

Newport City Council

Gypsy Traveller Assessment

2021-2026

I. Policy Context

I.1. Legislation and Guidance

- I.1.1 Part 3 of the Housing (Wales) Act 2014 contained provisions that related to Gypsies and Travellers. Section 101 of the Act requires local authorities to carry out an assessment of the accommodation needs of Gypsies and Travellers living in their area. If an unmet need is identified, section 103 of the Act requires local authorities to take steps to address that need.
- I.1.2 For the purposes of the Housing (Wales) Act 2014 a Gypsy or Traveller is defined as: *“(a) persons of a nomadic habit of life, whatever their race or origin, including (i) persons who, on grounds only of their own or their family’s or dependent’s educational or health needs or old age, have ceased to travel temporarily or permanently, and (ii) members of an organised group of travelling show people or circus people (whether or not travelling together as such), and (b) all other persons with a cultural tradition of nomadism or living in a mobile home.*
- I.1.3 The definition of a mobile home is contained within the Mobile Homes (Wales) Act 2013. In this Act a mobile home is defined as *“any structure designed or adapted for human habitation which is capable of being moved from one place to another (whether by being towed, or by being transported on a motor vehicle or trailer) and any motor vehicle designed or adapted for human habitation”*.
- I.1.4 Part 5 of the Mobile Homes (Wales) Act 2013 also provides local authorities with the power to meet need for pitches identified as part of the Gypsy and Traveller Accommodation Assessment (GTAA). It also regulates the licensing and management of mobile home sites.
- I.1.5 Since our last GTAA [Planning Circular 005/2018](#) has been introduced which supersedes all previous planning circulars relating to Gypsies and Travellers. One of the most significant changes is that the circular adopts the definition of a Gypsy or Traveller as contained in the Housing (Wales) Act 2014.
- I.1.6 The circular also makes clear that the findings of GTAAs should inform the development of policies in relation to Gypsies and Travellers in LDPs and sets out a process for doing this. It also outlines the importance of engaging with Gypsies and Travellers when producing the LDP. It also provides direction on identifying sites and developing and monitoring policies.
- I.1.7 As this circular replaces three previous separate circulars it also contains direction relating to planning applications and enforcement. It emphasises the importance of engaging with Gypsies and Travellers throughout the planning process and, in particular at the pre application stage. In terms of enforcement, the circular defines the different types of encampment and sets out the measures available to the local authority to address unauthorised camping.

- I.1.8 In June 2018 the Welsh Government published “[Enabling Gypsies, Roma and Travellers](#)”. This replaced “Travelling to a Better Future” the UK’s first strategy designed to improve outcomes for Gypsies, Roma and Travellers. “Enabling Gypsies, Roma and Travellers” set out the Welsh Government’s continued commitment to the GTAA process and funding to provide or improve Gypsy and Traveller sites. There were also objectives related to the monitoring of the planning system in respect of Gypsies and Travellers and how unauthorised encamping can be addressed.
- I.1.9 The Welsh Government has also published specific guidance on the [design](#) and [management](#) of Gypsy and Traveller sites. These set out the standards the Welsh Government expects when new sites are developed, when existing sites are refurbished and for the subsequent management of those sites.
- I.1.10 All this should be seen within the wider context of the Wellbeing of Future Generations Act 2015. The Act introduced seven wellbeing goals and a sustainable development principle which requires local authorities to consider the impact that decisions made now will have on the residents of Wales in the future. The Act underpins all the functions that the local authority undertakes and any recommendations arising from this assessment will be made with due regard to the wellbeing goals and the sustainable development principle.

I.2 Local Development Plan Policies

- I.2.1 The adopted [Local Development Plan](#) (LDP) contains three specific policies that relate to accommodation for Gypsies and Travellers. They are H15 which relates to Gypsy and Traveller transit accommodation; H16 which related to Gypsy and Traveller residential accommodation and H17 which relates to Gypsy and Traveller accommodation proposals.
- I.2.2 Policy H15 states that “*In accordance with assessed need, the Council will identify and deliver a suitable Gypsy and Traveller transit site for up to seven pitches by the end of 2019*”. Our previous GTAA also identified a need for transit accommodation. Progress against this goal is discussed in detail at section 2.1.
- I.2.3 Policy H16 states that “*Land is allocated for permanent Gypsy and Traveller residential accommodation at Hartridge Farm Road, Ringland*”. This was allocated to meet the immediate unmet need for Gypsy and Traveller accommodation identified in previous GTAA. A detailed discussion of progress since our last GTAA can be found at section 2.1.
- I.2.4 Policy H17 sets out the criteria against which applications for Gypsy and Traveller sites will be assessed. It states: “*Proposals for Gypsy and Traveller caravan sites, including on land outside defined settlement boundaries, will be permitted provided: i) the site is well related to suitable community facilities and services for the prospective*

occupants; ii) the site is capable of being served by utilities including sustainable waste disposal and recovery and emergency services; iii) the site is not within areas at high risk of flooding, given the particular vulnerability of caravans; iv) there is an identified and genuine, local need for accommodation for the occupiers.”

1.3 Definition of Key Terms

1.3.1 Gypsies and Travellers:

- (a) Persons of a nomadic habit of life, whatever their race or origin, including –
 - (1) Persons who, on grounds only of their own or their family’s or dependent’s educational or health needs or old age, have ceased to travel permanently, and
 - (2) Members of an organized group of travelling show people or circus people (whether or not travelling together as such); and
 - (b) All other persons with a cultural tradition of nomadism or of living in a mobile home.
- Source: Section 108, Housing (Wales) Act 2014

1.3.2 Residential site – a permanent residential site can be privately owned or owned by the local authority. This site will be designated for use as a Gypsy and Traveller site indefinitely. Residents on these sites can expect to occupy their pitches for as long as they abide by the terms of their pitch agreements, under the Mobile Homes (Wales) Act 2013.

1.3.3 Temporary residential site - these sites are residential sites which only have planning permission or a site license for a limited period. Residents on these sites can expect to occupy their pitches for the duration of the planning permission or the site license (or as long as they abide by the terms of their pitch agreements under the Mobile Homes (Wales) Act 2013 – whichever is sooner)

1.3.4 Transit site – Transit sites are permanent facilities designed for temporary use by occupiers. These sites must be designated as such and provide a route for Gypsies and Travellers to maintain a nomadic way of life. Individual occupiers are permitted to reside on the site for a specified period of time. The amount of time people are permitted to remain on sites is an operational issue that will be addressed as part of developing a site management structure. Specific terms under the Mobile Homes (Wales) Act 2013 apply on these sites.

1.3.5 Temporary stopping place – These are intended to be short term in nature to assist local authorities where a need for pitches is accepted, however, none are currently available. Pro-actively identified temporary stopping places can be used to relocate inappropriately located encampments whilst alternative sites are progressed. Temporary stopping places must make provision for waste disposal, water supply and sanitation at a minimum.

- 1.3.6 **Residential pitch** – land on a mobile home site where occupiers are entitled to station their mobile home indefinitely (unless stated in their pitch agreement). Typically includes an amenity block, space for a static caravan and touring caravan and parking.
- 1.3.7 **Transit pitch** – land on a mobile home site where occupiers are entitled to station their mobile for a specified period of time. The amount of time people are permitted to remain on sites is an operational issue that will be addressed as part of developing a site management structure. Transit pitches can exist on permanent residential sites, however, this is not recommended.
- 1.3.8 **Unauthorised encampment** – land occupied without the permission of the owner or without the correct land use planning permission. Encampments may be tolerated by the local authority whilst alternative sites are developed.
- 1.3.9 **Unauthorised development** – land occupied by the owner without the necessary land use planning permission.
- 1.3.10 **Current residential supply** – the number of residential pitches that are available and occupied within the local authority area. This includes pitches on local authority and private sites.
- 1.3.11 **Current residential demand** – those with a need for authorised pitches for a range of reasons, including:
- An inability to secure an authorised pitch leading to occupation of unauthorised encampments;
 - An inability to secure correct planning permission for an unauthorised development;
 - Households living in overcrowded conditions that want a pitch;
 - Households in conventional housing demonstrating cultural aversion;
 - New households expected to arrive from elsewhere.
- 1.3.12 **Future residential demand** – the expected level of new household formation which will generate additional demand within the 5 year period of the accommodation assessment and longer Local Development Plan period.
- 1.3.13 **Overall residential pitch need** – the ultimate calculation of unmet accommodation need, which must be identified through the Gypsy and Traveller accommodation assessment process. This figure can be found by adding the immediate residential need to the future residential demand. The overall residential need will capture the needs across the 5 year period within which the accommodation assessment is considered to be robust.

- 1.3.14 **Planned residential pitch supply** – the number of authorised pitches which are vacant and available to rent on local authority or private sites. It also includes pitches which will be vacated in the near future. Additional pitches which are due to open on private sites likely to achieve planning permission shortly should be included as planned residential supply.
- 1.3.15 **Household** – individuals from the same family who live together on a single pitch/house/encampment.
- 1.3.16 **Concealed or doubled up household** – this refers to households which are unable to achieve their own authorised accommodation and are instead living within authorised accommodation assigned to another household. This may include adult children who have been unable to move home or different households occupying a single pitch.
- 1.3.17 **Household growth** – the number of new households arising from households which are already accommodated in the area.

2 Background and Analysis of Existing Data

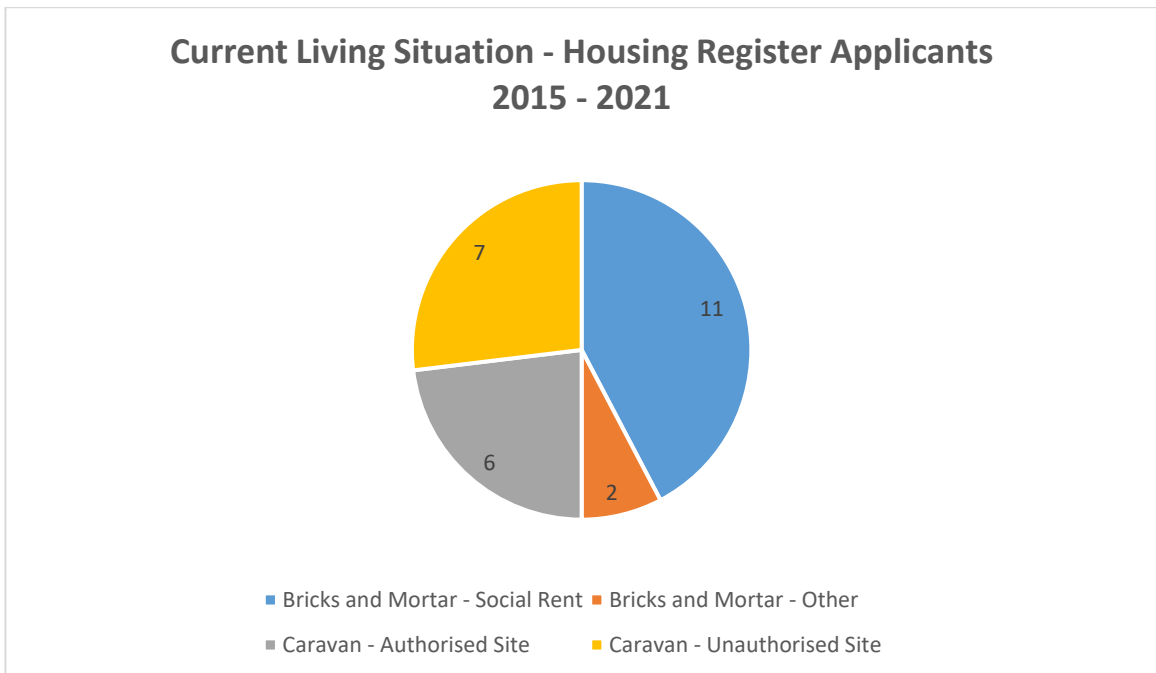
2.1 Previous Gypsy and Traveller Accommodation Assessment Findings

- 2.1.1 The last Gypsy and Traveller Accommodation Assessment was carried out during the summer of 2015. Interviews were conducted with 23 Gypsy and Traveller households, the majority of whom were living on unauthorised encampments. The Assessment identified an unmet need in Newport of 32 residential pitches and seven transit pitches up to 2021.
- 2.1.2 Since that Assessment was completed planning permission was obtained for a residential local authority owned Gypsy and Traveller site. With a total capacity of 35 pitches this was sufficient to meet the need identified in the GTAA.
- 2.1.3 A successful bid was made to the new sites capital grant programme and work began on site. Shortly before work was completed on site it became the site of an unauthorised encampment. Legal challenges meant that this encampment remained in place for two years, with the local authority regaining possession of the site in the summer of 2021. Since then, works have been being undertaken to repair damage that was done and complete outstanding work. It is anticipated pitches will be available in Spring/Summer 2022.

2.2 Population Data

- 2.2.1 The 2011 census recorded 28 households living in Newport headed by someone who was a Gypsy or Irish Traveller. 26 were living in bricks and mortar and 2 in a caravan.
- 2.2.2 This is a significant underrepresentation of the true figure. It is likely that many households would not have completed the census – both because they were living on unauthorised sites or encampments and as such did not appear on official records or because of a mistrust of the purpose of the census. Where people did receive forms, lower than average literacy levels mean that some households would not have completed them, and where they were completed, some households would have chosen not to identify as Gypsies or Irish Travellers.
- 2.2.3 Since July 2015 (the date the last GTAA was carried out) and December 2021, 33 households headed by someone who described their ethnicity as Gypsy or Irish Traveller have made applications for rehousing. Seven of these were made by Roma who were living in bricks and mortar accommodation and wished to remain so.

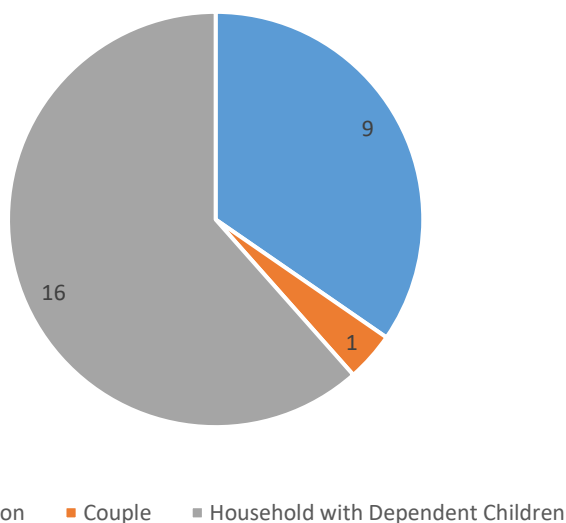
2.2.4 Of the 26 Gypsy or Irish Traveller applicants, 13 were living in bricks and mortar accommodation and 13 were living in a caravan or mobile home.



2.2.5 The families living on unauthorised sites were all on unauthorised encampments. No applications for rehousing were received from households living on unauthorised developments or private sites with planning permission in Newport.

2.2.6 Gypsy and Traveller families most commonly included dependent children, with 8 households having 3 or more children or dependents.

Household Type - Housing Register Applicants 2015 - 2021



- 2.2.7 Since 2015, seven applications relating to the creation of new Gypsy and Traveller sites in Newport have been submitted. One was the application for the creation of the Ellen Ridge socially rented site whilst the other five related to private sites. Two applications were submitted during this period that related to one site so during this period there was the potential for five new private Gypsy and Traveller sites to be created.
- 2.2.8 Application 15/0761 sought to retain the use of a site for accommodation one mobile home and two touring caravans. This application was refused, a decision which was supported by a subsequent appeal. The reasons for refusal included development in the countryside and the risk of flooding.
- 2.2.9 Application 16/0032 sought the creation of one pitch along with facilities for the keeping of horses. This was granted at appeal after it was initially refused due to concerns about the sustainability of the site, access to it and the impact of development in the countryside.
- 2.2.10 Application 18/0113 sought the creation of a site capable of one static caravan, two touring caravans and a day room. This application was refused due to concerns about flooding, the impact of development in the countryside and the sustainability of the site.
- 2.2.11 Applications 20/0437 and 21/0347 both relate to the same site. The applications sought the use of the site for 3 years to accommodate 2 static caravans, 3 touring caravans and a day room. The local authority declined to determine both these applications as there was a pre-existing enforcement notice in force. Previous

applications relating to this site had been refused due to concerns about flooding, the impact of development in the countryside.

2.2.12 The number of unauthorised developments in Newport has varied over time. Unauthorised developments most commonly occur in the area of the Gwent levels adjacent to the border with Cardiff.

2.2.13 The number of unauthorised encampments in Newport varies throughout the year. There is one unauthorised encampment permanently in the city. It is on local authority owned land and is tolerated as the local authority accepts that the occupants are in need of pitches on a socially rented site in the city.

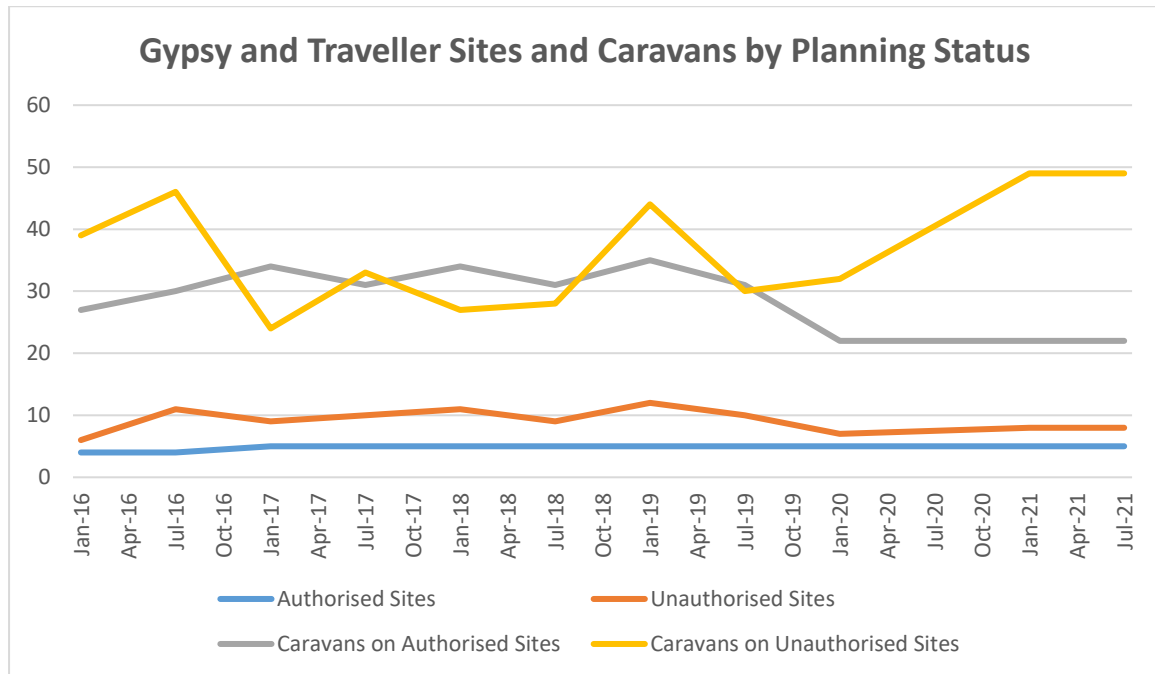
2.3 Caravan Count

2.3.1 The local authority participates in the bi-annual Gypsy and Traveller caravan count. There was no count in July 2020 due to the outbreak of COVID-19.

	Authorised Sites	Unauthorised Sites	Caravans on Authorised Sites	Caravans on Unauthorised Sites
Jan 16	5	5	27	39
July 16	5	10	30	46
Jan 17	6	8	34	24
July 17	6	9	31	33
Jan 18	6	10	34	27
July 18	6	8	31	28
Jan 19	7	10	35	44
July 19	6	9	31	30
Jan 20	5	7	22	32
July 20	-	-	-	-
Jan 21	5	8	22	49
July 21	5	8	22	49

2.3.2 The variation in the number of authorised sites is due to some uncertainty about how the private site that is immune from enforcement action and the long

standing tolerated encampment on local authority land should be classified. These are both unauthorised sites so the total number of authorised sites in Newport is 5. The local authority site at Ellen Ridge is not included in this figure as it was not legally occupied during any of the caravan counts. This is reflected in the graph below



2.3.3 Unsurprisingly, as there has only been one new authorised site created since 2016, the number of caravans on authorised sites has also remained fairly stable. The number of caravans on unauthorised sites varies much more significantly with peaks generally correlating with when there is also an increase in unauthorised sites.

2.4 Current Accommodation Provision

2.4.1 Newport has one local authority owned residential site. It currently has three pitches but has planning permission for 35 pitches in total. The site was subject to a prolonged unauthorised encampment that prevented households on the waiting list from taking up pitches. The site is currently vacant whilst work is being undertaken to repair damage done whilst the unauthorised encampment was in place. It is anticipated residents will move onto the site during Spring/Summer 2022. The additional pitches on the site will be developed as need is evidenced through the waiting list.

2.4.2 The creation of one new private Gypsy and Traveller site since the last assessment means that there are now five private sites with permanent planning

permission in Newport and 1 private site that is immune from enforcement activity due to the length of time it has been in existence. As of December 2021, there were no sites with temporary planning permissions in Newport.

- 2.4.3 There are often unauthorised developments of residential Gypsy and Traveller sites in Newport, most commonly in the west of the city. As of December 2021, there were 2 unauthorised residential developments that the local authority was actively involved in. The local authority's involvement with these sites ranges from seeking planning applications to taking enforcement action, depending on the specific site.
- 2.4.4 The number of unauthorised encampments in Newport varies throughout the year. There is, however, one unauthorised encampment permanently in the city. This is on local authority owned land and is tolerated as the local authority accepts that the occupants are in need of pitches on a socially rented site in the city.

3 Methodology

3.1 Project Steering Group Composition

- 3.1.1 A steering group was formed to oversee the production of the assessment. The key responsibilities of the steering group were to agree the study aims and outcomes; publicise the study to stakeholders; provide local knowledge to inform the research, scrutinise the results of the assessment; and provide feedback to consultation participants and stakeholders.
- 3.1.2 The steering group was comprised of a mixture of organisations who had established knowledge of and relationships with the Gypsy and Traveller community in Newport. Membership was made up of representatives of the following organisations:
- Gwent Gypsy and Traveller Service;
 - Gwent Police;
 - Gypsies and Travellers Wales;
 - Newport City Council (Community Cohesion, Education, Environmental Health, Housing, Planning and Supporting People); and
 - Travelling Ahead.

3.2 Study Methodology

- 3.2.1 The study was undertaken by officers of Newport City Council, Travelling Ahead and the Gwent Gypsy and Traveller Service.
- 3.2.2 Interviews were undertaken during November and December 2021. Interviews for the accommodation assessment were conducted using the standard questionnaire included in the Welsh Government guidance on Undertaking Gypsy and Traveller Accommodation Assessments.
- 3.2.3 In order to maximise participation in the assessment the Welsh Government produced an engagement checklist.

<p>Visit every Gypsy and Traveller household identified through the data analysis process up to 3 times, if necessary.</p>	<p>All identified households visited or contacted up to 3 times unless they have stated they do not wish to participate in the assessment. See interview log for further details.</p>
<p>Publish details of the GTAA process, including contact details to allow community members to request an interview, on the Local Authority website, Travellers' Times and World's Fair publication.</p>	<p>The assessment was included in communication materials produced by the local authority such as the One Newport bulletin.</p>
<p>Consult relevant community support organisations.</p>	<p>The Gwent Gypsy and Traveller Service and Travelling Ahead were both members of the steering group. The assessment was discussed at Newport's Gypsy, Roma and Traveller forum.</p>
<p>Develop a Local Authority waiting list for both pitches and housing, which is accessible and communicated to community members.</p>	<p>The current local authority waiting list for pitches and houses has been in operation since April 2012. The standard application form for affordable housing in Newport allows people to indicate if they require a place on a Gypsy or Traveller site. The survey was also used to communicate the importance of completing a housing application if households were seeking a place on a Gypsy Traveller site. Any applications received as a result of the GTAA were added to the waiting list. All Applicants on the waiting list were contacted and asked if they would like to take part in the GTAA.</p>
<p>Endeavour to include Gypsies and Travellers on the GTAA project steering group.</p>	<p>It was not possible to include a member of the Gypsy and Traveller community on the steering group but advocacy and support agencies were on the steering group.</p>
<p>Ensure contact details provided to the Local Authority by community members through the survey process are followed up and needs assessed.</p>	<p>All referrals for interviews were followed up, as were requests for housing applications and other information. If requests for interviews are received after the GTAA has been completed these will be followed up and used to inform future work on Gypsy and Traveller accommodation need.</p>
<p>Consider holding on-site (or nearby) GTAA information events to explain why community members should participate and encourage site residents to bring others who may</p>	<p>Newport's local authority owned residential site was not occupied at the time of the assessment. An event elsewhere was not considered</p>

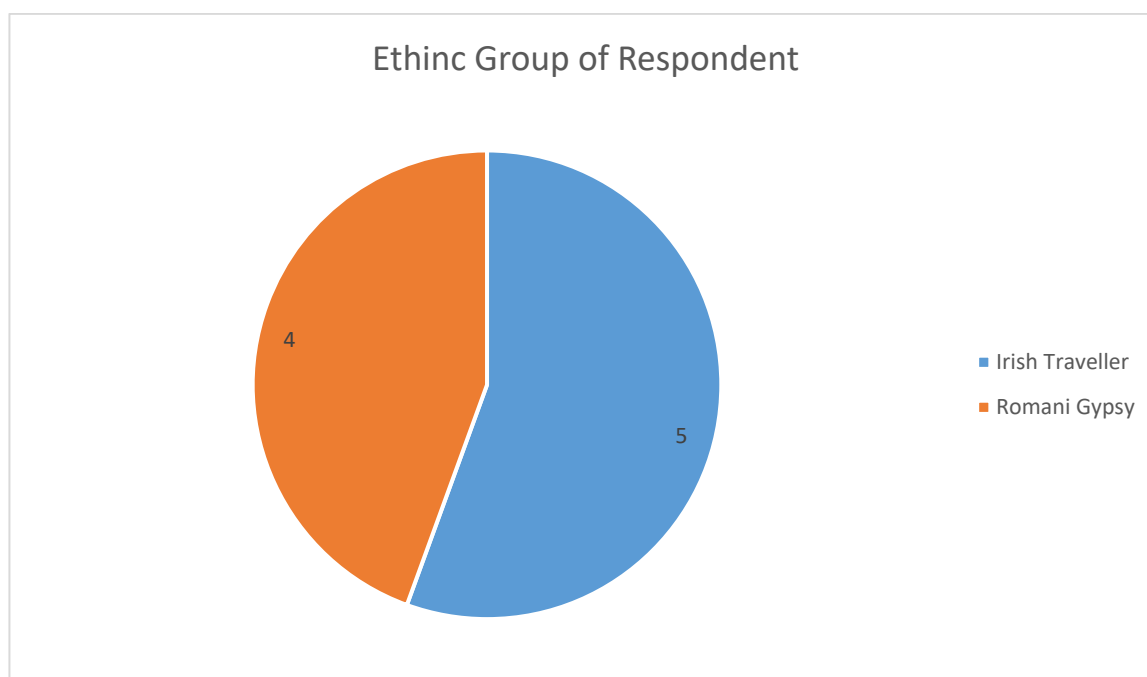
not be known to the Local Authority.

appropriate due to the outbreak of COVID-19.

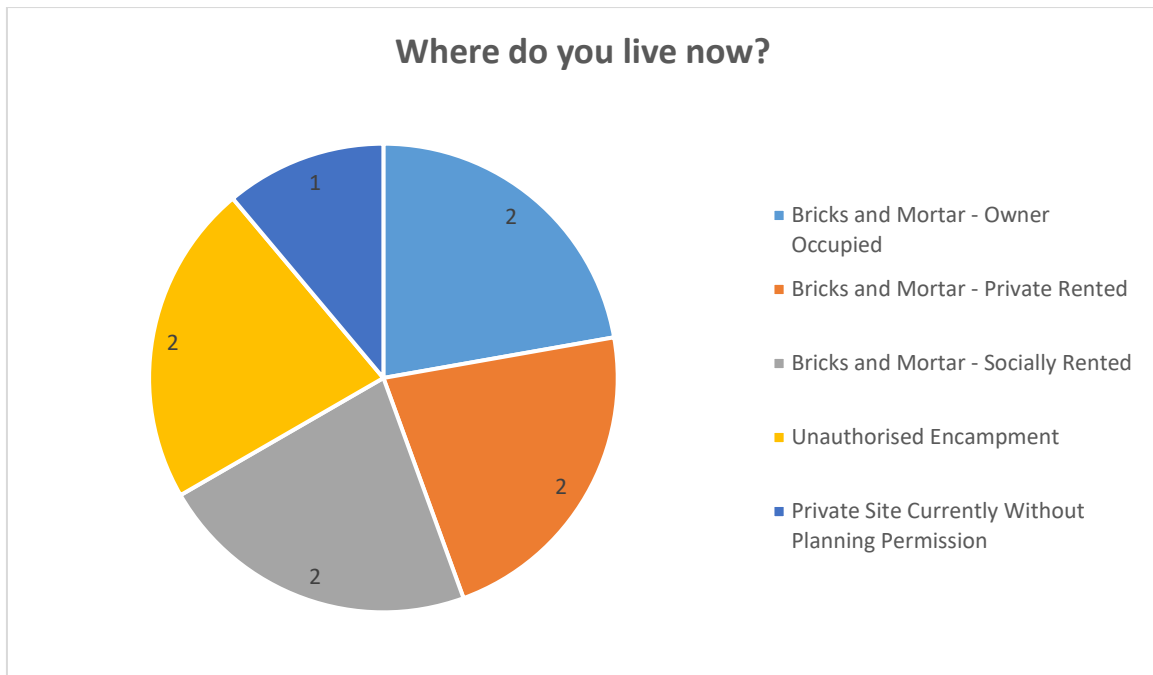
4 Research Findings

4.1 Questionnaire

- 4.1.1 9 responses were received to the GTAA survey. This is significantly lower than the previous assessment where 23 responses were received. This is largely due to families moving out of the area since the last assessment.
- 4.1.2 Responses were split almost equally between respondents who identified as Irish Travellers and those who identified as Romani.



- 4.1.3 Most respondents were living in bricks and mortar accommodation. Visits were made to private sites and unauthorised developments to attempt to undertake surveys, but no residents wished to participate. As such, an analysis of the secondary data held on these sites was undertaken and is included at section 4.3.



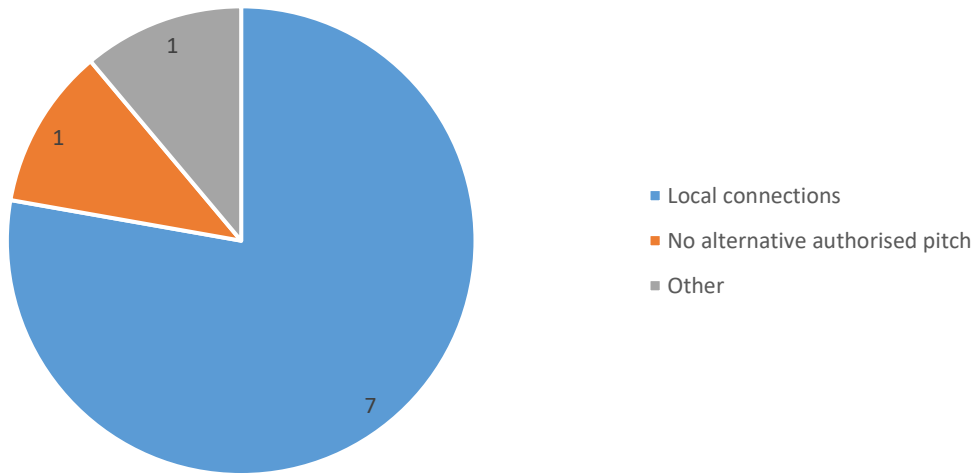
4.1.4 There was only one unauthorised encampment in Newport during the period surveys were taking place. Two people who stated they were resident at that encampment took part in the survey.

4.1.5 Neither of the respondents that stated they were living on an unauthorised encampment were satisfied with their current accommodation.



4.1.6 Two respondents that were living in bricks and mortar were also not satisfied with their current accommodation. One, because they wished to return to living in a caravan and one because adaptations were needed to their home.

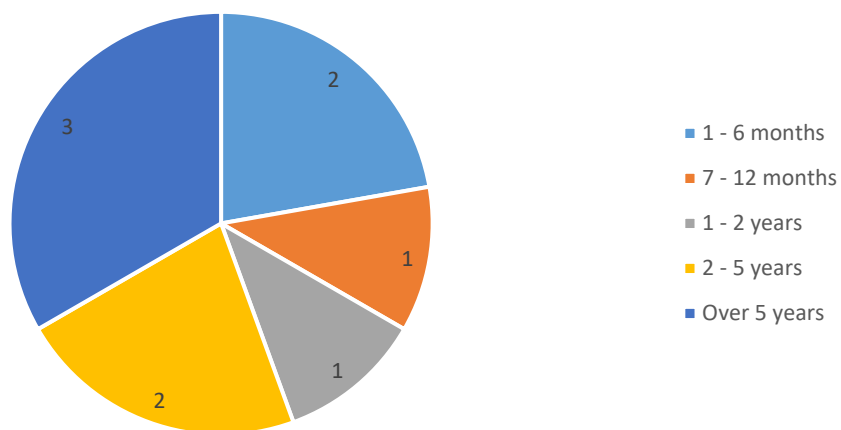
Why do you live here?



4.1.7 Most respondents had local connections to Newport either through family or work. The person that responded 'other' stated that they were living on an unauthorised encampment as they had been evicted from their last site.

4.1.8 Most respondents had lived in their current home for more than two years.

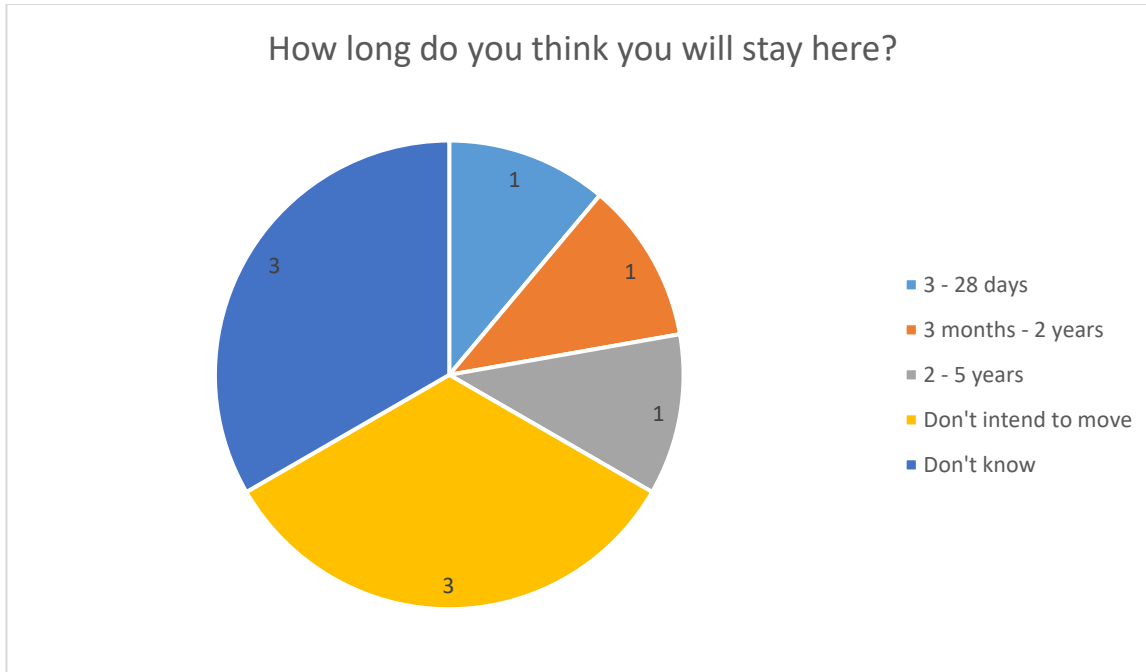
How long have you lived here?



4.1.9 The respondents that stated that they had been living in their current location for between one and six months were both living on unauthorised encampments.

4.1.10 Of the three respondents that stated they had moved in the last year, two had been evicted from a previous unauthorised encampment and one had moved from a private site into bricks and mortar. All three had moved within Newport.

4.1.11 Most respondents didn't know how long they intended to stay in their current home or had no intention to move.



4.1.12 The three respondents who planned to stay in their homes less than five years were the two that were living on an unauthorised encampment and the one who wished to return to living in a caravan.

4.1.13 Everyone who was living in caravans had sufficient space. Only one respondent said they could accommodate additional caravans. They were currently living on an unauthorised encampment.

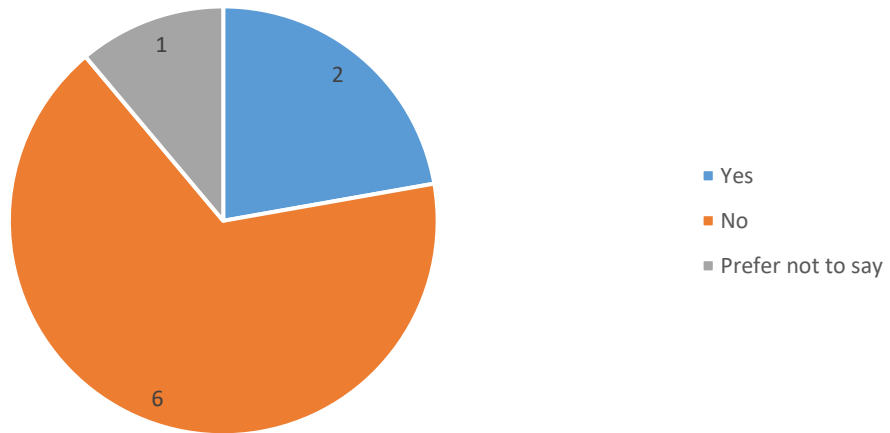
4.1.14 Four respondents stated that they would like to join the local authority waiting list for pitches or houses. They were provided with the details of how to check if they currently had an application and how to make an application if necessary.

4.1.15 Only three households were planning to move into other accommodation.



- 4.1.16 These were the two households living on an unauthorised encampments and the respondent that stated that they wished to return to living in a caravan. They all wished to stay within Newport and that they would like a pitch on a social rented site. Whilst one respondent stated that would consider accepting a pitch in another local authority area, they later clarified that they were only seeking a pitch in Newport.
- 4.1.17 The respondent that was living on a private site without planning permission and one respondent that was living in bricks and mortar social housing stated that they would not accept a pitch on a local authority site if they were offered one. No respondents said they owned land in Newport which they would like considered as a possible site in the future.
- 4.1.18 Only two respondents said that anyone from their household was likely to want to move to their own home in the next five years.

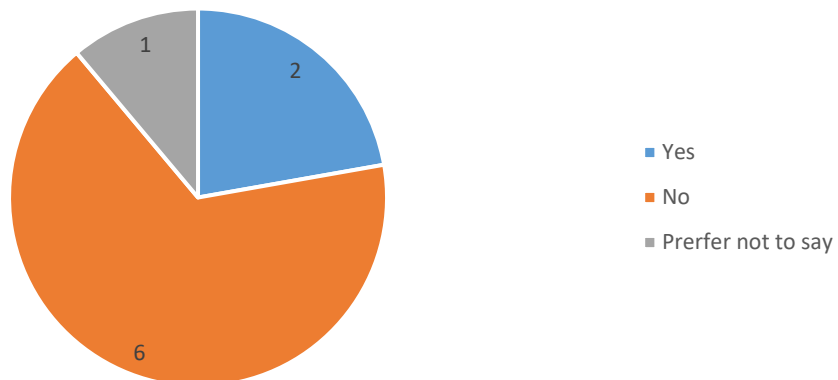
Is anyone in your household likely to want to move to their own home in the next five years?



4.1.19 This may be an under-statement as three households that said that nobody was likely to be moving into their own home in the next five years contained family members that were in their late teens or twenties. Of the two respondents that did have household members who likely to be moving to their own homes all said they would be seeking bricks and mortar accommodation.

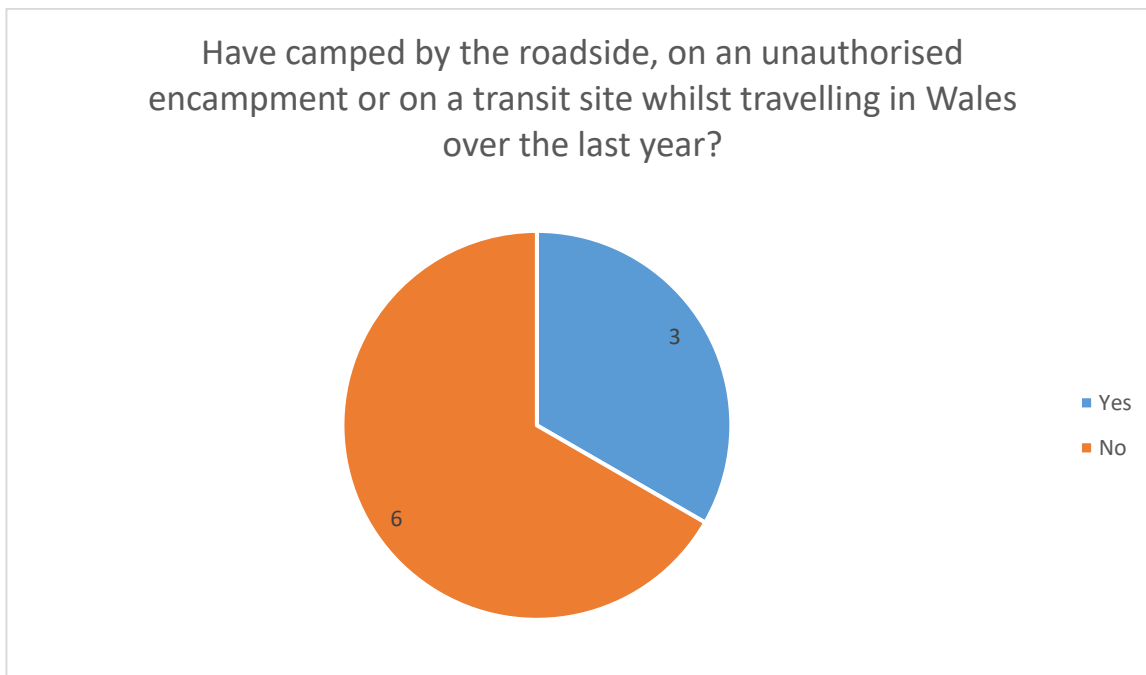
4.1.20 Only two respondents said that they had family members living outside Newport who camped here regularly.

Do you have family members living outside Newport who camp here regularly?



4.1.21 Both of the respondents who said they did have family members who camped in Newport regularly were living in bricks and mortar accommodation.

4.1.22 Three respondents said that they had camped by the roadside, on an unauthorised encampment or on a transit in the last year.



4.1.23 The three respondents who said they had camped by the roadside, on an unauthorised encampment or on a transit in the last year had all camped in Newport. If this survey had been undertaken prior to the outbreak of COVID-19 it is likely more respondents would have travelled in the last year. One respondent specifically stated that they had not travelled because of COVID-19.

4.1.24 All respondents agreed that there was a need for more transit sites in Wales. When people were asked where they thought transit sites should be everyone that responded felt that there needed to be a network of sites across Wales in order to allow Gypsies and Travellers to continue their traditional way of life. One respondent stated that transit sites should not be near residential sites.

4.2 Private sites – Secondary Data

4.2.1 The response rate to the survey amongst Gypsies and Travellers living on private sites was low, as it had been for the previous assessment. As such, planning records have been used to try and give some indication of the level of accommodation need arising for private sites.

4.2.2 As stated in section two, there are five private sites in Newport with permanent planning permission and one site that is immune from planning enforcement activity due to the length of time it has been in existence.

- 4.2.3 The site which is immune from enforcement activity is in a rural area of Newport. It lacks facilities such as a water supply and sewerage. Some previous occupants of the site have left in recent years. It is understood that the site is currently occupied by one or possibly two people.
- 4.2.4 Planning application I6/0032 led to the creation of one additional Gypsy and Traveller pitch, on which two caravans were permitted to be stationed, only one of which was allowed to be a static caravan. This means that the site would only be capable of accommodating one household. If household growth meant additional caravans or pitches were required, occupiers would have to reapply for planning permission. Visits as part of the biannual caravan count did not find any additional caravans on site.
- 4.2.5 Planning application I3/0814 was granted with permission for one static caravan and two touring caravans. At the time permission was granted the applicant's households contained dependent children. Some of these children will now be at an age where they are seeking pitches of their own. Visits as part of the biannual caravan count have not recorded any additional caravans above those permitted on site.
- 4.2.6 Planning application I0/I301 allows for the siting of one touring caravan and two static caravans on land near Newport's boundary with Cardiff. It is likely the make-up of the family living on the site has changed since planning permission was granted nearly 10 years ago but there have been no further applications to change the number of caravans permitted on site. Visits as part of the biannual caravan count have not recorded any additional caravans above those permitted on site.
- 4.2.7 Application 02/I086 was granted at appeal nearly 20 years ago and allows for the siting of two mobile homes for use by the applicant and his named dependents. It is understood that some of those named in the permission are still living on site. Visits to the site have confirmed that there are only two caravans on site in accordance with the planning permission. If the occupants wished to vary the condition to allow people other than those named to reside on site, they would need to make a planning application.
- 4.2.8 Application I5/0325 allows for the siting of one mobile home and ten touring caravans. Although occupancy was initially limited to individuals named in the planning permission, this has since been amended and with the current condition being that the site be occupied by no more than 13 Gypsies or Travellers and their resident dependents. There has been ongoing planning enforcement action relating this site, partly related to more caravans being on site than the current permission permits. Unlike other private Gypsy and Traveller sites in Newport this site has a license for the letting of caravans to Gypsies and Travellers who were not part of the applicant's

family and much of the enforcement action relates to caravans being used for this purpose.

- 4.2.9 Whilst there are consistently unauthorised developments by Gypsies and Travellers in Newport, few of these relate to existing private sites in Newport. Unauthorised developments most commonly occur in the Gwent levels between Newport and Cardiff and one of the most common reasons cited is overcrowding and conditions on local authority sites in Cardiff. Currently just one unauthorised development is related to overcrowding on a private site in Newport.

5 Assessing Accommodation Needs

5.1 Residential Pitches

- 5.1.1 Whilst there are currently no occupied socially rented pitches in Newport, three are expected to become available shortly, with planning permission being in place for a further 29. The supply of private pitches comes from 5 sites with planning permission providing space for 20 caravans. There is also an additional private site that whilst not having planning permission is immune from enforcement activity due to the length of time it has been in existence. This provides accommodation for two households.
- 5.1.2 There are currently two households on unauthorised encampments who have said they are seeking residential pitches on a socially rented site. It is difficult to assess the level of need arising from unauthorised developments as nobody from these sites were willing to take part in the GTAA. At the time of producing this GTAA there were two unauthorised residential developments in Newport. What we know from planning records is that the occupants of one site have authorised pitches in another local authority. The occupants of the other had previously lived on an authorised site in Newport but the current planning permission did not allow for additional caravans to be brought on to accommodate household growth. Records suggest that the need arising from this site is likely to be for 2 pitches.
- 5.1.3 As the local authority site is not yet ready for occupation, we currently have no records of doubled up or overcrowded pitches. It is possible that there is overcrowding on private sites where the number of caravans are limited by the planning permission. In this case households are able to apply to vary their planning permission to construct extra pitches or bring additional caravans onto the site. Data from the caravan count does not seem to indicate that overcrowding on private sites is a serious issue in Newport.
- 5.1.4 As discussed in section two, the local authority has a waiting list for people seeking a socially rented pitch in Newport. At the time of this assessment 14 households had active applications for a socially rented pitch in Newport. Only three of these households took part in the GTAA. The waiting list provides sufficient information for the remaining 11 households to be included in the GTAA and in order to not understate need, the decision was made to include them in the calculation of need. This has led to an additional seven households who were living outside Newport being included in the calculation below, along with three households living in bricks and mortar and one on an unauthorised encampment.

Current Residential Supply	Number of Pitches
A. Occupied local authority pitches	0

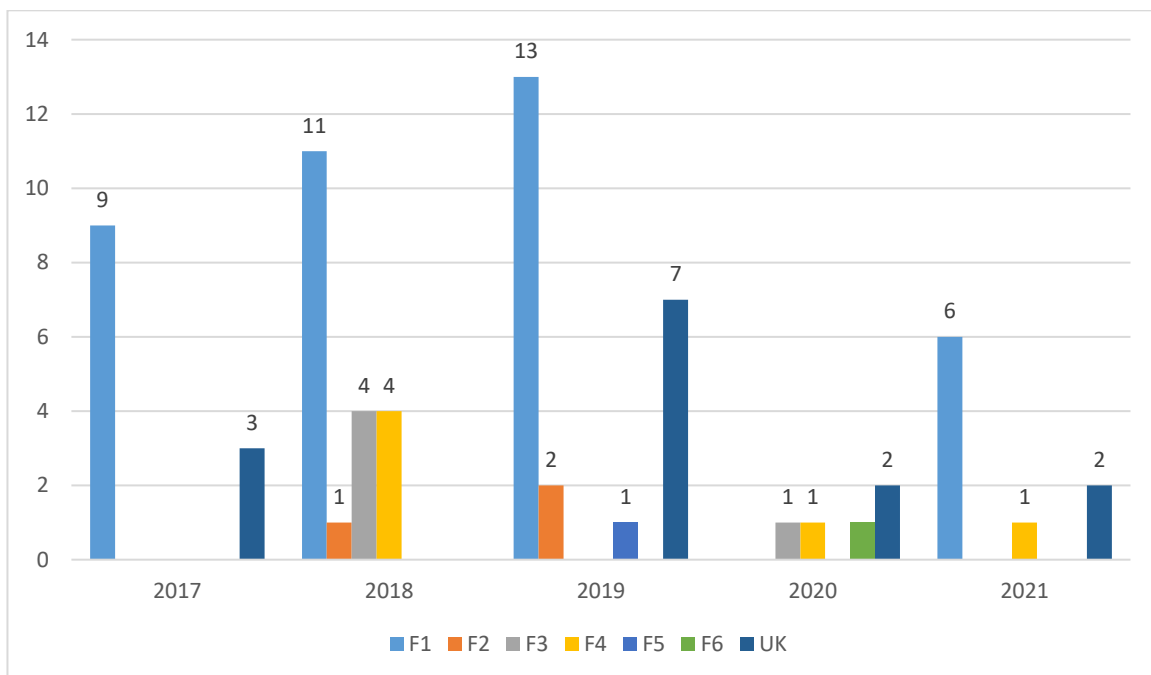
B. Occupied private pitches	22	
Total	22	
Planned Residential Supply	Number of Pitches	
C. Vacant local authority pitches and available vacant private pitches	0	
D. Pitches expected to become available in the near future	3	
E. Local authority and private pitches with planning permission.	32	
Total	35	
Current Residential Demand	Number of Pitches	
F. Unauthorised encampments	3	
G. Unauthorised developments	2	
H. Overcrowded pitches	0	
I. Conventional housing	4	
J. New households to arrive	7	
Total	16	
Current Households	Future Households (at year 5)	Future Households (at year 2036)
K. 35	39	49
L. Additional household pitch need	4 (39-35)	14 (49-35)
Unmet Need	Need Arising	Need Accommodated
M. Current residential demand	16	
N. Future residential demand (5 year)	4	
O. Future residential demand (to 2036)	14	

P. Planned residential supply		35
Q. Unmet need (5 year)	0	
R. Unmet need (to 2036)	0	

The information in the table above is based on intelligence gathered at the time of the assessment and survey responses. Note due to the low number of survey responses the future household projection (K&L) has been calculated using a 2.25% growth rate. This is within the 1.5% - 3% rate provided in the GTAA guidance.

5.2 Transit Pitches

5.2.1 Between 2017 and November 2021, 63 unauthorised encampments were recorded in Newport. When welfare assessments are carried out the names of the family or families present at the encampment are recorded, if they are willing to share those details. No identifying data is included as part of this assessment so each of the families that camped in Newport during this period have been given a unique identifier ranging from F1 to F6. Encampments where the names of the family were not recorded are listed as UK. The chart below shows the number of times families encamped in Newport in each year. Please note this comes to more than the total number of encampments as some encampments were made up of more than one family.

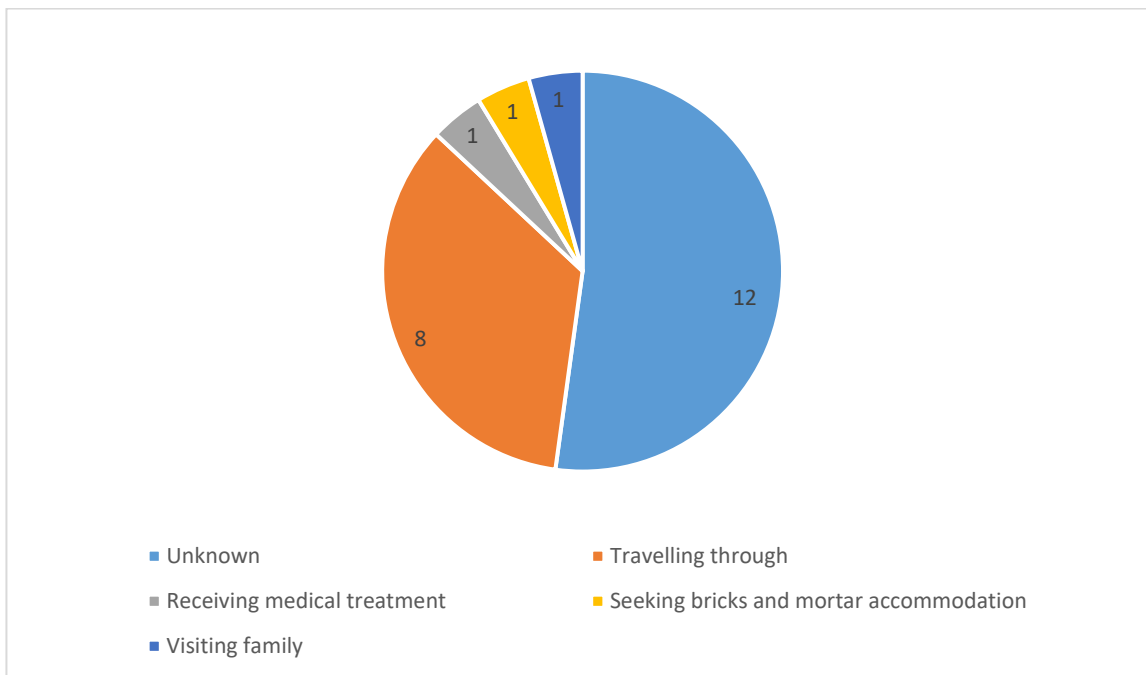


5.2.2 We can see the F1 were present on more than half of the unauthorised encampments that occurred in Newport between 2017 and 2021. The reason there were no

encampments relating to this family in 2020 was that they were residing on a long-term unauthorised encampment that was in place between 2019 and 2021. This family have made clear that they are seeking a permanent pitch in Newport, not a transit pitch. As such it is proposed to remove them from the assessment of transit pitch need and instead include them in the assessment of residential pitch need. It is also proposed not to include F5 as part of the assessment – this was a protest rather than an encampment which left the site the same day it was established.

5.2.3 If F1 and F5 are removed from the analysis, we are left with 23 unauthorised encampments over the period 2017 – 2021. Whilst it is important to note that COVID-19 will have disrupted the traditional travelling patterns of many Gypsy and Traveller households we can see that families were recorded as camping in Newport over several years.

5.2.4 The chart below shows the reasons people gave for camping in Newport.



5.2.5 Where an encampment reason was recorded, the most common was “travelling through”. Only one encampment reason was recorded as being because occupants were receiving medical treatment. This is likely to decrease even further in the future with accident and emergency services moving to The Grange hospital in Torfaen. Most encampments where the reason for the encampment is unknown were on private land. As the local authority does not carry out welfare assessments for these encampments, the information we have about them is much less than those on local authority land.

5.2.6 The number of caravans recorded in each encampment ranged from 1 to 22, although it should be noted that the larger encampments tended to be made up of more than one family.

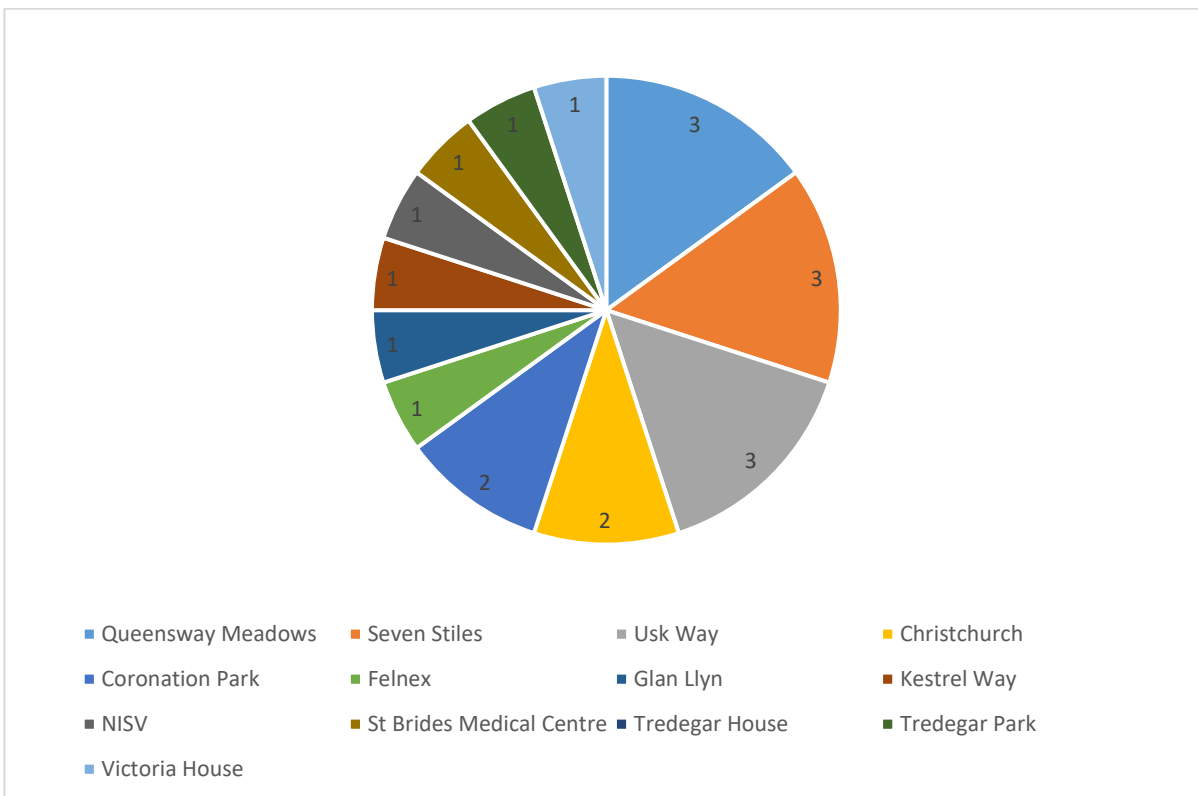
Year	Site	Number of Caravans	Duration of Encampment
2017	Queensway Meadows	6	3 days
2018	Christchurch	13	3 days
	Christchurch	6	7 days
	Queensway Meadows	5	6 days
	Seven Stiles	13	3 days
2019	Felnex	2	4 days
	Queensway Meadows	1	Unknown
	Seven Stiles	1	Unknown
	Usk Way	4	Unknown
2020	Kestrel Way	22	98 days
	NISV	11	7 days
	St. Brides Medical Centre	5	13 days
	Usk Way	3	3 days
2021	Glan Llyn	7	1 day
	Tredegar House	20	1 day
	Usk Way	4	3 days

5.2.7 The number of days an encampment remained in place ranged from 1 day to 98 days. It should be noted that the encampment that was in place for 98 days was during 2020 when Welsh Government guidance stated that evictions should not be taking place unless there were substantial public health risks associated with the encampment. As this encampment was on a public open space it is likely that if the guidance had not been in place the local authority would have commenced enforcement action. The occupants of this encampment then went on to camp at NISV and St. Brides Medical Centre. Enquiries at the time suggested that this family had no connection with Newport and have travelled into Wales from their home site in England due to the differing COVID-19 regulations. The families that occupied that encampment have not camped in Newport since summer 2020.

5.2.8 If we discount these encampments from our calculations as one offs caused by differing policy frameworks in England and Wales, we can see that the average number of caravans per encampment is 7 and the median is 5 although since 2019 few encampments have had more than 4 caravans. The encampments of 21 caravans in 2021 was associated with a social gathering and left the next day.

5.2.9 Again, discounting the three encampments that took place during the summer of 2020, the average number of days an encampment remained in place the median were both 3 days.

5.2.10 If we look at where encampments occurred we can see that most are very near to main transport routes. Queensway Meadows, Seven Stiles, Coronation Park, Felnex, Glan Llyn, Tredegar House and Tredegar Park are all easily accessed from the A48. Usk Way is also an A road that branches off the A48 and Kestrel Way and St Brides Medical Centre are in the Duffryn area of Newport which is adjacent to the A48. The A48 is the major route through Newport connecting to the M4 and both Cardiff and Monmouthshire.



5.2.11 There were also two unauthorised encampments in the same location in the Christchurch area of Newport. This site was also recorded as being used during the last GTAA. It is a relatively remote site on the edge of a village that is accessed by rural lanes. It is likely this site is being used by families travelling on A-roads from the Midlands through Monmouthshire and into Newport.

5.2.12 Welsh Government guidance on designing Gypsy and Traveller sites states that transit sites should be up to 10 pitches in size, with each pitch being capable of accommodating 2 touring caravans. Therefore, a 10 pitch site would have the capacity to accommodate up to 20 caravans. The previous GTAA identified a need for a transit site of seven pitches, which would have a capacity of 14 caravans.

5.2.13 We have seen above that there have been two unauthorised encampments since 2017 where the number of caravans has exceeded 14. These both occurred whilst there

was additional guidance in place in Wales regarding Gypsies and Travellers and COVID-19. This guidance advised against taking eviction action unless there were significant public health concerns. There was no comparable guidance in place in England, where evictions from unauthorised encampments were still taking place. Both the largest encampments were made up of families who had travelled from outside Wales and enquiries at the time indicated that they may have travelled into Wales knowing eviction action was less likely than in England.

- 5.2.14 If these two encampments are discounted, as they likely occurred due to a specific set of circumstances, then a transit site of seven pitches would be much larger than is needed to accommodate the vast majority of encampments that have occurred in recent years. It is also important to note the short amount of time most unauthorised encampments are in place for. The average was three days with some being in place for as little as one day.
- 5.2.15 If there were a permanent transit site in Newport, powers within the Criminal Justice and Public Order Act 1994 could be used to direct people to the site. However, given the very short period of time most unauthorised encampments remain in Newport, encampments are likely to have moved on before these powers could be invoked.
- 5.2.16 The local authority is a signatory to a Gwent wide protocol on managing unauthorised camping. In line with this protocol, and national guidance on managing unauthorised camping, the local authority will continue to assess encampments as they occur. This will include considering if encampments could be tolerated for the short period most remain in the city. It may be that through ongoing analysis of the data on unauthorised camping the local authority decides that a temporary stopping place is appropriate. However, at present there is not sufficient evidence to indicate that a permanent transit site is needed in Newport.