sites and the construction of two new sites by 2013.

²⁰ CLG Code of Homelessness Guidance for Local Authorities (2006) paragraph 16:38



- 2.21 The promotion of the WAG Circular 30/2007 amongst planners is hoped to establish guidelines and codes of best practice for consultation between travelling communities and the settled community when dealing with unauthorised encampments.²¹

Human rights and equal opportunities

- 2.22 In addition to housing legislation and guidance there are a range of other policy strands particularly relevant to Gypsy and Traveller accommodation as they place a duty on local authorities to recognise and meet the needs of minority and disadvantaged groups. It is important to note that the Race Relations Act 1976 identifies Gypsies and Travellers as having a shared culture, language and beliefs recognizing them as a distinct ethnic group.
- 2.23 The Human Rights Act 1998 incorporates into UK law the European Convention on Human Rights. As a result, public authorities – including local authorities – must act in a way that is compatible with human rights law. In particular, local planning authorities should consider the consequences of refusing or granting planning permission and taking enforcement action, upon the rights of the individuals concerned, and whether actions are necessary and proportionate in such circumstances.
- 2.24 Article 8 of the European Convention on Human Rights 1998 states that those living on unauthorised encampments may claim such accommodation as a home and an integral part of their human rights, as long as such a claim does not impinge upon the rights of others, or present a health, moral, criminal or environmental risk (which may impinge upon the rights and freedoms of others):

“Everyone has the right to respect for his private and family life, his home and his correspondence.

There shall be no interference by a public authority with the exercise of this right except such as is in accordance with the law and is necessary in a democratic society in the interests of national security, public safety or the economic well-being of the country, for the prevention of disorder or crime, for the protection of health or morals, or for the protection of the rights and freedoms of others.”

- 2.25 Linked to this the Race Relations Act 1976 (RRA 1976), prohibiting racial discrimination must be taken into account by planning authorities when authorising planning decisions. In addition, the majority of public authorities, including local authorities, have a general duty under the Race Relations (Amendment) Act 2000 to actively seek to eliminate unlawful discrimination and to promote equality of opportunity and good relations in all their activities.

²¹ WAG A Road Less Travelled, Draft Gypsy and Traveller Strategy Consultation 2009

Accommodation and service provision

- 2.26 Central to ensuring that accommodation need is met and the overall lifestyle of Gypsies and Travellers is improved, it is important to fully understand the role of support services and how they link with accommodation need. Much research suggests that without regular stable accommodation many families fail to secure health and education standards common amongst the settled community. In their Review of Service Provision for Gypsy and Travellers, 2003, WAG outlines that the impacts of good housing can only be seen to benefit Gypsy and Traveller communities if a full package of support is available. *"It is clear that inadequate accommodation provision is at the root of many of the problems facing the Gypsy-Traveller community and is a significant factor in conflict with the settled community."*²²
- 2.27 The link between acceptable accommodation for Gypsy and Traveller communities and the overall health and wellbeing of Gypsies and Travellers is seen to have a notable effect: *"The lack of secure accommodation for nomadic groups remains the lynchpin of a plethora of other inequalities."*²³

Good practice on site provision

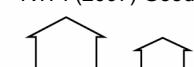
- 2.28 Alongside legislation establishing local authorities' obligation towards Gypsies and Traveller communities, there are various methods of providing new sites once the level of need has been identified.
- 2.29 Circular 30/2007 outlines a requirement that local planning documents should make specific allocations for Gypsy and Traveller accommodation in line with need. However, it also emphasises the importance of a clear communication strategy when delivering new sites: *'This should include providing an opportunity for people to learn more about the experience of members of the settled community who are already living close to well designed and managed authorised sites'*²⁴. Furthermore, local authorities should consider using Section 106 agreements to deliver Gypsy and Traveller accommodation as part of new housing developments, and be mindful of guidance on the appropriate size of site (see below). Although this currently has not been achieved, it is being researched by councils as a future option for the East of England.
- 2.30 In its report on accommodation provision, the Royal Town Planning Institute (RTPI) suggests that planning bodies can identify and allocate sites through consulting with Gypsy and Traveller communities.²⁵ Practical options would then go forward for discussion with local community interest

²² WAG Review of Service Provision for Gypsy and Travellers 2003, pg 49

²³ Cemlyn et al (2009) Inequalities experienced by Gypsy and Traveller Communities.

²⁴ WAG Circular 30/2007, page 62

²⁵ RTPI (2007) Good Practice Note 4 –Part C Accommodation and Site Delivery, page 11.



groups, and other stakeholders before the selection of preferred sites is finalised. The advantages of this approach are transparency and the fact that both Gypsies and Travellers and the settled community can gain full understanding of how the planning process operates in identifying suitable sites.

2.31 Consultation with local Gypsies and Travellers and the settled community is a common theme in site provision policy. The Joseph Rowntree Foundation recommends that local authorities should encourage dialogue and effective engagement with their Gypsy and Traveller communities, and that multi-agency forums can help set a positive context for debate about future site provision.²⁶ This is necessary given how public and local media perceptions of Gypsies and Travellers can affect decision-making. Communication policies should reflect local planning documents in setting out clear and simple criteria for new site selection, as this was found to help promote positive responses to proposals. Elected members should be kept informed throughout the process, as should the local media and residents once possible site locations have been identified. In a similar vein, the Planning Advisory Service's report on Gypsy and Traveller accommodation, *Space and Places for Gypsy and Travellers- how planning can help* (2006), emphasises the importance of making the planning process as transparent as possible ensuring that all members the local community can understand decisions.²⁷

2.32 Finally, it is worth considering recent draft guidance from WAG on site design and management. *Gypsy Traveller Site Design Guidance* (2009)²⁸ makes a number of recommendations on site design and facilities. The salient points are as follows:

- *Size of site*: The ideal size is generally not more than 12 pitches, in line with Gypsies' and Travellers' preferences for smaller sites, easier management and better likelihood of family compatibility. Bigger sites of up to 20 pitches '*should only be developed where there is a clear and demonstrable reason to act against such a presumption*'²⁹.
- *Site location*: New sites should be in locations that meet current working patterns, are in close proximity to transport links in the first instance, or near existing settlements with access to local services. Following Circular 30/2007, site locations must be identified in Local Development Plans (LDP). The Gypsy and Traveller community should be consulted. The location must also be in acceptable surroundings.
- *Layout*: This should take into account site residents' specific preferences where possible, and ensure a degree of privacy. The design of amenity blocks should be such as to allow extension as needed in line with future family growth.

²⁶ J. Richardson (2007), *Providing Gypsy and Traveller Sites: Contentious Spaces*, Joseph Rowntree Foundation, Chartered Institute of Housing, page 67.

²⁷ Planning Advisory Service (2006), "Spaces and places for gypsies and travellers – how planning can help".

²⁸ WAG (2009) *Good Practice Guide in Designing Gypsy Traveller Sites*

²⁹ WAG (2009) *Good Practice Guide in Designing Gypsy Traveller Sites* page 5

- *Roads:* Traffic calming measures on access routes, a minimum of 5.6m wide and caravans no more than 50m from a road.
 - *Pitches:* As a minimum, should be capable of accommodating an amenity block (minimum 7.5m²), large trailer, touring caravan and parking for two vehicles. A children's play space '*where space permits ... is essential*'. In line with fire regulations, no less than 6m between any trailer / caravan etc separately occupied. Each pitch should have hardstanding.
- 2.33 In terms of management, the Site Management Guidance gives a wide variety of good practice management arrangements. Whether managed in-house or by an external management organisation, the guidance emphasises cultural awareness and transparency. This applies to pitch allocations, collecting rent payments and maintaining the site to a decent standard.

Summary

- 2.34 The Housing Act 2004 signalled a major change in requiring that Gypsies' and Travellers' accommodation needs be addressed by local authorities. The present study is a result of that initiative and will provide the Council with an assessment of current and future need for Gypsy and Traveller pitches in Newport. The next stage will be to provide sites which meet the identified need, to be outlined in the Newport City County Council's LDP. This chapter has summarised the relevant guidance on achieving this, which stresses the importance of close consultation with Gypsies and Travellers, the settled community, local politicians and the media.
- 2.35 Planning policy from WAG advocates that the housing needs of Gypsy and Traveller communities needs to be built into local plans, and that the process of consultation, design and planning should engage the settled community, the Gypsy and Traveller community and the local authority. Current policy promotes communication and improved relations between the settled community and Gypsies and Travellers in the area.
- 2.36 The national policy context which directly influences the provision of accommodation for Gypsy and Traveller communities suggest that an overall increase in sites is necessary in ensuring all members of the Gypsy and Traveller community have access to decent accommodation, support services and decent living standards. Consultation policy from the WAG acknowledges that social exclusion, racism, poor health and educational disadvantage currently affect large numbers of the Gypsy and Traveller population. The key to ensuring that these barriers are overcome begins with ensuring that those from the Gypsy and Traveller community have access to secure housing options with the full support of local Government.



3. Gypsies and Travellers in Newport

Introduction

- 3.1 This section draws on secondary data to help determine the profile of Newport's Gypsy and Traveller population. This includes existing research, Council records of encampments, and the WAG caravan count. The aim is to contribute to a Directory of Information for the Gypsy and Traveller population profile in Newport. The information presented here reflects the size and location of sites in November 2009.

Newport's Gypsy and Traveller population

- 3.2 Table 3.1 gives the location of current and recent sites in Newport in November 2009. The data is based on information provided by Newport City Council planning department, South East Wales Racial Equality Commission (SEWREC) report, *Gypsies and Travellers in Gwent*³⁰, the January 2009 Caravan Count and our survey data. Using survey data, we have converted the number of caravans in the latest Caravan Count into the number of pitches inhabitants would require based upon each family requiring one pitch. This is used as the basis of the accommodation assessment in Chapter 8.
- 3.3 Table 3.1³¹ demonstrates that there were several Gypsy and Traveller sites across the County Borough. There was one privately owned authorised site in Newport, Broadstreet Common, Wentlooge (1), with a capacity for one pitch, and there was also one temporary authorised site at Ton-y-pill Farm (2) with capacity for one pitch (the site's planning permission is due to expire in 2011). For the purpose of the needs assessment calculations in Chapter 8 the temporarily authorised site at Ton-y-pill Farm is classified as contributing to Newport's pitch need as, unless planning permission is extended, it will revert to an unauthorised development next year.
- 3.4 There are also several unauthorised developments across the County Borough including two sites each with three pitches at Brick Yard Lane (3) and St Peters Crescent (7), a two pitch site at Coal Pit Lane (5) and two one pitch sites at Green Lane (4) and Oak Tree Stables (6). There were also two unauthorised encampments, the largest at the LG industrial site (8) composed of four unauthorised permanent pitches and four unauthorised temporary stay pitches, and another unauthorised roadside encampment of three pitches on Stephenson Street (9). See Figure 3.1 for site locations.

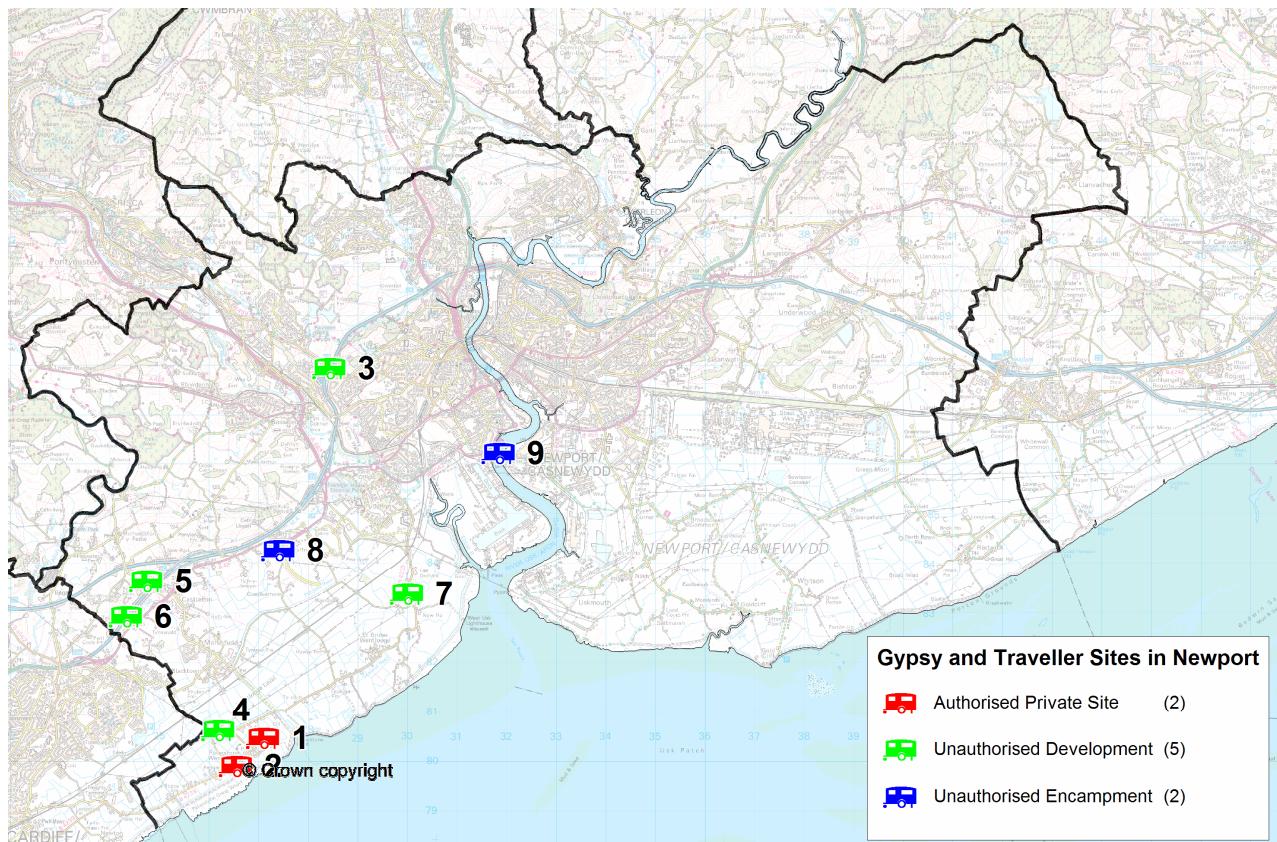
³⁰ SEWREC *Gypsies and Travellers in Gwent* (2007)

³¹ See Figure 3.1 and Table 3.1 for location of sites according to site number, as provided in brackets throughout the report.

Table 3.1 Gypsy and Traveller caravans in Newport, November 2009

Site number on Figure 3.1	Name	Type	Size
1	Broadstreet Common, Wentlooge	Authorised site	1 Pitch
2	Ton-y-pill Farm	Authorised site (temporary planning permission)	1 Pitch
3	Brick Yard Lane	Unauthorised Development	3 Pitches
4	Green Lane	Unauthorised development (planning permission expired)	1 Pitch
5	Coal Pit Lane	Unauthorised Development	2 Pitches
6	Oak Tree Stables (Tyla Lane)	Unauthorised Development	1 Pitch
7	Land North Side of St Peters Crescent	Unauthorised Development	3 Pitches
8	LG Site	Unauthorised Encampment	8 Pitches
9	Stephenson Street	Unauthorised Encampment	3 Pitches

Source: Newport City Council Planning Dept Data

Figure 3.1 Gypsy and Traveller sites in Newport, November 2009

Source: Newport City Council Planning Dept Data

Existing regional research

Local Housing Market Assessment

- 3.5 A sub-regional Local Housing Market Assessment (LHMA) was conducted for Blaenau Gwent, Monmouthshire, Newport and Torfaen by ORS in 2007. The second volume contains a chapter looking at the housing needs of Gypsies and Travellers across the study areas. While it does not provide an assessment of need for Gypsies and Travellers pitches, it does contain some qualitative information relevant to this study. However, only two interviews were conducted in Newport, both with Gypsies and Travellers living in bricks and mortar accommodation. It is not therefore possible to state with any accuracy whether the findings across the sub-region all apply to Newport.
- 3.6 One finding from the LHMA which highlights housing need across the region is the general shortage of pitches at local authority sites across the sub-region and the limited potential to expand. While there are no local authority sites in Newport, shortage of space elsewhere in neighbouring areas may be a factor behind high numbers of unauthorised sites and moves into bricks and mortar accommodation across Newport.

South East Wales Racial Equality Council – Gypsies & Travellers in Gwent

- 3.7 The SEWREC report covers the same local authority areas as the 2007 LHMA. It provides a detailed history of the connections between Gypsies and Travellers and the old county of Gwent, stressing the role of the region as a traditional stopping place when travelling between England, West Wales and Ireland. It is of particular value because it provides the locations of frequently used unauthorised sites in Gwent, mainly along the principal road routes between Wales and England. For Newport, we have mapped these locations in Figure 3.2. Of the seven locations across the sub-region described in the report, six are in Newport. The prevalence of unauthorised sites in Newport may reflect its proximity to the M4, as well as the lack of authorised provision for Gypsies and Travellers passing through. The report highlights how several of the sites are in the Pill ward of Newport, which at the time of the report was ranked the 14th most deprived in Wales and experiencing longstanding issues of social deprivation.
- 3.8 The research involved interviews with Gypsies and Travellers about the issues they commonly faced. The report found that the most important factor for those interviewed was the lack of appropriate accommodation, both residential and transit, resulting in many Gypsies and Travellers from the sub-region living in a state of ‘permanent homelessness’. This also contributed to other issues, such as access to health and education services and relationships with the settled community.
- 3.9 The report concludes that the current supply of accommodation is insufficient to meet the needs of the estimated 500 Gypsies and Travellers in Gwent at any one time. It estimates that most of the demand is for temporary accommodation to facilitate the traditional travelling through the area.

Gypsy and Traveller Caravan Count

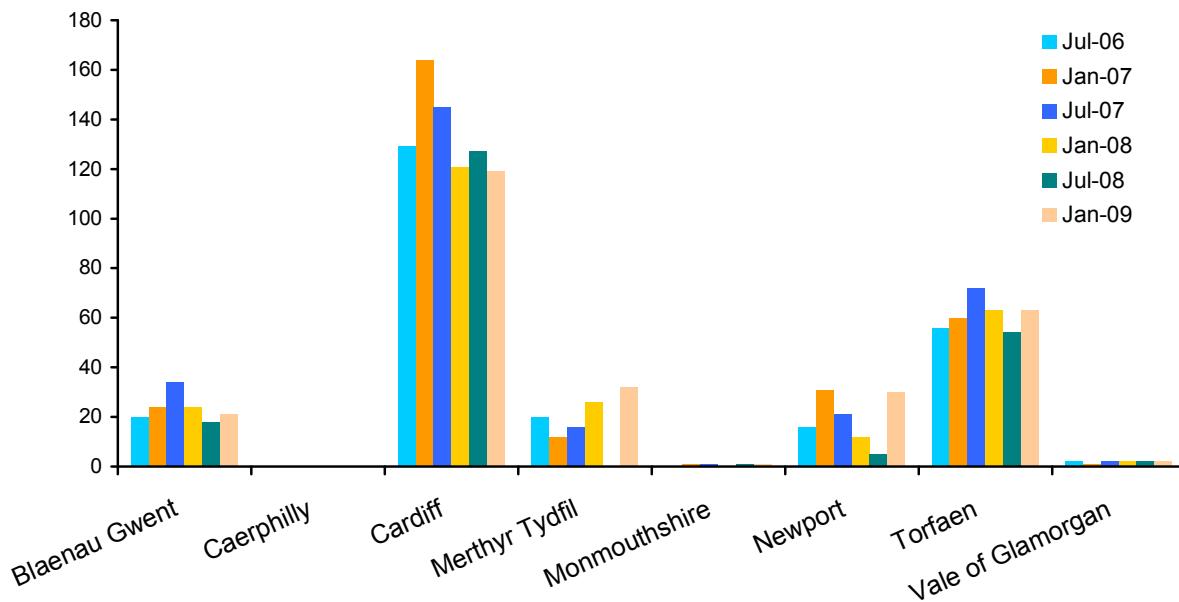
- 3.10 The Gypsy and Traveller Caravan Count presents the number of Gypsy and Traveller caravans on authorised and unauthorised sites by local authority and also details the number of social rented pitches each local authority provides.
- 3.11 The Caravan Count was re-introduced in Wales in July 2006 after recommendations made in WAG reports.^{32,33} Only five Caravan Counts have been published in Wales since its re-introduction, making it difficult to discern long term trends. It is also important to note that different counting practices can produce results with varying degrees of accuracy. In the case of Newport, the most recent count in January 2009 was the first to be conducted by several agencies and, partly as a result, found higher numbers than in recent years.
- 3.12 By comparing the total number of caravans in each council area of South East Wales since the count was reintroduced in July 2006, a concentration of caravans is apparent in Torfaen and Cardiff (see Figure 3.2). This maybe to be expected as Cardiff is the most populous local authority containing two large local authority sites. It is also notable that Caerphilly recorded no Gypsy and Traveller caravans in the January 2009 count, and both the Vale of Glamorgan and Monmouthshire returned nominal results of one caravan. This suggests a very uneven distribution of caravans across the region, with Cardiff and Torfaen having significantly larger numbers of caravans than other county boroughs. Newport had the third highest number of caravans in the January 2009 count with 30 caravans.

³² Review of Service Provision for Gypsies and Traveller, Welsh Assembly Government, 2003

³³ Accommodation Needs of Gypsies / Traveller in Wales, Pat Niner, Centre for Urban and Regional Studies 2006



Figure 3.2 South East Wales, Caravan Count July 2006 – January 2009



Source: WAG Gypsy and Traveller caravan count January 2009

- 3.13 Looking at the breakdown of site types in Table 3.2, it is clear how the social rented sites in Cardiff made up the majority of authorised provision in South East Wales. It can also be seen how only half of the county boroughs had any social rented sites, and that only three had private provision (mainly in Torfaen). Of the total caravans in South East Wales around one fifth were on unauthorised sites. Newport had the largest number of unauthorised encampments and alongside Torfaen, joint highest number of unauthorised developments.

Table 3.2 Caravans on authorised and unauthorised sites, South Wales Jan 2009

	Authorised sites		Unauthorised sites		Total
	<i>Social rented</i>	<i>Private</i>	<i>Developments</i>	<i>Encampments</i>	
Cardiff	111	0	0	8	119
Torfaen	38	16	9	0	63
Merthyr Tydfil	25	0	0	7	32
Newport	0	2	11	17	30
Blaenau Gwent	21	0	0	0	21
Rhondda Cynnon Taff	7	3	8	0	18
Vale of Glamorgan	0	0	0	2	2
Monmouthshire	0	1	0	0	1
Bridgend	0	1	0	0	1
Caerphilly	0	0	0	0	0
Total	207	15	21	28	287

Source: WAG Gypsy and Traveller Caravan Count, January 2009³⁴

- 3.14 Table 3.2 indicates that authorised provision was predominantly shared among three local authorities – Cardiff, Torfaen, Merthyr Tydfil, and Blaenau Gwent. It also becomes clear from the Caravan Count data that Newport had the highest number of caravans on unauthorised sites compared to all other county boroughs, with 28 caravans on unauthorised sites. It is worth noting that local authorities which have more caravans on social rented or authorised private sites have fewer caravans on unauthorised sites. For example, Cardiff, which had the largest Gypsy and Traveller population in the region, provided 111 social rented sites, and on the last Caravan Count reported only eight caravans on unauthorised sites. Similarly, Torfaen provided space for 54 caravans on authorised land – a mix of social rented and private – yet had only nine unauthorised caravans.

Regional Gypsy and Traveller sites

- 3.15 The recent WAG consultation, *A Road Less Travelled*, supports the partnership working between neighbouring local authorities to meet need collectively where possible. This would involve working closely together to understand the need for sites across the south Wales region, a collective attitude towards funding and services and a collaborative vision to meet the needs of Gypsy and Traveller families in the area. The following information details the levels of accommodation need at the time of the survey in neighbouring county borough councils to Newport. This provides an indication of where potential need may arise from Gypsy and Traveller families who live in neighbouring county boroughs but may consider moving to Newport if pitches on new, authorised sites become available.

- 3.16 The Gypsy and Traveller Accommodation Assessment³⁵ for Cardiff and The Vale of Glamorgan presented a need of 140 new pitches- 137 in Cardiff and three in Vale of Glamorgan, for the period 2008 to 2013. The needs assessment also suggested a need of 25 transit pitches- 10 in Cardiff and 15 in The Vale of Glamorgan, and 15 housing units to house those looking to enter into bricks and mortar accommodation. A ten year projection for the period 2008-2018 highlights an annual requirement of 20 pitches per annum, or 200 pitches between 2008 and 2018 to meet current need and combat overcrowding.
- 3.17 Torfaen has the second highest number of Gypsy Travellers in South East Wales. At the time of the survey there were three sites across the County Borough: one local authority site with a capacity of 27 pitches, one private site with approximately 16 caravans, and one unauthorised tolerated site which had approximately five to eight caravans. There has been no LHMA published, therefore accommodation need for the County Borough is unknown. At the last Caravan Count Caerphilly County Borough Council returned a zero count. Monmouthshire County Borough Council recorded one private authorised site with one caravan.

Gypsies and Travellers living in housing

- 3.18 Gwent Education Multi Ethnic Support Service (GEMSS) estimate that there were seven Gypsy and Traveller families living in bricks and mortar accommodation in Newport, comprising approximately 40 people. These figures are based on GEMSS records of the children currently receiving education support. True figures may be slightly higher as GEMSS only has contact with families who have children, and may not be in contact with all families. Taking this into account, we have based our estimates for the need assessment on there being 11 Gypsy and Traveller families in housing.
- 3.19 There were also approximately 25 European Roma families living in housing in Newport. However those who have moved to the UK have not lived in caravan-based accommodation for several generations and, although none were interviewed for this assessment, it is reasonable to expect that, as in other areas, none require site accommodation in Newport.

³⁴ Data used here may not correlate with information presented on Table 3.1. Caravan Count data is collected in a different way to data provided by County Borough Council.

³⁵ Fordham Research, *Gypsy and Traveller Accommodation Assessment: Cardiff and the Vale of Glamorgan*, 2008.

Summary of Newport's Gypsy and Traveller population

- 3.20 As of November 2009, there was one long-term authorised private site at Broad Street Common, Wentlooge (1), with permission for one pitch, and one temporarily authorised site at Ton-y-pill (2) with permission for one pitch (due to expire in 2011).³⁶ There were five unauthorised developments across the County Borough, namely sites at Green Lane (4), Coal Pit Lane (5), Oak Tree Stables (6), Brick Yard Lane (3), and land on the North East side of St Peters Crescent (7). Additionally there were two unauthorised encampments- one at the LG access site (8) and one on Stephenson Street (9) As discussed in the following chapters, some of these were likely to require residential pitches in Newport, while others were travelling onto somewhere else, so would require transit pitches.
- 3.21 The neighbouring county boroughs of Cardiff and Torfaen presented evidence of need for transit pitches to meet the current level of accommodation need across south Wales. Recent WAG publications suggested that in addition to meeting local pitch need, local authorities could work in partnership with other local authorities in the region to share costs and resources in meeting the accommodation and support needs of Gypsies and Travellers.

³⁶ Numbers in brackets refer to site locations on Figure 3.1.



Section B: Primary Data

This section details the primary research conducted for the study, comprising a consultation with stakeholders and a survey of Gypsies and Travellers living on sites and in bricks and mortar housing. The data is largely qualitative, based on participants' opinions and views on the type of accommodation required for Gypsies and Travellers in Newport.

4. Stakeholder consultation

Introduction

- 4.1 In April 2009, a focus group took place involving stakeholders from the Newport Gypsy and Traveller Working Group (see below for participants). The focus group provided detailed contextual information on the circumstances of Gypsies and Travellers in Newport. Findings will be used to inform the analysis of interviews with Gypsies and Travellers.
- 4.2 Members of the working group who attended the focus group were from the following organisations:
- Gwent Education Multi Ethnic Support Service (GEMSS)
 - Gwent Police
 - Newport City Council
 - Children and Young People Section
 - Environmental Health
 - Estates
 - Strategic Housing
 - Planning
 - South East Wales Racial Equality Council
 - South Wales Fire and Rescue
- 4.3 The discussion covered a number of themes which are outlined below, including: the type of accommodation required in Newport, enforcement issues, Gypsies and Travellers living in housing, and community facilities.

Accommodation

- 4.4 It was generally agreed that provision of authorised pitches was required in Newport, whether to reduce the occurrence of unauthorised encampments or to provide Gypsies and Travellers with a permanent home in their preferred accommodation type. Despite the small size of the population in Newport, it presents a range of accommodation needs. Residential pitches would meet the needs of those who have been based in Newport for a number of years, and either now live on unauthorised sites or have moved into housing due to a lack of alternatives. Newport also has a large number of families travelling through to central Wales from southern England. There would therefore also be a requirement for transit pitches, where families would stay for a month or so before moving out of Newport. This would meet the needs of Gypsies and Travellers who regularly visit Newport each year and stay for a few weeks, often staying on council-owned land. Making available authorised, transit accommodation would give authorities greater enforcement powers against Gypsies and Travellers staying in unsuitable locations, while offering them a secure place to stay with necessary facilities provided.
- 4.5 In terms of tenure, there would need to be a mix of social rented and self-owned sites. There had been a recent trend in Newport towards Gypsies and Travellers buying their own land to live on, without obtaining prior planning permission. While this was thought to be the result of there being no authorised sites in the area, it also reflected how there was a strong desire among some of Newport's population to live on their own land, without sharing with other families (there is a diverse cultural mix in the County Borough and a preference for family groups to remain separate), or being subject to an outside management regime. The fact that some families had already moved onto their own land (and it was reported that others owned land in Newport which they had not yet moved onto) suggested that affordability was not an issue for some families. For others though, particularly those who had been obliged to move into housing, a pitch rented from a social landlord may be the only viable option.
- 4.6 A mix of tenures would imply providing several small sites, rather than a single large one. There was support for this idea. It would meet Gypsies' and Travellers' preferences for living with their own family, and is recommended in WAG guidance. Smaller sites are less obtrusive visually, are less likely to attract opposition from the settled community and are commonly easier and more efficient to manage. From a practical perspective, the Council does not own a large amount of land that can be earmarked for housing, so providing several smaller sites may be more feasible. Whether in the private or social rented sector, sites would need to take into account the requirements of future generations, who may require their own space on the same site, or a separate site for their own family.
- 4.7 The Council had recently lost a planning appeal for a site at Ton-y-pill Farm (an inspector granted temporary permission until 2011). It was thought that the lack of authorised provision in Newport would mean that planning inspectors would continue to look favourably on unauthorised developments, which may be in environmentally unsuitable locations. There is therefore an added impetus to act towards meeting unmet accommodation needs among Newport's Gypsies and Travellers.



4.8 At the time of the focus group there were grants available from WAG for residential, social rented sites. In 2009 these grants were extended for transit sites. However, there is a tight timeframe in which the funds need to be spent, and the application process requires suitable sites to be identified by the Council. It was thought to be realistically very difficult to do so for this year's funding round. It would not help Gypsies and Travellers who want and can afford their own sites. Here it was suggested a proactive approach from the Council would be useful, explaining the type of sites which would be likely to be granted planning permission, and those which would not. Offering advice over how the process of gaining planning permission would also be beneficial.

Enforcement issues

- 4.9 Some of the Gypsies and Travellers on unauthorised encampments were temporary visitors to Newport, either as part of their regular travelling patterns across the Country, or moving from site to site in Newport and surrounding areas due to the lack of anywhere permanent to stay. For example, it was reported that one family had been staying on a short-term unauthorised encampment at Tredegar Park visit at the same time every year on their way to a fair elsewhere. (The family had moved on by the time fieldwork took place.) Most families were aware of how long they could stay on public land before enforcement action could be taken, and often moved before evictions were required. Nevertheless, the cost to the Council to clear up encampments could be considerable.
- 4.10 It was suggested that given many of the families' movements were fairly predictable and related to regular events (such as the Stowe fair), short-term stopping places in suitable locations could be provided by the Council at these periods. Care would need to be given over the positioning of any temporary sites, ensuring they are accessible to the road network and with appropriate facilities and enough space for a range of family sizes. In order to achieve this, it would be helpful if the method of recording travelling movements currently recorded by GEMSS and the police was shared across agencies.
- 4.11 One issue which rose over enforcement is that Estates and Highways dealt with unauthorised encampments according to different protocols. The latter has a rigid 28 day notice period and generally the Gypsies and Travellers will leave the day before. Estates have a two week notice period, but are willing to be flexible depending on family circumstances (e.g. requiring medical treatment so are unable to be moved on). It would thus be preferable to have a standardised practice that can be followed by both agencies.

Gypsies and Travellers living in housing

- 4.12 Many of the families living in bricks and mortar accommodation have settled in Newport and were well-established. Reasons given for moving into bricks and mortar were: improved access to education and health services (particularly from older people), marrying a non-traveller, and simply the lack of alternative site accommodation in Newport. It was stressed that Eastern European Roma do not want to live in caravans, and had not for several generations. It was suggested that there may be interest in living in close proximity to other Roma to help maintain their community. However, it was also pointed out that most did not have access to Housing Benefit and so the ability of the Council to house them is very limited.

Community issues

- 4.13 Some participants reported that Gypsies and Travellers frequently held negative views of the police, often based on experiences where they have been treated less favourably or misinformed about the law. Because of this, the police felt that if the same officers made visits to the family on an unauthorised site then a relationship could be built up. Police have started providing phone numbers to call if residents of sites feel they are being harassed by members of the settled community. Friction between the local settled community and Gypsies and Travellers in Newport is a known problem, thought to be partly encouraged by inflammatory articles in the local press.
- 4.14 Access to health services for Gypsies and Travellers on sites could be problematic as it was reported that GPs are unwilling to visit the sites for safety reasons. It was suggested that guidance for this should be included in the Health and Well-being strategy.
- 4.15 Regarding education, it was increasingly difficult to find spaces for primary school students. This was not attributed to prejudice but the general shortage of spaces in the area. Newport is a dispersal area for Asylum Seekers who sometimes take up temporary places previously used by Gypsies and Travellers who could start during the school year. Gypsies and Travellers could also be insistent that all their children attend the same school. While they would prefer that schools be close by, they would travel further if they knew that the children could be together. However, it was pointed out that this is the case for most parents.



5. Gypsies and Travellers living on sites

Introduction

- 5.1 This chapter provides analysis of the Gypsy and Traveller survey data from research in Newport. It outlines the composition of the sample and the profile of participants from the survey, followed by a description of their current accommodation, expectations and required facilities. Thirteen interviews took place in July 2009: seven on unauthorised encampments (across two sites) and six on unauthorised developments (across four sites). Visits were made to the authorised site at Broadstreet Common, Wentlooge (1). However, it was not possible to interview the family as they were away at the time of the study.

Profile of respondents

- 5.2 Table 5.1 shows that the largest groups interviewed were Irish Travellers comprising almost half of our sample. There did not appear to be a disproportionate distribution of families across unauthorised encampments and developments; however there were more Welsh travellers living on unauthorised developments, compared to the higher number of Irish and Scottish Travellers on unauthorised encampments.

Table 5.1 Ethnicity of household members

	<i>Unauthorised Development</i>	<i>Unauthorised Encampment</i>
Romany Gypsy	2	3
Irish Traveller	4	4
Welsh Traveller	5	-
Scottish Traveller	-	3
Total	11	10

Source: Newport GTAA 2009

- 5.3 Table 5.2 shows that over two thirds of the families interviewed had been living on their site for longer than 12 months, including all of those on unauthorised developments. In contrast, all of those on unauthorised encampments had been there for less than six months, reflecting the high levels of mobility amongst Gypsies and Travellers living on encampments, potentially resulting from frequent evictions and being moved on from unauthorised encampments.

Table 5.2 Length of time on site

	<i>Unauthorised developments</i>	<i>Unauthorised encampments</i>
Under 3 months	-	2
4-6 months	-	4
7-12 months	-	-
1-2 years	3	-
3-5 years	1	-
More than 5 years	3	-
Total	7	6

Source: Newport GTAA 2009

Living on sites

- 5.4 There was a clear divide between satisfaction with current location from those living on unauthorised encampments and those living on unauthorised developments. Almost all on unauthorised developments were very satisfied, while none on encampments were – in fact, half were very dissatisfied (Table 5.3). Participants were asked what they liked about living on their site and responses ranged from “a healthier life, with space for chickens and horses to tend to” [unauthorised development], “freedom and space for the kids to run around in” [unauthorised development], “I get to stay here without being moved on, it is a small place for our family only” [unauthorised development] and “we get a long stop here without anyone moving us on and not much hassle from the council” [unauthorised encampment]. Similarly respondents were asked what they didn’t like about living on sites and typical responses included “a lack of facilities, poor safety for the children and people dumping rubbish makes it very smelly” [unauthorised encampment] and “no washrooms” [unauthorised encampment]. None of those on unauthorised developments said there were negative aspects to where they lived.

Table 5.3 Site satisfaction

	<i>Unauthorised developments</i>		<i>Unauthorised encampments</i>	
	<i>Count</i>	<i>%</i>	<i>Count</i>	<i>%</i>
Very satisfied	6	85.7%	-	-
Satisfied	-	-	-	-
Neither satisfied / dissatisfied	-	-	2	33.3%
Very dissatisfied	1	14.3%	3	50.0%
No response			1	16.6%
Total	7	100.0%	6	100.0%

Source: Newport GTAA 2009

- 5.5 In terms of facilities, the main complaint made by those on unauthorised encampments was a lack of toilet facilities (six respondents), lack of rubbish collection (five respondents) and a lack of basic facilities for washing and cleaning (five respondents).
- 5.6 Current guidance for site provision specified that authorised sites must be located within safe walking distance to local amenities and shops. Tables 5.4 and 5.5 show relative ease of access to local services and facilities experienced by those living on unauthorised encampments. Table 5.4 and 5.5 shows the ease of access for local shops, health and education services, for those living on unauthorised encampments and unauthorised developments. Participants were asked to describe how easy it was to reach various services by foot, public transport, and their own car grading responses by easy, OK, or hard.
- 5.7 Overall those travelling by car found it easy to access everyday facilities, whilst for many facilities were not easily accessed on foot, and for a minority walking to local facilities was hard. Very few reported any problems, partly because most of the unauthorised encampments are close to the centre of Newport, and the rest are close to major roads. The table shows that for most respondents accessibility was OK by foot, but was hard for some. Public transport was a reasonable option but overall most found it easier to access facilities by car.

Table 5.4 Ease of access to services: unauthorised encampments

	By foot			By public transport			By car		
	Easy	OK	Hard	Easy	OK	Hard	Easy	OK	Hard
Shops/post office	-	4	1	-	2	-	3	3	-
Health centre/ GP	-	4	1	-	2	-	3	3	-
Primary school	-	4	1	-	2	-	2	2	-
Secondary school	-	4	1	-	2	-	2	2	-

Source: Newport GTAA 2009

- 5.8 Frequent rural locations of unauthorised developments means that accessing facilities by walking or public transport was difficult: however, no problems were reported for access by car. Table 5.5 shows that most facilities were not within walking distance from sites, and by far the easiest way to access them was through having the use of personal transportation, indicating that those without their own transport risked being left vulnerable and isolated from necessary amenities.

Table 5.5 Ease of access to services: unauthorised developments

	By foot			By public transport			By car		
	Easy	OK	Hard	Easy	OK	Hard	Easy	OK	Hard
Shops/post office	3	1	3	2	3	1	6	-	-
Health centre/ GP	2	1	4	2	3	1	6	-	-
Primary school	3	1	3	2	3	1	6	-	-
Secondary school	2	2	3	2	3	1	6	-	-

Source: Newport GTAA 2009

Accommodation intentions

- 5.9 Participants were also asked what type of sites they would like to live on. The most popular option was residential sites and, in terms of size, smaller sites suitable for extended families to occupy. Whilst there was also a preference for more private sites so that people could buy their own land and run the site themselves, few respondents thought they could afford land in Newport and so would require a pitch on a social rented site.
- 5.10 When consulted about where new sites should be provided, most respondents suggested somewhere close to where they currently lived. So, for those living on unauthorised encampments on the outskirts of Newport, this was suggested as the most suitable location for future sites. Similarly, more rural locations were preferred by those living away from settled communities. A common theme was the importance of good access to the road network and local amenities like shops and schools.
- 5.11 When asked if they thought there were enough sites in Newport, the consensus was that there was. However, this included respondents on unauthorised developments who were happy with where they lived and did not want to move, and those on unauthorised encampments who were aware of several other unauthorised places to stay.
- 5.12 Of those surveyed, three families were looking to move from their current location now (all on unauthorised encampments), but they would ideally like to stay in the Newport area. One of these families was looking to buy their own land to build a site in Newport. None of those on unauthorised developments intended to move.



Summary

- 5.13 Thirteen interviews were conducted with Gypsies and Travellers living on six sites – seven interviews were on unauthorised developments and six on unauthorised encampments. There were marked differences between the respondents' views depending on the status of their site. Those on unauthorised developments were very happy with where they lived, suggested no negative aspects, were well-settled in the area, and did not intend to move. As one would expect, those on unauthorised encampments were less settled and expected to move soon, although for many the preference was to stay in Newport. None were satisfied with where they lived, particularly as they lacked basic sanitation and waste facilities.

6. Gypsies and Travellers living in housing

Introduction

- 6.1 This chapter details the needs of Gypsies and Travellers who live in bricks and mortar accommodation. As previously discussed in Chapter 2 there is growing literature and policy awareness around the cultural and psychological aversion some Gypsies and Travellers have towards living in housing.

The sample

- 6.2 Five Gypsies and Travellers living in housing in Newport were interviewed in July 2009. At time of the survey housing records do not currently monitor Gypsies and Travellers as part of their ethnic minority groups, it is difficult to establish how representative this sample is of the actual number of Gypsy and Traveller families in Newport. However, as part of the assessment, we estimate that there were 11 Gypsy and Traveller families living in housing (see 3.19 above), suggesting that around fifth of the actual population was interviewed.
- 6.3 Table 6.1 shows the ethnic profile of the sample living in housing; the majority were of Romany Gypsy descent (57%) followed by Welsh Travellers (29%).

**Table 6.1 Ethnic Profile of household members in
bricks and mortar accommodation***

	<i>Number</i>	<i>Percentage</i>
Romany Gypsy	4	57%
Welsh	2	29%
Scottish	1	14%
Total	7	100%

* NB: there are a higher number of responses due to respondents accounting for other household members

Source: Newport GTAA 2009

- 6.4 Most rented their home, split between local authority accommodation and private rent, with one owner-occupier accounted for (Table 6.2).

Table 6.2 Tenure profile		
	<i>Number</i>	<i>Percentage</i>
Own accommodation outright	1	20%
Rent from local authority	2	40%
Rent from Private landlord	2	40%
Total	5	100%

Source: Newport GTAA 2009

- 6.5 Of those sampled, two thirds had been moved into bricks and mortar accommodation from a site, whilst one of the respondents reported moving after leaving a privately rented house (Table 6.3). When questioned further about the reasons why they moved into housing, responses included the need to be more settled for family life and to receive education, a lack of site pitches in South Wales ("I needed my own place and no plots were available on Shepherds Hill [Torfaen] and this was the only place I could get housing"), a desire to avoid evictions and the associated instability of living on unauthorised encampments ("I just couldn't keep moving up and down and getting moved on, as I wanted to get into education").

Table 6.3 Previous accommodation		
	<i>Number</i>	<i>Percentage</i>
Local authority site	2	40%
Unauthorised encampment	2	40%
Housing	1	20%
Total	5	100%

Source: Newport GTAA 2009

Current accommodation

- 6.6 Most were happy with where they lived – only one was dissatisfied. When asked about the advantages of living in bricks and mortar accommodation, the main benefits related to the security a house offered ("it's good to have a roof over my head"; "we're not going to get moved on") and the integration with the settled community ("being accepted by your neighbours as human beings").



Table 6.4 Satisfaction with living in housing

	No of responses	% of responses
Very satisfied	3	60%
Satisfied	1	20%
Neither / nor	-	-
Dissatisfied	-	-
Very dissatisfied	1	20%
Total	5	100%

Source: Newport GTAA 2009

- 6.7 Disadvantages of living in bricks and mortar accommodation included being away from family (given by two respondents), loneliness and isolation (one respondent) and the cultural differences of feeling enclosed or trapped in their current location (two respondents) – “it’s not right really, I grew up in a trailer all my life and it is so different”
- 6.8 Those living in housing gave the overwhelming response that they felt safe in their homes (Table 6.5): only one did not feel safe all or most of the time.

Table 6.5 Feeling safe in the home

	No of responses	% of responses
Always	1	20%
Most of the time	3	60%
Sometimes	1	20%
Total	5	100%

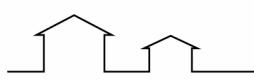
Source: Newport GTAA 2009

Accommodation expectations

- 6.9 When asked about the accommodation they would prefer to live in, three responded that they would like to own their own private site whilst one would like to live on a social rented site.
- 6.10 Despite high levels of satisfaction, when asked if they would move out of housing onto a suitable pitch, all respondents stated that they would like to do so, ideally onto self-owned sites. There was also a preference for smaller family-sized sites. It was also recognised that there was a need for transit sites for other Gypsies and Travellers who travel through the area: “they need to build transit sites so they provide the services they need when they’re travelling in and around the area”. As with site residents, the importance of good transport links and proximity to local services and amenities was stressed.

Summary

- 6.11 At the time of the survey there was a small Gypsy and Traveller population living in housing in Newport, and five were interviewed as part of the assessment. Most had moved into housing due to lack of space on authorised sites or to avoid the threat of evictions from unauthorised ones. Most were happy and felt secure where they lived, but all said that ideally they would like to live back on a site, especially if smaller ones were made available.



7. Access to services

Introduction

- 7.1 Whilst the focus of this study centres upon the accommodation requirements of the Gypsy and Traveller communities in Newport, the survey also collected data regarding the access to support services such as education and health care. This chapter discusses the access to support services at the time of the survey and how service take-up levels can be improved to increase support for Gypsies and Travellers. It distinguishes responses from Gypsies and Travellers living on unauthorised encampments, unauthorised developments and in housing.

Health and education services

- 7.2 As part of understanding the accessibility of local services, the questionnaire asked how many respondents were registered at a GP surgery in Newport. The figures were relatively similar for both those living in bricks and mortar accommodation and those living on a site: around two thirds of respondents were accessing health services through a local GP. However, all those with school-aged children who lived in housing attended school regularly, compared with two-thirds of those in unauthorised developments, and a third of those on unauthorised encampments.

Table 7.1 Use of local GP and school services

Count	Encampment		Development		Housing	
	%	Count	%	Count	%	
Registered with a GP surgery	4	67%	5	71%	3	60%
Children attending school*	1	33%	2	67%	1	100%

*Applies to families with school-age children only

Source: Newport GTAA 2009

- 7.3 When asked if households were living with any form of disability or impairment, all of those living in housing mentioned at least one condition; not uncommon, as access to services is a key reason why Gypsy and Traveller families move into housing.

Table 7.2 Prevalence of disability / health condition

	<i>Encampment</i>	<i>Development</i>	<i>Housing</i>
	<i>Count</i>	<i>Count</i>	<i>Count</i>
Learning disability	2	2	2
Asthma	2	1	2
Long term illness	1	2	1
Mobility issue due to old age	-	1	1
Physical disability (adult)	1	-	1
Physical disability (child)	1	-	-
Sensory impairment	1	-	-
Mental illness	-	1	-
No health problems	3	2	-

NB: respondents could give more than one answer

Source: Newport GTAA 2009

- 7.4 Participants were also asked how health services could be improved to allow for the needs of Gypsy and Travellers. Access was a common problem and responses frequently included that it was "hard to get an appointment without a permanent address". There was also a preference for guaranteed access to a female doctor for women. No reasons were given by respondents living in housing.
- 7.5 In accessing schools and educational support for children, the survey revealed that there were more barriers facing children on unauthorised encampments than on unauthorised developments or living in housing. As shown in Table 7.1, children on unauthorised encampments were the least likely to attend school. A lack of permanent address along with evictions and the threat of being moved on were reasons given for not accessing full-time education.

Table 7.3 Barriers to accessing education

	<i>Encampment</i>	<i>Development</i>	<i>Housing</i>
Lack of permanent address	5	-	-
Evictions/ being moved on	4	-	-
Not having correct uniforms	2	-	-
Bullying	2	-	-
Inappropriate school curriculum	1	1	-
Seasonal movement due to work	1	-	-
Waiting lists for classes	1	-	-
Prefer to be taught at home		-	-
Lack of transport	1	-	-

NB: respondents could give more than one answer

Source: Newport GTAA 2009

- 7.6 Respondents were asked if they would like help and advice for improving their understanding of the planning process and overall the response for such a service was low. Around 30% of respondents living on sites felt such a service would be useful (see Table 7.4).

Table 7.4 Advice wanted on the planning process

	Development		Encampment		Housing	
	Count	%	Count	%	Count	%
Yes	2	29%	2	33%	1	20%
No	3	43%	2	33%	4	80%
Don't know	2	29%	2	33%	-	-
Total	7	100%	6	100%	5	100%

Source: Newport GTAA 2009

- 7.7 Response was equally as low for extra training and education to improve employability and skills, with only one respondent in each accommodation type interested in such a service.

Table 7.5 Training or Education to find work

	Development		Encampment		Housing	
	Count	%	Count	%	Count	%
Yes	1	14%	1	17%	1	20%
No	4	57%	1	17%	3	60%
Don't know	2	29%	4	67%	1	20%
Total	7	100%	6	100%	5	100%

Source: Newport GTAA 2009

- 7.8 Further to this, respondents were asked if they would like a service developed which could provide low-level support, such as with applying for benefits, accessing services, and completing forms. This appeared to be the most popular option, especially for those living in housing, where all stated they would like this service. The idea of a support service was also popular with the majority of Gypsies and Travellers living on sites.

Table 7.5 Interest in a general support service

	Development		Encampment		Housing	
	Count	%	Count	%	Count	%
Yes	5	71%	4	67%	5	100%
No	1	14%	2	33%	-	-
Don't know	1	14%	-	-	-	-
Total	7	100%	6	100%	5	100%

Source: Newport GTAA 2009

- 7.9 Table 7.6 demonstrates that when consulting with Gypsy and Travellers, it was felt that the best way to keep them informed of available services and help was through either a newsletter or a visit from a support worker. The former was preferred by a majority of respondents on unauthorised developments while the latter was the most popular option for those on unauthorised encampments.

Table 7.6 Best method to keep you informed

	Development		Encampment		Housing	
	Count	%	Count	%	Count	%
Newsletter/post	4	57%			1	20%
Visit from support worker	2	29%	2	33%	1	20%
Voluntary Group	1	14%	-	-	1	20%
Council housing department	1	14%	-	-	-	-
Visit from health/education worker	-	-	-	-	-	-
Schools	-	-	-	-	1	20%
Don't know	2	29%	1	17%	1	20%

NB: respondents could give more than one answer

Source: Newport GTAA 2009

Community relations

- 7.10 Over half of our respondents (55%) felt that they had been a victim of racism, crime or bullying due to their ethnicity. However, only 17% of people reported the incident to the police. Reasons given for not taking the matter further indicated disillusionment with the help and support available, including "who would care?" and "who do you tell?". For the few who did report the abuse to the police, the response and handling of the cases indicated good work on behalf of the police: "we were given a police contact number if we needed one and a support worker" and "the police investigated and we got a formal letter of apology".

Summary

- 7.11 Levels of Gypsy and Traveller families accessing local health services was around 60%, which is lower than in comparison to the settled community. The main reason given for not accessing health services was the difficulty in getting an appointment without a permanent address. Education attendance was high for those living in bricks and mortar accommodation but was considerably lower for those living in unstable circumstances such as unauthorised encampments.
- 7.12 There was interest in a low-level, floating support service for Gypsies and Travellers, especially for those in housing. It was felt that the best way to raise awareness within the Gypsy and Traveller community about services and help available was through such a service or through newsletters.



- 7.13 Around half of respondents had been victims of racism or bullying and only 17% reported these incidents to the police. It was felt that there would be little response from the local authority, despite the fact that those who had reported the incidents did see tangible results from reporting the racism to the police.

Section C: Pitch assessment and conclusions

The final section gives the assessment of residential and transit pitch need in Newport (Chapter 8). Figures are provided for the next five and ten years. This section also contains a concluding chapter bringing together the main findings and making recommendations for the Council to consider.

8. Assessment of pitch need

Introduction

8.1 This chapter presents the detailed calculation of the Gypsy and Traveller needs assessment for Newport. The model used is based on the example given in WAG LHMA guidance. It operates on the assumption that each household will require one pitch.³⁷ It estimates the minimum number of residential pitches that Newport will need to provide. The assessment is based on the situation in November 2009.

8.2 The chapter first considers the requirement for residential pitches in the five year period from 2009 to 2014, and the following five years to 2019, followed by a discussion of the need for transit pitches.

Requirement for residential pitches

8.3 The need for residential pitches in the study area is assessed according to a 15-step process, closely based upon the model suggested in WAG Local Housing Market Assessment guidance. The results are shown in Table 8.1. Steps two to seven are not applicable to Newport as they are based on need generated on existing authorised sites, of which there are only two in Newport – the two private sites one at Broadstreet Common, Wentlooge (1) and Ton-y-pill Farm (2)³⁸. The Ton-y-pill farm site contributes to the pitch need over the next 10 years as planning permission is due to expire in late 2011 (see Table 8.1 step 10). Most of the need for pitches is generated from families on unauthorised developments. However, need is also calculated for those living on unauthorised encampments if during our survey they expressed a desire for a permanent pitch in the County Borough.

8.4 The Guidance states that those currently living on unauthorised developments should be given an authorised place to live – whether on a different site or through gaining planning permission for their existing site. Therefore ten pitches would be required to meet the needs of the families on the unauthorised developments at the Brick Yard Lane (3), Green Lane (4), Coal Pit Lane (5), Oak Tree Stables (6), and St Peters Crescent site (7). This will be increased to 11 pitches (step 10 of Table 8.1) next year to account for the expiry of planning permission at the Ton-y-pill site, which will then revert to an unauthorised development.

³⁷ A pitch is approximately 400m² (based on current guidance) and can hold approximately three caravans, trailers and / or other vehicles, depending on the resident's requirements, as well as a utility block and parking space.

³⁸ See Figure 3.1 for location of sites according to site number, as provided in brackets throughout the report.

- 8.5 Six pitches would also be needed for Gypsies and Travellers who stay on the unauthorised encampments at Stephenson Street and the LG access site. We use information gathered in the survey questionnaires to assess how many require a residential (rather than transit) pitch; our survey showed an average of half of those on an unauthorised encampment would like a permanent site in the County Borough, see point 11 of Table 8.1.
- 8.6 Survey respondents were also asked if anyone else in their family would require a separate pitch in the next five years (step 13, Table 8.1). Using this data and demographic information gathered in the survey, it is estimated that an extra six pitches would be required for these newly forming families. However, this does not account for families who may move to Newport if an authorised site is provided. As the research has explained in Chapter 3, there appears to be significant pitch shortages in neighbouring areas and stakeholders also reported how some of Newport's Gypsies and Travellers have been displaced to areas such as Cardiff as a result of site shortages in Newport.
- 8.7 As part of the research we also undertook interviews with residents on neighbouring county boroughs in order to establish whether cross-boundary movement may occur if Newport provides new authorised pitches. Shirenewton and Roversway sites. There was a mixed response when asked if residents would be interested in moving to a site in Newport. For those living on the site at Roversway in Cardiff or the sites in Torfaen there was little interest in moving from their current location, whilst those living on the Shirenewton site in Cardiff expressed some interest in both buying land in Newport and leasing a local authority pitch in the Newport. However, it is not possible to estimate how many families may seek to return or move to Newport in the event of authorised pitches becoming available, This depends on variables which cannot be quantified but which influence moving decisions, such as the condition and supply of social rented pitches in Cardiff (see 8.11 below).
- 8.8 The final element of need generated from Gypsies and Travellers in housing. As explained in Chapter 3, based on GEMSS records, we estimate that there are 11 families in housing across the County Borough. Five families in housing were interviewed in the survey. The sample size is too small to assess how many may have a 'psychological aversion' to housing (as outlined by guidance) and therefore require a pitch. A reasonable estimate from our research elsewhere is that 20% fall into this category, which we have applied to the accommodation needs assessment for Newport to give a requirement of two pitches to meet the needs of those currently living in bricks and mortar accommodation, (step 14 Table 8.1).
- 8.9 Based on the situation in November 2009, there is a need for 25 additional residential pitches in Newport over the next five years. This is primarily meeting the immediate needs of those currently living on unauthorised developments in the County Borough (11 families) and those living on unauthorised encampments who expressed a desire to remain in Newport (six families). It also includes allocation for hidden and emerging households (determined using questionnaire data) and those living in bricks and mortar accommodation that would prefer a move onto a site.



8.10

We apply the standard growth rate of 3% p.a. used in GTAAAs to estimate that an additional four pitches would be required from 2014 to 2019, bringing this to a total of 29 pitches over ten years. This depends on the additional requirement of 25 pitches for the first five years being met and no significant changes in the population. The steps in the calculation are summarised in Table 8.1.

**Table 8.1 Estimate of the minimum need for permanent / residential site pitches,
2009-2019**

1) Current occupied authorised residential site pitches	2
<i>Current residential supply</i>	
2) Number of unused residential pitches available	0
3) Number of existing pitches expected to become vacant through mortality	0
4) Number of family units on sites expected to leave area in next 5 years	0
5) Number of family units on sites expected to move into housing in next 5 years	0
6) Residential pitches planned to be built or to be brought back into use 2008-2013	0
7) Additional supply generated by movement within the stock	0
Total Supply	0
<i>Current need for residential pitches</i>	
8) Family units sharing authorised pitches	0
9) Existing family units on authorised pitches moving and requiring pitches in the area	0
10) Existing family units on unauthorised developments requiring residential pitches in the area	11
11) Existing family units in unauthorised encampments requiring residential pitches in the area	6
12) Existing family units on overcrowded pitches requiring pitches in the area	0
13) New family units forming on sites requiring pitches	6
14) Family units in housing requiring pitches	2
Total Need	25
<i>Balance of need and supply</i>	
Total additional pitch requirement, 2009-2014	25
<i>Growth 2014-2019</i>	
15) Growth based on 3% p.a. increase in site population	4
<i>Summary</i>	
Total additional pitch requirement, 2009-2019	29

Source: Newport GTAA 2009 - Fordham Research

Demand for pitches from Gypsies and Travellers in neighbouring areas

- 8.11 This accommodation assessment follows WAG guidance and is based on need where it arises; it includes the requirements of Gypsies and Travellers who live in Newport, whether on permanent or temporary sites or in housing. In the case of Newport, an additional factor needs to be considered, namely its proximity to Cardiff and the nearby location of two large, overcrowded council-owned sites. Given the historic under-provision of authorised pitches in Newport, there has been some out-movement from the County Borough to Cardiff. Our interviewers visited the two sites in Cardiff, along with two in Torfaen. The aim of these interviews was to establish potential interest in moving to a new social rented site in Newport if one were to be provided.
- 8.12 Only residents at Shirenewton, Cardiff, said they would like to move in this case. However, it is difficult to tell to what extent the interest is due to local circumstances on the site (it is very large and overcrowded), and excess demand for this site could well be displaced to other parts of Wales if suitable social rented sites become available. It could equally be addressed through provision in Cardiff. Indeed their GTAA assessed an additional requirement of 137 residential pitches over five years; if not provided, theoretically a large proportion of this need could be displaced into provision made in Newport. However, results from the Cardiff GTAA indicate that very few (about 4%) of respondents would actually *prefer* to leave Cardiff, approximating to eight pitches over five years, split between Newport and many other locations. In theory, therefore, depending on the actions of councils in Cardiff and elsewhere in South Wales, the total demand displaced from Cardiff to Newport could range anywhere from a very small number (fewer than eight) to 137 pitches.
- 8.13 Given the impossibility of determining how many Gypsies and Travellers currently living elsewhere may wish to move to a social rented site in Newport, we have not made an allowance for in-migration in the assessment. The estimated pitch need should therefore be taken as the minimum requirement. Pitch allocation policies may need to consider local connections if the needs of Newport's current population are to be prioritised.

Requirement for transit pitches

- 8.14 As explained there are a large number of Gypsies and Travellers in Newport who live on unauthorised encampments. While most of those interviewed at the LG encampment said they required a residential pitch in Newport, others emphasised how they were passing through to Ireland or elsewhere in Wales. Consequently some of these require residential accommodation in Newport, and have been included in the pitch assessment above. For others, short-term, transit pitches would be more appropriate, allowing them to stay on an authorised site in Newport for a number of weeks, where basic facilities are provided.

8.15 Information from the Council indicated that there were 11 unauthorised encampments in Newport in November 2009. Based on the survey data there was an average of 1.5 caravans per unauthorised pitch. Half of these, six, indicated that they would need residential accommodation in Newport, indicating a desire for the remaining five to have access to a space on a transit site when passing through the County Borough. Spare capacity should also be included to allow for variation in the size of unauthorised encampments. It is therefore estimated that a transit site of seven pitches would adequately meet the needs of the transient population in Newport. This is, of course, based on the additional residential pitches being brought forward.

Summary

- 8.16 An accommodation assessment for Newport gives a requirement for **29 additional pitches over the next ten years**, largely based on providing suitable authorised accommodation for Gypsies and Travellers currently living on unauthorised developments. This is based on the population profile of November 2009.
- 8.17 A projection of 29 pitches over the next ten years is to meet the **immediate need of 25 pitches**, and a projected growth of 3%, four pitches, the majority of these pitches are needed now as there are no authorised sites in the County Borough to meet the current high levels of need.
- 8.18 **A transit site of seven pitches is also required** to meet the needs of Gypsies and Travellers passing through Newport. The concluding chapter provides a discussion of how to meet this accommodation need.



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9. Conclusions from the research

Introduction

- 9.1 This final chapter brings together the key findings from the research through a series of 11 recommendations for policies that Newport City Council could pursue to meet Gypsy and Traveller accommodation needs.
- 9.2 The chapter makes reference to the WAG consultation paper on site design (May 2008) and the Community and Local Government (CLG) Guidance on the *Design of Sites for Gypsies and Travellers* (May 2008). Although the latter does not apply to Wales, it includes additional examples of good practice in a relatively new field.

Recommendations in brief

- Based on the situation in November 2009, there is an accommodation need for 25 authorised pitches for the period 2009-2014 and a further four pitches for the period 2014-2019. A transit site of seven pitches is required to meet the needs of Gypsies and Travellers who regularly travel through Newport.
- The Council should provide a minimum of 14 social rented residential pitches in Newport over the next five years. There is a preference from Gypsies and Travellers for smaller, family-sized sites which are more cost-effective to manage. The remaining pitches should be owner-occupied, also on small, family-sized sites and in environmentally suitable locations.
- Site design should follow outlined WAG guidelines and close consultation with Gypsy and Traveller communities
- Specific sites suitable for owner-occupation should be outlined in the future LDP and guidance offered to Gypsy and Travellers regarding planning applications to avoid permission being sought for sites in environmentally unsuitable locations (e.g. in floodplains).
- The Council should consider using Supporting People funding to provide a floating support worker for Newport's Gypsies and Travellers

Meeting the accommodation needs of Newport's Gypsies and Travellers

- 9.3 There are three principal groups of Gypsies and Travellers in Newport whose pitch needs have been considered in this accommodation assessment:

- *Gypsies and Travellers on unauthorised developments:* living on land they own but without required planning permission. As elsewhere in Wales, their numbers have been increasing in recent years, reflecting the shortage of authorised places to stay in South Wales and the difficulties Gypsies and Travellers encounter in obtaining planning permission. It can be expected that, in the absence of council-owned authorised provision, planning inspectors will continue to look favourably on unauthorised developments at appeals and grant them temporary planning permission, as happened on the sites at Ton-y-pill Farm and Broadstreet Common.
- *Gypsies and Travellers on unauthorised encampments:* often the same families visit a number of sites in Newport, some of which are on disused industrial estates, others more prominent public spaces where their presence can cause complaints from the settled community. The survey found an approximate 50/50 split of those living on encampments between those who were passing through Newport, and those who would ideally like to settle on a residential site in Newport.
- *Gypsies and Travellers living in housing:* several in our survey said they moved into bricks and mortar accommodation due to a shortage of authorised sites in South Wales and the increased difficulties of living on the roadside. Research suggests that recent movers into housing are more likely to struggle with the adjustment and therefore more likely to want to move back to a pitch.

- 9.4 A further important consideration of this accommodation assessment is the close links between Gypsies and Travellers in Newport and those in Cardiff. Cardiff has considerable social rented provision, and the Gypsies and Travellers we spoke to on the Shirenewton site in Cardiff, expressed interest in returning or moving to Newport should a social rented site be opened. Given the impossibility of assessing how many have a *need* for a pitch in Newport, as opposed to having a *demand* for a suitable pitch somewhere in Wales, we are not able to include this in Newport's pitch assessment. However, if a social rented site is provided in Newport, the allocation of pitches should prioritise those with a local connection to Newport (e.g. who presently live in Newport for at least part of the year or used to until recently), as employed in the allocation of social rented bricks and mortar accommodation. The total estimated pitch requirement in Newport is therefore a minimum as we cannot quantify movement from nearby areas into Newport.
- 9.5 It is estimated that 25 residential pitches are required over the next five years. Of this total, 11 are required for families on unauthorised developments. Their need will have to be met either through providing new authorised pitches for them to live on, or through planning permission being granted. This would be Gypsies' and Travellers' preferred option, although this will depend on the extent to which the sites contravene local development controls - it is beyond the scope of this report to assess the extent to which each site does this. Alternatively, the Council will need to identify suitable plots for Gypsies and Travellers to buy which are likely to obtain planning permission, or if not possible, provide the equivalent number of social rented pitches.



- 9.6 Survey participants were asked about where they would like future sites to be, but were not specific about locations within the County Borough, instead emphasising the importance of transport accessibility to any new sites and proximity to local shops and schools. Those requiring transit provisions said they preferred sites close to the main arterial road routes, or on the outskirts of Newport (essentially where existing unauthorised encampments occur). Based on current and recent locations of sites in Newport, residential provision should be in the south west of the County Borough, where Gypsies and Travellers have chosen to establish unauthorised developments. However, planning of these sites should also take into account the preference stated in questionnaire responses to live on smaller family sized sites and the expressed wish of those interviewed not to have to live on large ethnically mixed sites. It is therefore also an option to have several smaller sites across the County Borough, mirroring the current pattern of unauthorised sites along the M4 and Lighthouse Road.
- 9.7 Government guidance on site design stresses the importance of access to services and the promotion of integrated co-existence between the site and surrounding community.³⁹ In the survey questionnaires, participants also emphasised how sites should have good access to services and local facilities. The precise location, design and facilities of any new sites should be drawn up in consultation with Gypsies and Travellers to ensure that the additional provision meets their needs. The health and safety implications of a new site's location should be considered in finding a balance between offering sites in good locations and the additional land costs this would entail. The settled community neighbouring the sites should also be involved in the consultation from an early stage.
- 9.8 The survey found that attendance of local schools for Gypsies and Travellers on sites was relatively low (in contrast to those in housing), as was accessing GPs. The main barrier was a lack of permanent address among those on unauthorised encampments. Providing residential accommodation for these families would improve their service uptake. In terms of housing-related support, survey respondents indicated an interest in floating support to help with household maintenance (e.g. paying bills, accessing services); this was particularly found among those in housing. This was also one of the preferred ways to access information.
- 9.9 The population level and accommodation situation of Gypsies and Travellers is not static and is liable to change over time. Having accurate information on population levels and site types is therefore crucial for the strategic planning of accommodation and services for Gypsies and Travellers. To this end, Newport's Gypsy and Traveller Working Group is an ideal forum for different agencies to share information on changes to the community's population and needs.

³⁹ WAG Good Practice Guide in Designing Gypsy Traveller Sites in Wales (2009)

Recommendations for meeting accommodation need in Newport

1. Of the 25 pitches required in the next five years, 11 are required for families living on unauthorised developments in Newport. Where possible, the Council should seek to regulate existing unauthorised developments in the area. Where unauthorised developments are on entirely unsuitable land (e.g. on a floodplain), the Council should provide the residents with alternative authorised accommodation. The remaining 14 pitches are required for Gypsies and Travellers on unauthorised encampments, emerging households or for those living in housing. For all these families, social rented pitches would be the most appropriate as the results from the questionnaire found that very few thought they would be able to afford land in Newport to develop.
2. A transit site of seven pitches is required to meet the needs of Gypsies and Travellers who regularly travel through Newport. It may be more cost-effective if this total is combined with the identified need in neighbouring authorities to produce a network of transit sites across South Wales.
3. The Council should provide a minimum of 14 social rented residential pitches in Newport in the next five years. Given that there is currently no social rented site in the County Borough, the need to provide these pitches is urgent. The figure will rise to accommodate each family on unauthorised developments who cannot be granted permanent planning permission or found a new self-owned site to live. In the survey questionnaires, Gypsies and Travellers reported a preference for smaller, family-sized sites which are more cost-effective to manage. Smaller sites are recommended in best practice guidance.
4. This is a minimum figure as it cannot account for Gypsy and Traveller families with connections to Newport but who have been displaced to neighbouring areas where social rented pitches are available. Questionnaire responses from Gypsies and Travellers living on overcrowded sites in neighbouring areas indicate that some would try and move to Newport if a new site opened there. Pitch allocation policies will need to consider local connections if the needs of Newport's present population are to be prioritised. The Council should consider future work with neighbouring local authorities to accommodate Gypsies and Travellers passing through the County Borough.
5. Based on questionnaire responses in the survey and best practice in WAG Guidance, the following design features should be included on new social rented pitches:
 - Space of a minimum 400m² per pitch, allowing space for parking of up to three caravans, trailers and / or working vehicles, storage and utility block (7.5 m²) with identifiable demarcation for parking

- *Parking spaces for visitors*
 - *Access to public transport and local services and amenities*
 - *Children's play space on each site where size permits*
 - *Access to water supply, drainage, electricity and other services*
 - *Hard surfaced level areas for drainage purposes and alleviation of flood risk*
 - *Provision for drying clothes*
 - *Lockable shed for bikes, tools and extra storage*
 - *Suitable waste disposal units for small and large waste*
 - *Way of securing caravans during harsh weather conditions*
6. *Amenity blocks should adhere to WAG guidance and be constructed to building regulation standards and good building practice; it should have the capacity to facilitate a large family of five to six people. Amenity blocks should be located separately on each pitch and take into account mobility issues older or disabled people may have (e.g. steps replaced with ramps and installing wider doors for wheelchairs). Thermostatic controls should be in place to supply hot water to amenity blocks, plumbing should be available for washing/dryer machines and a sensible supply of plug sockets should be provided. Amenity blocks should be both economical to run, energy efficient and well insulated.*
7. *Specific sites suitable for development should be outlined in the future LDP and guidance offered on the type of land that is likely to obtain planning permission and that which is unlikely to. Advice on the planning process should also be offered. This will help avoid the occurrence of unauthorised developments on land which contravenes planning controls.*
8. *Having identified suitable sites in local planning documents, the Council should consult local Gypsies and Travellers and nearby residents on the suitability of each to identify which would best meet their needs.*
9. *Survey respondents emphasised the importance of good access to services. Among those which should be considered on social rented sites are pre-school facility, caretakers, public lighting, waste disposal, recycling, access to public telephones, allocated space for personal commercial activities, space for animals and livestock, communal artistic features, site address and post arrangements, pitch gates, and suitable gas/water/drainage supply.*
10. *The survey found interest among Gypsies and Travellers in using a support service for advice and assistance. The Council should consider using Supporting People funding to provide a floating support worker for Newport's Gypsies and Travellers, able to provide ongoing tenancy support and signposting to relevant services.*

11. *We recommend that the Gypsy and Traveller Working Group continues meeting to discuss how the requirement for sites identified in this report can best be delivered.*

Summary

- 9.10 There is an overall shortfall of 29 residential pitches and seven transit pitches for Gypsies and Travellers in Newport over the next ten years.
- 9.11 The research recommendation are as follows:
- A minimum of 14 residential provisions will need to be met through the social rented sector in the next five years.
 - New sites should be designed recognising the community's preferences for design features and accessibility
 - The Councils should seek to regulate existing unauthorised developments in the area where they are in environmentally suitable locations, or provide the residents with alternative authorised accommodation
 - To encourage private provision, specific sites suitable for development should be outlined in the future LDP and advice offered on the planning process
 - A transit site of seven pitches is required, although the Council should work with neighbouring authorities to provide a network of transit sites in South Wales
 - A consultation process should be conducted with Gypsies and Travellers and the settled community once potential site locations have been identified
 - Consideration should be given to providing a floating support service to Gypsies and Travellers
 - The monitoring work of the Gypsy and Traveller Working Group should continue, and be used as a forum to discuss how the identified need can effectively be delivered.

9. Appendix: Survey forms