



MONMOUTHSHIRE COUNTY  
COUNCIL  
GYPSY AND TRAVELLER  
ACCOMMODATION  
ASSESSMENT

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Forward

To Be Completed

## Introduction

This Gypsy & Accommodation Assessment has been completed under the Council's statutory duties relating to Part 3 of the Housing (Wales) Act 2014, which requires all local authorities in Wales to undertake a Gypsy & Traveller Accommodation Assessment and to make provision where assessments identify an unmet need for mobile home pitches.

This Assessment has been completed utilising the Welsh Government guidance document, 'Undertaking Gypsy & Traveller Accommodation Assessments' published in May 2015.

Although not a requirement of the Welsh Government Guidance, the Council was keen to utilise the Assessment as an opportunity to positively and proactively engage with Gypsy & Traveller households in Monmouthshire and to develop relationships with individual households and the local community as a whole. On this basis, the Council decided to implement the Assessment directly rather than appoint a partner agency to carry out the Assessment on its behalf.

The Assessment was overseen by a Monmouthshire multi-agency Steering Group under the coordination of the Council's Housing & Communities Service. The core findings, conclusions and recommendations of the Assessment are based on feedback collated between June and November 2015, through the interviewing of 19 Gypsy & Traveller households in Monmouthshire. The interviews were conducted by officers from Housing & Communities Service, with the assistance of the Regional Equalities Council Gypsy & Traveller Liaison Officer. To the knowledge of the Council, only one known Monmouthshire Gypsy & Traveller household (who declined to participate) has not contributed to this Assessment.

The summary conclusions of the Assessment are:

- The Assessment identified a higher number of Gypsy & Traveller households in Monmouthshire than previous data sources indicated. 11 households were identified in total, 7 living in bricks and mortar and 4 in mobile accommodation.
- There is an estimated unmet need for eight pitches to 2021, based on overcrowding, unauthorised occupation and the likelihood of cultural aversion to conventional housing.
- There is not a need for a transit site due to the low number of unauthorised encampments in the County.
- A need for stopping places has been identified.
- A need for travelling Showpeople yard has not been identified.
- There is an expectation that the Council should have a waiting list to allow Gypsy & Traveller households to register an interest in obtaining an authorised pitch for a mobile home, as well as for bricks and mortar accommodation
- A number of households within the community do not understand the Council's Planning Policy in relation to pitch provision.
- No additional households who wanted or needed to live in Monmouthshire have been drawn to the attention of the Council from other Welsh authorities
- Further consideration is given to amending current planning permission to allow lifetime occupation by additional named individuals in order to address identified unmet need

This Assessment, therefore, recommends

- The Council to conduct in-depth further assessments into the households identified by the assessment as having a likelihood of need based on cultural aversion.
- The Council establishes a pitch waiting list policy.
- The Council considers amending current planning permission to allow lifetime occupation by additional named individuals in order to address identified unmet need
- The Council works collaboratively with neighbouring local authorities to meet identified need for the development of additional temporary stopping places within the Gwent region;
- The Council organises an engagement event to enable Gypsy & Traveller households to find out more about the Council's planning policies and procedures so that the Community is able to seek planning advice on development opportunities prior to future land purchases.
- Mechanisms are established to enable effective engagement with both settled and Gypsy Traveller communities in relation to the identification of future potential sites.

Having been adopted by the Council, the next steps are to:

- Undertake more detailed assessment of those households identified through the assessment as having a likelihood of need based on cultural aversion by May 2016.
- Establish a waiting list and policy during 2016
- Engage with neighbouring Gwent authorities in respect of stop-over sites in liaison with WG
- Organise the Planning briefing session for Gypsy & Traveller households in the Spring 2016
- Inform the 2016 LDP Annual Monitoring Report (AMR) and subsequent LDP review process of the Assessments findings.

# Chapter One

## 1.0 Context

### 1.1. Background

- 1.2. Part three of the Housing (Wales) Act 2014 placed number of statutory duties on local authorities to determine the accommodation needs of their Gypsy & Traveller community. S101 of the Act requires local authorities to conduct a review within one year of the Act coming into force and thereafter every five years. During the review period local authorities must carry out an assessment and report its findings to Welsh Ministers for approval. The report must detail how the assessment was carried out; contain a summary of the consultation process; the responses received and any accommodation need identified by the assessment (Appendix 1).
- 1.3. If from the study an accommodation need is identified, s103 of the Act places a duty on the local authority to exercise its powers under Part five of the Mobile Homes (Wales) Act 2013 to provide sites on which mobile homes may be stationed (Appendix 2).
- 1.4. Under S104, if the Welsh Ministers are satisfied that a local housing authority has failed to comply with their duty under s103, they can direct the authority to exercise those powers conferred to it powers under Part five of the Mobile Homes (Wales) Act 2013 to meet the needs identified in the assessment.

### 1.5. Objective

- 1.6. The overall objective is to help the Council meet its statutory duty by providing a robust evidence base of the accommodation needs of Gypsies, Travellers and Showpeople within Monmouthshire, both currently and for the next five years.
- 1.7. The Council also regards the Assessment as an opportunity to positively and pro-actively engage with Gypsy & Traveller households in Monmouthshire with a view to establishing and developing a relationship with some or all of the community and providing a building block to help identify and develop future solutions.

### 1.8 Purpose

- 1.9. The purpose of the assessment is to inform the Council's LDP Annual Monitoring Report and the LDP Review Process to meet those current and future needs for sites whether publicly or privately managed. It will also provide any evidence of whether transit sites or emergency stopping places are required.
- 1.10. The Assessment findings will also provide a complementary supplement to the Local Housing Market Assessment 2015.

### 1.11 Local Development Plan & Planning Circulars;

- 1.12. Monmouthshire County Council adopted its Local Development Plan (LDP) in February 2014. The LDP sets out the Council's policies for future development and use of land in its area. The framework for assessing proposals to meet the



accommodation needs of Gypsies, Travellers and Travelling Showpeople through the provision of sites, whether for permanent, transit or emergency use can be found in Policy H8 of the LDP (see Appendix 3).

- 1.13. Welsh Government Planning Circular 30/2007<sup>1</sup> provides guidance on the planning aspects of finding sustainable sites for Gypsies and Traveller and advises how local authorities and Gypsies and Travellers can work together to achieve this aim. Welsh Office Circular 78/91<sup>2</sup> provides local authorities with specific advice on planning considerations relating to Travelling Showpeople.

## 1.14 Definition of Key Terms

### Gypsy and Travellers

- The report adopts the definition found within section 108 of the Housing (Wales) Act 2014
  - (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 dependant'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 of living in a mobile home.
- This definition is sufficiently broad so that not only groups such Romani Gypsies and Irish Travellers are included but also covers those other groups that follow a nomadic life style such as Travelling Showpeople and New Travellers.
- It is also broad enough to cover those who no longer pursue a nomadic lifestyle and live in bricks and mortar accommodation but would like to return to living in a mobile home if sites became available in the future.

- 1.15. All other Key Terms and Concepts can be found within the Welsh Government's guidance for undertaking Gypsy and Traveller Accommodation Assessments (See Appendix 5).

## 1.16. Statutory Guidance

- 1.17. Under s106 of the Housing (Wales) Act 2014, the Welsh Government produced guidance - 'Undertaking Gypsy & Traveller Accommodation Assessments'- to help local authorities discharge their statutory duties under Part 3 of 2014 Act

- 1.18 The following provides a summary of the guidance:

- Chapter One - sets out the following aims:
  - Why a specific GTAA is required?

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<sup>1</sup> Circular 30/2007 Planning for Gypsy and Traveller Caravan Sites, WAG 2007

<sup>2</sup> Circular 78/91 Travelling Showpeople, Welsh Office 1991

- What should be produced?
- Who needs to be consulted?
- What data sources need to be reviewed?
- Understanding the culture of Gypsy and Traveller communities.
- How to identify and communicate with Gypsies and Travellers?
- How to design, manage and undertake a GTAA?
- Support with partnership working and working regionally.
- Exploring specialist surveys, techniques and questions to be used.
- How accommodation 'need' is assessed?
- Submitting reports to Welsh Ministers.
- How to make provision for identified need?
- Chapter Two – offers guidance on the preparation work required prior to the undertaking of the assessments with advice on what is good practice in setting up steering groups, setting out the design of study and conducting the study itself.
- Chapter Three – explains how to analyse the data from the assessments and how to calculate need.
- Chapter Four – outlines the process for submitting the report to the Welsh Ministers for approval.
- Chapter Five – sets out the options that are available to local authorities on how they can meet any need identified by the assessments.
- Chapter Six – is concerned with reviewing and updating assessments.

1.19 The guidance also includes a universal questionnaire that all local authorities are to use so as to ensure commonality for comparability purposes. The guidance recommends that the questionnaire is completed on a face to face basis so that any issues of literacy is avoided and hopefully ensured a higher rate of participation than a mailshot. The questionnaire comprises of five sections. Sections A to D concern themselves mostly with accommodation needs arising in the area in which the assessment is undertaken. Section E is concerned with the provision of transit sites not only in the area where the assessment is undertaken but also in other local authorities in Wales. The following sub sections give a brief description of the questionnaire:

- Section A – deals with the current accommodation arrangements of community members who partook in the assessment.
- Section B – looks at the family structure.
- Section C – enquires about aspirations and plans.
- Section D – informs the local authority of anticipated family growth and need that is likely to occur within the next five years so that they are able to understand future demand and plan accordingly.
- Section E – is concerned with the need for transit sites and their availability or non-availability throughout Wales.

## Chapter Two

### 2.0 Previous Assessment Findings and Analysis of Existing Data

#### 2.1. Previous Gypsy and Traveller Accommodation Assessment Findings.

2.2 Roger Tym & Partners and Opinion Research Services were commissioned by Monmouthshire County Council in May 2009 to undertake a Gypsy and Traveller Accommodation Needs and Sites Study to inform the LDP evidence base. The final report was published in December 2009.

2.3. The study assessed the need for additional authorised gypsy, traveller and travelling show people site provision in the County. This required the identification of whether there should be any extra site provision on public or private sites and whether or not there was any need to plan for the provision of transit sites/emergency stopping places. It found that Monmouthshire had a very low gypsy and traveller population with only one authorised site (with one caravan) and accordingly that there was very little need for gypsy and traveller sites in Monmouthshire.

2.4. However, given that a planning application had been submitted to the Council for 4 pitches, the study concluded that this represented a need. The site in question, at Llangeview near Usk, was subsequently granted planning permission on appeal for a revised scheme comprising of 2 pitches.

2.5. Given that no other specific need was identified, the study concluded that no other new provision needed to be found through LDP site allocations.

#### 2.6. Analysis of Existing Data - Population Data:

2.7. The number of households in Monmouthshire describing themselves as being of Gypsy & Irish Traveller ethnicity is very low. The 2011 census shows that 6 people identified themselves as Gypsy and Irish Traveller, 0.4% of the population.

2.8. It is argued that this figure under-represents the true number of households in Monmouthshire as the census relied on individuals self-classifying their ethnicity. Nationally it is known that there is a reluctance within the Gypsy and Irish Traveller community for households to reveal their ethnicity for fear of being shown some form of hostility or even racially abused. The ethnicity findings for England and Wales for the 2011 census found that 0.1% of the population self-identified themselves as Gypsy or Irish Traveller, this compares to the Governments own findings completed through other accounting statistics such as caravan counts and school records showing the gypsy and traveller community being around 6% in England and Wales.

#### 2.9. Caravan Count

2.10 A key data source relating to gypsy and traveller communities is the bi-annual Gypsy and Traveller caravan survey conducted by each local authority. This is a count of caravans rather than households and only features those caravans that the Council is

aware of. As this count is undertaken on a specific date unauthorised encampments which occur on other dates are not recorded.

2.11. The 2015 caravan counts took place on the 15<sup>th</sup> of January and 16<sup>th</sup> of July both of which identified one caravan in the south of the County. This is a private site.

2.12 There is also a private site at Llangeview near Usk for 2 pitches, however, at the time of the caravan counts it would appear that the site was unoccupied and subsequently not picked up through the counts.

2.13. It is evident from past caravan counts that in comparison with other authorities Monmouthshire has a very low gypsy and traveller population.

#### 2.14 Current Accommodation Provision

2.15 Monmouthshire currently has no local authority run sites, either residential or transit.

2.16 Monmouthshire has two privately owned sites.

2.17 There are no sites currently under review at the planning stage. Nor are there any temporary planning permissions in place.

2.18 There has been a total of 10 unauthorised encampments used by the travelling community when travelling through the County during the years 2013, 2014 and 2015. The following graphs show the number of occurrences by month and year (figure 1); the total number of caravans per year (figure 2) and the duration of the stay (figure 3).

Figure 1

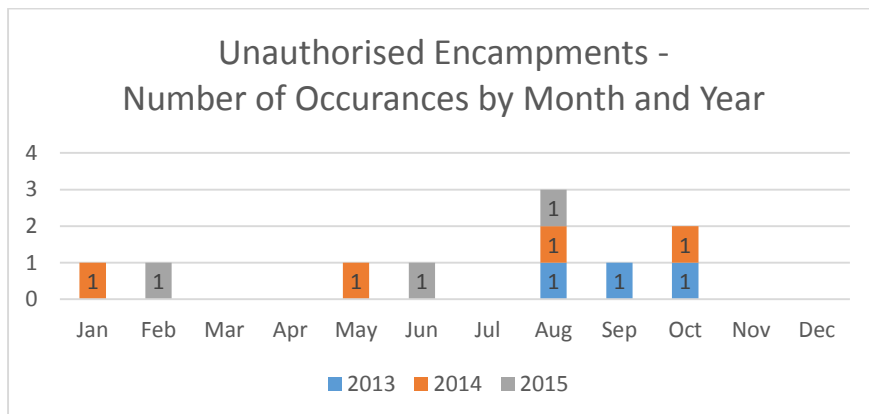
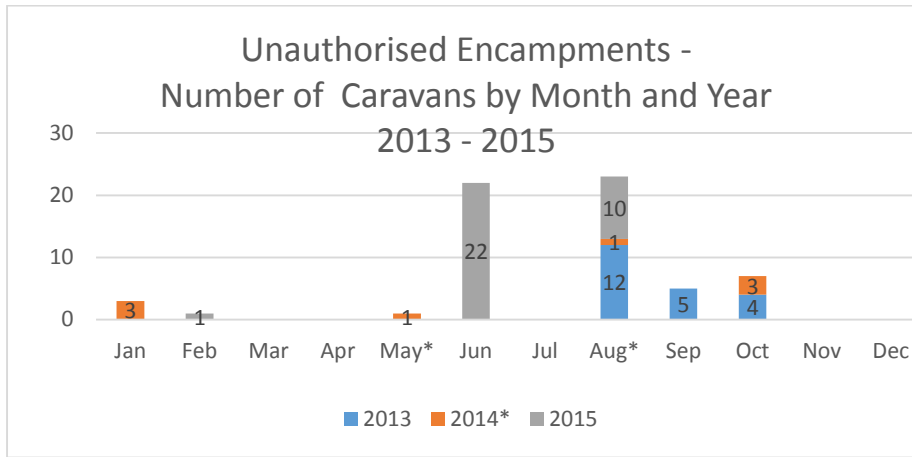
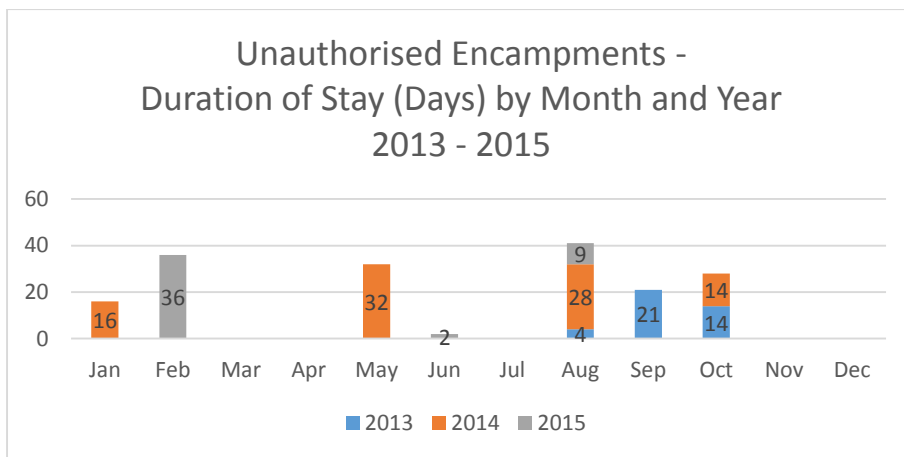


Figure 2



\* Incomplete data for May & August 2014. This figure is a nominal and is likely to be a gross under estimation of the true figure.

Figure 3



## Chapter Three

### 3.0 Methodology

#### 3.1 Project Steering Group

3.2 For the assessment to be taken seriously by the Gypsy and Traveller community it needed to be well informed and robust. It was therefore recognised that the starting point should be the formation of a steering group comprising of important key stakeholders some of which already have established networks within the community.

3.3. The purpose of the group was to take ownership and oversee the assessment process and to assist the Council in meeting its statutory duty to assess the accommodation needs of the Monmouthshire Gypsy & Traveller community. Its key responsibilities were to:

- Identify other relevant agencies who should be asked to participate in the steering group
- To positively promote the Assessment and encourage participation
- Provide local knowledge;
- Help to identify households living within the community
- Publicise the assessment study within their own fields and to households within the respective networks
- To help raise awareness of the Gypsy & Traveller culture and the potential barriers typically experienced
- To help scrutinise and provide feedback on the results:
- To sign off the report to be submitted to Welsh Government.

3.4. The group consisted of representations from the following agencies:

- MCC Elected Members
- SE Wales Regional Equality Council
- Equalities Officer (MCC)
- Adult Social Services (MCC)
- Rural Programmes Manager (MCC)
- Specialist Environmental Health Officer (MCC)
- Monmouthshire Housing Association
- Melin Homes
- Planning Policy Department (MCC)
- Housing Options Team (MCC)
- Children's Services - Safe Guarding in Education
- Principal Officer Inclusion Officer - Children and Young People (MCC)
- Deputy Head of Gwent Education Minority Ethnic Service (GEMS)
- Senior Commissioning Officer, Supporting People (MCC)
- Housing & Communities Manager (MCC)
- Project Officer, Monmouthshire Voices

- Waste & Street Services (MCC)
- Regional Community Cohesion Co-ordinator East Gwent
- Gwalia
- Public Health Wales
- Police
- Member of the local Gypsy & Traveller community (x 4)
- Officer from adjoining local authorities.

### 3.5. Study Methodology

- 3.6 The assessment study was conducted directly by officers from the Council's Housing & Community Services between June and November 2015.
- 3.7 The priority at the onset was, as per the Guidance, to endeavour to undertake face to face interviews to not only maximise engagement opportunities but also to mitigate against possible literacy issues
- 3.8 Where applicable, members of the Steering Group provided information of known Gypsy & Travellers and also where applicable, informed households that the Assessment was being conducted and invited household's to participate.
- 3.9 Due consideration was given to the engagement checklist contained in the Guidance. Table 1 sets out the Guidance checklist and provides commentary about the Council's application of the checklist within the context that the Council does not have any local authority run sites in the County:

Table 1: Welsh Government Checklist

1.	<p>Visit every Gypsy and Traveller household identified through the data analysis process up to 3 times, if necessary.</p> <ul style="list-style-type: none"> <li>• There was only one household that the Council did not manage to fully engage with and repeat visits failed to achieve successful contact. A request to liaise with a family representative (a planning consultant) was also unsuccessful</li> </ul>
2.	<p>Publish details of the GTAA process, including contact details to allow community members to request an interview, on the Local Authority website, Travellers' Times website and World's Fair publication.</p> <ul style="list-style-type: none"> <li>• This guidance was followed. In addition the Council published a press release in August 2015.</li> </ul>
3.	<p>Consult relevant community support organisations.</p> <ul style="list-style-type: none"> <li>• The Council engaged closely with the SE Wales Regional Equality Council who helped inform the Assessment. This engagement facilitated the input of the Equality Council's Gypsy &amp; Traveller Liaison Officer.</li> </ul>

4.	<p>Develop a Local Authority waiting list for both pitches and housing, which is accessible and communicated to community members.</p> <ul style="list-style-type: none"> <li>• All households interviewed were advised about the Council's Housing Register and invited to register an application.</li> <li>• At the time of the Assessment, the Council did not have a waiting list in place.</li> <li>• The Assessment process identified households who were interested in going on to a pitch waiting list.</li> <li>• A recommendation of this Assessment is to establish a waiting list policy and to contact and invite those households to register.</li> </ul>
5.	<p>Endeavour to include Gypsies and Travellers on the GTAA project steering group.</p> <ul style="list-style-type: none"> <li>• Invitations to join the Steering Group were accepted by four individual members of the Gypsy &amp; Traveller community, all of whom were residents of bricks and mortar social housing.</li> </ul>
6.	<p>Ensure contact details provided to the Local Authority by community members through the survey process are followed up and needs assessed.</p> <ul style="list-style-type: none"> <li>• All interviews provided the opportunity for other community members to be interviewed through the process.</li> </ul>
7.	<p>Consider holding on-site (or nearby) GTAA information events to explain why community members should participate and encourage site residents to bring others who may not be known to the Local Authority.</p> <ul style="list-style-type: none"> <li>• This wasn't considered appropriate for Monmouthshire due to there being no Council managed site in the County.</li> </ul>

3.10. Raising awareness of the survey internally within the Council and externally has been a priority of the methodology. The following range of mechanisms have been utilised to communicate the implementation of the assessment:

- Briefing note provided to all Elected Members and an Elected Member Briefing Session supported by officers from Housing & Communities and Planning Services, prior to full Council on 30<sup>th</sup> July 2015. This included the circulation of a bespoke briefing note, a copy of the Council's flyer and a link to the Welsh Government video.
- Press release August 2015
- The distribution of a Monmouthshire County Council flyer by Steering group members to Gypsy & Traveller households
- Assessment details published on the Council's website
- An awareness briefing was provided to the Steering Group on 10<sup>th</sup> September 2015 by the SE Wales Regional Equalities Council. The intention was to arrange awareness training for the Council's elected members. However, this wasn't



progressed due to the Welsh Governments proposal to organise regional training across Wales.

- Regional elected member awareness training by Welsh Government on 14<sup>th</sup> December 2015. Six Monmouthshire County Council elected members attended
- The Assessment was considered and scrutinised by the Council's Stronger Communities Select Committee on 11<sup>th</sup> January 2016
- The Assessment Report is to go before the Council's Cabinet on 3rd February 2016.
- An outcome of the engagement has been the feedback relating to the understanding of the Council's planning policies and procedures. The Council, therefore, has agreed to facilitate a briefing session in the Spring of 2016 targeted at Gypsy & Traveller households.

## Chapter 4

### 4.0. Survey Findings

#### 4.1. Households Interviews

4.2. The following provides a profile of the assessment interviews

4.3. 20 Households were identified through the following means:-

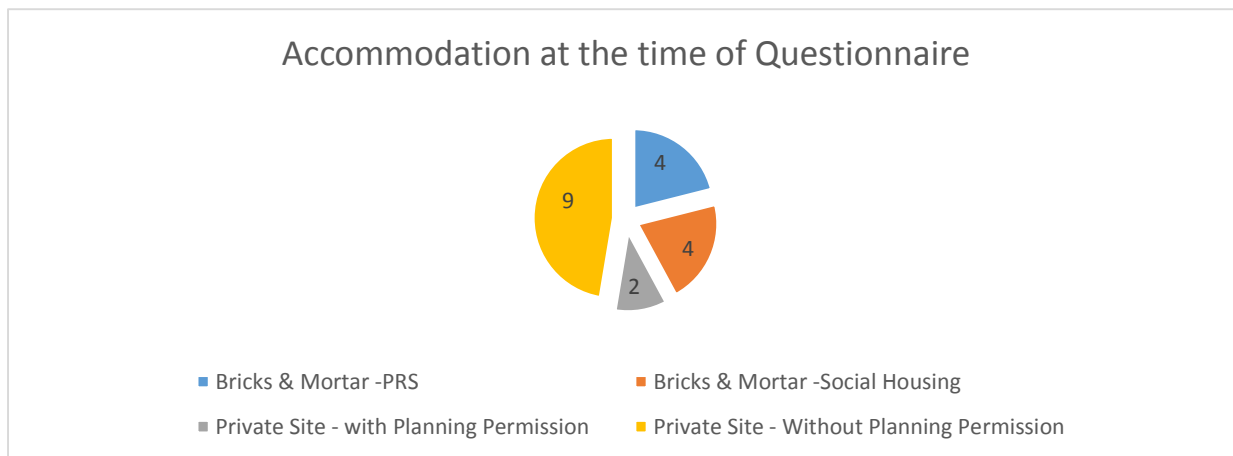
- The housing register.
- By members of the steering group.
- By attending unauthorised encampments.
- Through the interviewing process itself - 4 households were identified as additional contacts through the interviewing process

4.4. 19 households were surveyed in total, of which 18 interviews were conducted face to face and one by telephone as they lived outside the county.

4.5. One household declined to undertake the survey without first seeking advice and guidance from a family representative. Phone, email and text messages were sent to the representative, none of which were returned.

4.6. Just over 42% of the interviews were from respondents living in bricks and mortar, while just over 58% were from respondents living on Private sites. A full breakdown can be seen at figure 4 below.

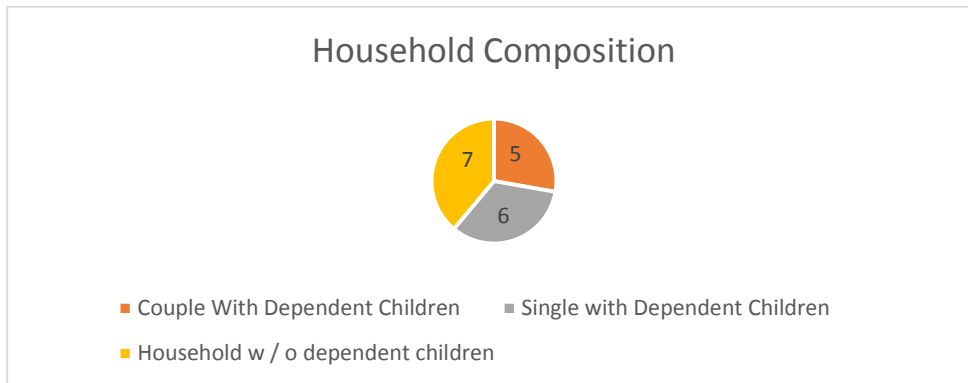
Figure 4 – Accommodation at the Time of Questionnaire



#### 4.7. Household Composition:

4.8. 19 respondents completed this section with a small majority of households having dependent children. See figure 5, below for a detailed breakdown.

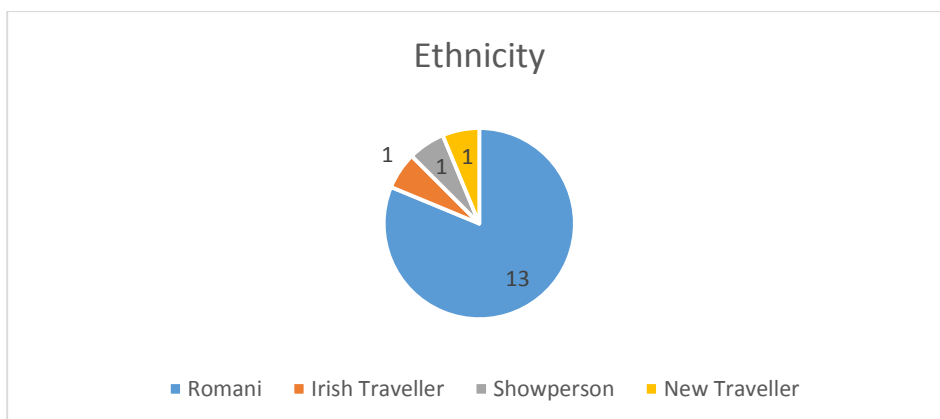
Figure 5 – Household Composition



#### 4.9. Household Ethnicity:

4.10. Thirteen out of nineteen respondent households identified their ethnicity as Romani, while three households identified themselves as Irish Traveller, Travelling Showperson and a New Traveller respectively (figure 6). Three respondent households declined to answer.

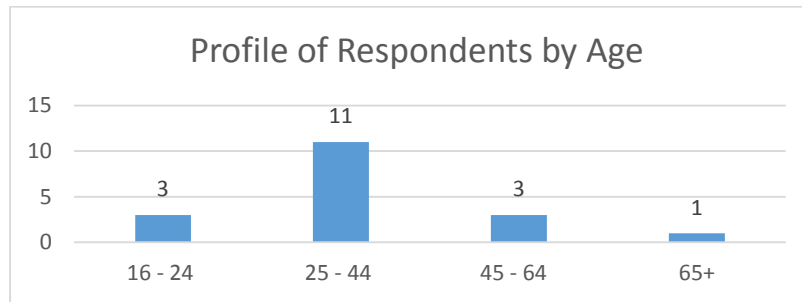
Figure 6 – Household Ethnicity



#### 4.11. Respondent by Age Profile:

4.12 It can be seen from figure 7 that the largest number of respondent households were between 25 -64 years of age. With three respondents being classed as a young person (16 – 24) and one respondent being classed as an older person household (65+). One Household declined to answer.

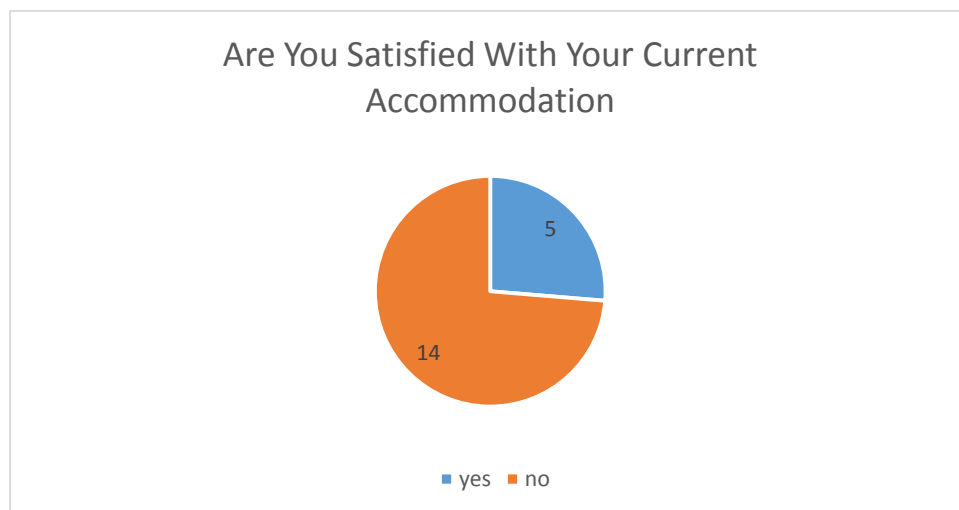
Figure 7 – Respondent by Age Profile



#### 4.13 Suitability of Current Accommodation:

4.14 Fourteen of the respondents when asked if they were happy with their current accommodation responded negatively (Figure 8).

Figure 8 – Suitability of Current Accommodation



4.15. A further analysis shows that out of the 14 respondents who were dissatisfied with their current accommodation

- Six live in bricks and mortar, the most common reasons cited for their dissatisfaction were feelings of being trapped and not being accepted by the community.
- Two respondents were living on one authorised site but were unhappy with the current planning permissions granted.
- Two respondents were living on two unauthorised but permanent sites and were unhappy with the facilities.
- Four respondents were living on unauthorised sites but these sites were temporary as they were occupied for a religious festival.

## Chapter Five

### 5.0 Assessing Accommodation Needs

#### 5.1 Understanding 'Need' and 'Preferences'

- 5.2. When it comes to pitch provision and choice travellers are limited as to where they can choose to live. This is because in contrast to the non-travelling households - which have much wider choices due to the availability of social housing estates in all local authorities – travellers encounter local authorities where there are no authorised sites at all.
- 5.3. This can result in travellers occupying sites in nearby local authorities where sites are available but they have a preference / need to live in a neighbouring local authority which has no sites. This has the effect of depriving a local household of a pitch. It can also mean that traveller households move into bricks and mortar accommodation in their preferred local authority area. For some this is an option choice but for others it is because there are no other suitable alternative options available to them.
- 5.4. This presents a challenge to a local authority when undertaking the assessments as it will want to distinguish between a need and a preference, as it is 'needs' that determine whether the local authority has to provide sites and pitches.
- 5.5. For the purpose of this assessment need may take the following form:
  - Households that have no authorised site on which to reside
  - Households that are overcrowded
  - Households that have a cultural aversion to living in conventional bricks and mortar housing.
- 5.6. Gypsy and Traveller households in conventional housing may experience what is known as 'cultural aversion'. This is where the impact of living in conventional housing is having a detrimental effect on the health and wellbeing of a household member.
- 5.7. However, it is not expected that local authorities do an in-depth investigation into an individual's assertion that they are suffering cultural aversion for purposes of this assessment, any in depth investigation should be made part of the authority's homelessness or pitch allocation policies. The assessment process aims to give a broad estimation of the likelihood of need in their area. (Paragraph 176 – 178 of the Guidance).

#### 5.8. Residential Unmet Need

- 5.9 In terms of assessing the accommodation needs of the travelling community the assessment surveyed travellers across all accommodation sites that they found themselves in at the time the survey was conducted, that is, bricks and mortar; unauthorised sites and private sites.

5.10 Table 2 below is shows the various factors which were taken into account when estimating the need for residential pitches in Monmouthshire.

Table 2 – An Estimate of need for residential site pitches

Current residential supply		Number of pitches
A. Occupied Local Authority pitches		0
B. Occupied authorised private pitches		3
<b>Total</b>		<b>3</b>
Planned residential supply		Number of pitches
C. Vacant Local Authority pitches and available vacant private pitches		0
D. Pitches expected to become vacant in near future (see note 1)		0
E. New Local Authority and private pitches with planning permission		0
<b>Total</b>		<b>0</b>
Current residential demand		Pitch demand
F. unauthorised encampments		1
G. unauthorised development		0
H. overcrowded pitches (see note 2)		1
I. Conventional housing (see note 3)		5
J. New households to arrive (see note 4)		0
<b>Total</b>		<b>7</b>
Current households ( see note 7)	Future households (at year 5)	Future households (Plan period)
K.1. 10	K.2 11 (see note 5)	K.3 11 (see note 6)
L.1. Additional household pitch need	L.2 1	L.3 1
<b>Unmet Need</b>		<b>Need arising</b>
		<b>Need accommodated</b>

Notes  
1. As identified through analysis of pitch turnover data.

2. Overcrowding – e.g. where family numbers have grown to the extent that there is now insufficient space for the family

M. Current residential demand	7	
N. Future residential demand (5 year)	1	
O. Future residential demand (plan	1	
P. Planned residential supply	0	
Q. Unmet need (5 year)		8
R. Unmet need (Plan period)		8

within its mobile home accommodation and insufficient space on the pitch or site for a further mobile home.

3. As identified in the survey. This includes those with a cultural aversion to conventional housing, those experiencing overcrowding, and those whom have reached adulthood and want to live on a site.
4. As identified in the survey through waiting list, Caravan Count or partnership working with Local Authorities in the region.
5. 118 households (current residential supply + current residential demand – pitches expecting to become vacant) @ 2.25% year on year for 5 years. Growth rate for illustration only. Local growth rate should be based on details identified in the local survey.
6. 118 households (current residential supply + current residential demand – pitches expecting to become vacant) @ 2.25% year on year for 15 years. Growth rate and 15 year plan period for illustration only. Local growth rate should be based on details identified in local survey. Plan period should align to current LDP.
7. Occupied authorised pitches plus the current residential demand, minus the expected vacancies from authorised pitches.

### 5.11. Current Residential Supply –

- Row A – is concerned with local authority run sites
- Row B – is concerned with private sites and pitches with planning permission.

Table 3 - Current Residential Supply.

Table Entry:	Row A = 0 Row B = 3
Explanation:	This section is concerned with the number of pitches in total on local authority and private sites.
Findings:	Monmouthshire has no local authority run sites and two private sites with a total of 3 pitches.

### 5.12. Planned Residential Supply

- Row C - Vacant Local Authority pitches and available vacant private pitches.
- Row D – Pitches expected to become vacant in near future (see note 1)
- Row E - New Local Authority and private pitches with planning permission

Table 4 - Planned Residential Supply

Table Entry:	Row C = 0 Row D = 0 Row E = 0
Explanation:	This section is concerned with the number of vacant pitches either current or becoming vacant in the near future in both local authority and private run sites. It also looks at any site in the planning process.
Findings:	Because Monmouthshire has no local authority sites there are no vacant pitches from this source.

#### 5.14 Current Residential Demand

- Row F – is concerned with unauthorised encampments
- Row G – is concerned with unauthorised development
- Row H – is concerned with overcrowding issues.
- Row I – Households identified in conventional housing
- Row J – Households identified by other local authorities and referred on to Monmouthshire.



Table 5 - Planned Residential Demand

Table Entry:	<p>Row F = 1</p> <p>Row G = 0</p> <p>Row H = 1</p> <p>Row I = 0</p> <p>Row J = 5</p> <p>Total = 7</p>
Explanation:	<p>This section is concerned with assessing the accommodation needs of the households interviewed and will inform the level of current and future demand. This involved officers making a judgement as to whether households expressed a need or a preference (see para 5.0.1, above).</p>
Findings:	<p>Seven households were found to have a current residential need.</p> <ul style="list-style-type: none"> <li>• One Household was being accommodated on a private site without planning permission and</li> <li>• One Household was considered as a need based in Monmouthshire (Housing Authority area) but for planning purposes the encampment comes under the jurisdiction of the Brecon Beacons National Park Authority.</li> <li>• It is estimated that five households from conventional housing were found to have a need for mobile accommodation based on cultural aversion.</li> </ul> <p>It should be noted that the current residential demand from those in conventional housing is not based on any in-depth assessment of each household but has been determined on the likelihood of them experiencing cultural aversion based on evidence and comments given at their interview. These comments ranged from issues of discrimination and harassment from neighbours to feelings of being trapped, one responded replied that ‘walls are like cages’.</p> <p>At the time of drafting no referrals from other local authorities have been received.</p> <p>No unauthorised developments were identified.</p>
Calculation:	<p>Rows F+G+H+I +J</p>

### 5.15. Current Households and Future Residential Demand

- Row K,
  - K1 - provides the current residential demand
  - K2 - This provides an estimate of additional households over the next 5 years.
  - K3 - This provides an estimate of additional households over the remaining Local Development Plan period.
- Row L, - Additional Household Pitch Need.
  - L1 - represents need for the next 5 years.

- L2 - represents need over the remaining Local Development Plan period.

Table 6 - Current Households and Future Residential Demand

Table Entry:	<p>Row K1 = 7</p> <p>Row K2 = 0</p> <p>Row K3 = 0</p> <p>Row L2 = 0</p> <p>Row L3 = 0</p>
Explanation:	<p>This section determines future demand based on the growth of households over the next 5 years and during the remaining Local Development Plan (LDP) period. Because the current LDP period runs to 2021 for the purpose of this report it is considered to runs co-terminus with the 5 year period.</p> <p>Growth figures are based on the findings of the assessment questionnaires which looked at family growth over the next five years.</p>
Findings:	<p>From The Assessment questionnaire a small number of households identified a demand for future household growth. Due to the small number identified, for calculation purposes we have taken the mid-range figure of 2% of the indicative range of percentage growth figures of between 1.5% and 3% suggested in the Guidance.</p>
Calculation:	<p>K1 is calculated by adding Rows F through to J minus Row E - D.</p> <p>K2 - based on the answers provided by the respondents of the survey.</p> <p>K3 - based on the answers provided by the respondents of the survey.</p> <p>L2 - is calculated by subtracting the number in Row K1 from the future number of household growth found in the K2 (<math>K2 - K1</math>).</p> <p>L3 - is calculated by subtracting the number in row K1 from the future number of household growth found in the K3 (<math>K3 - K1</math>).</p>

### 5.16. Unmet Need

- Row M – Current Residential Demand (5 year period)
- Row N - Future Residential Demand (remaining plan period)
- Row O – Future Residential Demand
- Row P – Planned Residential Pitch Supply
- Row Q – Unmet Need - over the next 5 year period.
- Row R – Unmet Need over the remaining LDP period.

Table 7 - Unmet Need

Table Entry:	Row M = 7 Row N = 1 Row O = 1 Row P = 0 Row Q = 8 Row R = 8
Explanation:	This section is concerned with the overall residential or unmet need for additional pitches over the next 5 years and over the remaining LDP period, which for Monmouthshire run concurrently.
Findings:	From the Assessment questionnaire a small number of households identified a demand for future household growth. Due to the small number identified, for calculation purposes we have taken the mid-range figure of 2% of the indicative range of percentage growth figures of between 1.5% and 3% suggested in the Guidance.
Calculation:	M- current residential demand found in Row K1. N – Populated by the number found in Row K2 (5 year period). O - Populated by the number found in Row K3 (remaining LDP period). P - This is the aggregate of Rows C, D and E. Q - Is the calculated by adding current residential demand (Row M) and future 5 year residential demand (Row N) and subtracting the planned residential supply (Row P) [M + N –P]. R – Is calculated by adding current residential demand (Row M) and future residential demand over the remaining LDP period (Row O) and subtracting the planned residential supply (Row P) [M+O-P]

## 5.17. Transit Need

- 5.18. Under the Housing Act 2014, Local Authorities have a statutory duty to provide transit sites if an identifiable need is found.
- 5.19 However, when taking into account the guidance on calculating transit need with the evidence provided by the Welsh Government’s Caravan Count, the Council’s data on unlawful encampments and the evidence provided by the assessment questionnaire this would suggest that there is not a need for a transit site in Monmouthshire.
- 5.20 Section E of the survey questionnaire suggests that there is need for temporary stopping places within Monmouthshire and Wales as a whole.
- 5.21 The Welsh Government has encouraged local authorities to work in partnership to develop a national network of transit sites in the most appropriate locations throughout Wales, this assessment supports this approach to meet the requirements for short-term stopping place accommodation.

## Chapter Six

### 6.0. Conclusions; Recommendations and Next Steps

6.1. This chapter looks at the key conclusions and recommendations in respect of meeting the accommodation needs of Gypsies, Travellers and Showpeople in Monmouthshire. However a note of caution, calculating levels of need for Gypsies, Travellers and Showpeople is not as straight forward as being able to calculate conventional housing need. When looking at the needs of Gypsies, Travellers and Showpeople we are not just considering the need for accommodation but also the need to maintain a way of life – their cultural identity – that is achieved from living in mobile accommodation. It should also be noted that when calculating conventional housing accommodation need, data is available from an extensive number of sources. Due to cultural sensitivities and lack of engagement from the community in general this level of data is not available when undertaking this type of survey.

### 6.2. Conclusions

6.3. The key issues that came out of the assessment process can be summarised as follows:

- The Assessment identified a higher number of Gypsy & Traveller households in Monmouthshire than previous data sources indicated. 12 households were identified in total, 7 living in bricks and mortar and 4 in mobile accommodation.
- There is an estimated unmet need for eight pitches to 2021, based on overcrowding, unauthorised occupation and the likelihood of cultural aversion to conventional housing.
- There is not a need for a transit site due to the low number of unauthorised encampments in the County.
- A need for stopping places has been identified.
- A need for travelling Showpeople yard has not been identified.
- There is an expectation that the Council should have a waiting list to allow Gypsy & Traveller households to register an interest in obtaining an authorised pitch for a mobile home, as well as for bricks and mortar accommodation
- A number of households within the community do not understand the Council's Planning Policy in relation to pitch provision.
- No additional households who wanted or needed to live in Monmouthshire have been drawn to the attention of the Council from other Welsh authorities
- Further consideration is given to amending current planning permission to allow lifetime occupation by additional named individuals in order to address identified unmet need

### 6.4. Recommendations

6.5 Based on the key issues identified above at 6.3 it is recommended that consideration is given to the following:

- The Council to conduct in-depth further assessments into the households identified by the assessment as having a likelihood of need based on cultural aversion.
- The Council establishes a pitch waiting list policy.
- The Council considers amending current planning permission to allow lifetime occupation by additional named individuals in order to address identified unmet need
- The Council works collaboratively with neighbouring local authorities to meet identified need for the development of additional temporary stopping places within the Gwent region;
- The Council organises an engagement event to enable Gypsy & Traveller households to find out more about the Council's planning policies and procedures so that the Community is able to seek planning advice on development opportunities prior to future land purchases.
- Mechanisms are established to enable effective engagement with both settled and Gypsy Traveller communities in relation to the identification of future potential sites.

#### **6.6. Next Steps**

- Undertake more detailed assessment of those households identified through the assessment as having a likelihood of need based on cultural aversion by May 2016.
- Establish a waiting list and policy during 2016
- Engage with neighbouring Gwent authorities in respect of stop-over sites in liaison with WG
- Organise the Planning briefing session for Gypsy & Traveller households in the Spring of 2016.
- Inform the 2016 LDP Annual Monitoring Report (AMR) and subsequent LDP review process of the Assessments findings/April 2016

*Housing (Wales) Act 2014 (anaw 7) 72***PART 3****GYPSIES AND TRAVELLERS***Meeting accommodation needs***101 Assessment of accommodation needs**

- (1) A local housing authority must, in each review period, carry out an assessment of the accommodation needs of Gypsies and Travellers residing in or resorting to its area.
- (2) In carrying out an assessment under subsection (1) a local housing authority must consult such persons as it considers appropriate.
- (3) In subsection (1), “review period” means—
  - (a) the period of 1 year beginning with the coming into force of this section, and
  - (b) each subsequent period of 5 years.
- (4) The Welsh Ministers may amend subsection (3)(b) by order.

**102 Report following assessment**

- (1) After carrying out an assessment a local housing authority must prepare a report which—
  - (a) details how the assessment was carried out;
  - (b) contains a summary of—
    - (i) the consultation it carried out in connection with the assessment, and
    - (ii) the responses (if any) it received to that consultation;
  - (c) details the accommodation needs identified by the assessment.
- (2) A local housing authority must submit the report to the Welsh Ministers for approval of the authority’s assessment.
- (3) The Welsh Ministers may—
  - (a) approve the assessment as submitted;
  - (b) approve the assessment with modifications;
  - (c) reject the assessment.
- (4) If the Welsh Ministers reject the assessment, the local housing authority must—
  - (a) revise and resubmit its assessment for approval by the Welsh Ministers under subsection (3), or
  - (b) conduct another assessment (in which case section 101(2) and this section apply again, as if the assessment were carried out under section 101(1)).
- (5) A local housing authority must publish an assessment approved by the Welsh Ministers under this section.

**103 Duty to meet assessed needs**

- (1) If a local housing authority’s approved assessment identifies needs within the authority’s area with respect to the provision of sites on which mobile homes may be stationed the authority must exercise its powers in section 56 of the Mobile Homes (Wales) Act 2013 (power of authorities to provide sites for mobile homes) so far as may be necessary to meet those needs.
- (2) But subsection (1) does not require a local housing authority to provide, in or in connection with sites for the stationing of mobile homes, working space and facilities for the carrying on of activities normally carried out by Gypsies and Travellers.
- (3) The reference in subsection (1) to an authority’s approved assessment is a reference to the authority’s most recent assessment of accommodation needs approved by the Welsh Ministers under section 102(3).

**104 Failure to comply with duty under section 103**

- (1) If the Welsh Ministers are satisfied that a local housing authority has failed to comply with the duty imposed by section 103 they may direct the authority to exercise its powers under section 56 of the Mobile Homes (Wales) Act 2013 so far as may be necessary to meet the needs identified in the authority’s approved assessment.

- (2) Before giving a direction the Welsh Ministers must consult the local housing authority to which the direction would relate.
- (3) A local housing authority must comply with a direction given to it.
- (4) A direction given under this section—
  - (a) must be in writing;
  - (b) may be varied or revoked by a subsequent direction;
  - (c) is enforceable by mandatory order on application by, or on behalf of, the Welsh Ministers.

**105 Provision of information upon request**

- (1) A local housing authority must provide the Welsh Ministers with such information (and at such times) as they may require in connection with the exercise of their functions under this Part.
- (2) The Welsh Ministers may exercise their powers under this section generally or in relation to a particular case.

**106 Guidance**

- (1) In exercising its functions under this Part, a local housing authority must have regard to any guidance given by the Welsh Ministers.
- (2) The Welsh Ministers may—
  - (a) give guidance either generally or to specified descriptions of authorities;
  - (b) revise the guidance by giving further guidance under this section;
  - (c) withdraw the guidance by giving further guidance under this section or by notice.
- (3) The Welsh Ministers must publish any guidance or notice under this section.

**107 Duties in relation to housing strategies**

- (1) This section applies where a local housing authority is required under section 87 of the Local Government Act 2003 to have a strategy in respect of meeting the accommodation needs of Gypsies and Travellers residing in or resorting to its area.
- (2) The local housing authority must—
  - (a) have regard to any guidance given by the Welsh Ministers in preparing its strategy;
  - (b) take the strategy into account in exercising its functions (including functions exercisable other than as a local housing authority).

*General*

**108 Interpretation**

In this Part—

“accommodation needs” ( *“anghenion llety”* ) includes, but is not limited to, needs with respect to the provision of sites on which mobile homes may be stationed;

“Gypsies and Travellers” ( *“Sipsiwn a Theithwyr”* ) means—

- (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 dependant’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 of living in a mobile home;

“mobile home” ( *“cartref symudol”* ) has the meaning given by section 60 of the Mobile Homes (Wales) Act 2013.

**109 Power to amend definition of Gypsies and Travellers**

- (1) The Welsh Ministers may by order amend the definition of Gypsies and Travellers in section 108 by—
  - (a) adding a description of persons;
  - (b) modifying a description of persons;
  - (c) removing a description of persons.

(2) An order under this section may also make such amendments of the Mobile Homes (Wales) Act 2013 as the Welsh Ministers consider necessary or appropriate in consequence of a change to the definition mentioned in subsection (1).

**110 Consequential amendments**

Part 2 of Schedule 3 makes consequential amendments relating to this Part.



## Mobile Homes (Wales) Act 2013

### PART 5

#### POWERS OF LOCAL AUTHORITIES

##### 56 Power to provide sites for mobile homes

(1) A local authority may within its area provide sites where mobile homes may be brought, whether for holidays or other temporary purposes or for use as permanent residences, and may manage the sites or lease them to another person.

(2) A local authority has power to do anything appearing to it desirable in connection with the provision of such sites and the things which it has power to do include (but are not limited to)—

(a) acquiring land which is in use as a mobile home site or which has been laid out as a mobile home site,

(b) providing for the use of those occupying mobile home sites any services for their health or convenience, and

(c) providing, in or in connection with sites for the accommodation of Gypsies and Travellers, working space and facilities for the carrying on of activities normally carried on by them.

(3) In exercising its powers under this section a local authority must have regard to any standards specified by the Welsh Ministers under section 10.

(4) Before exercising the power under subsection (1) to provide a site the local authority must consult the fire and rescue authority—

(a) as to measures to be taken for preventing and detecting the outbreak of fire on the site, and

(b) as to the provision and maintenance of means of fighting fire on it.

(5) A local authority must make in respect of sites managed by it, and of any services or facilities provided or made available under this section, such reasonable charges as it may determine.

(6) A local authority may make available the services and facilities provided under this section for persons whether or not they normally reside in its area.

(7) A local authority may, where it appears to it that—

(a) a mobile home site or an additional mobile home site is needed in its area, or

(b) that land which is in use as a mobile home site should in the interests of the users of mobile homes be taken over by the local authority, acquire land, or any interest in land, compulsorily.

(8) The power conferred by subsection (7) is exercisable in any particular case only if the local authority is authorised by the Welsh Ministers to exercise it.

(9) The Acquisition of Land Act 1981 has effect in relation to the acquisition of land, or an interest in land, under subsection (7).

(10) A local authority does not have power under this section to provide mobile homes.

**Policy H8 – Gypsy, Traveller and Travelling Showpeople Sites**

Where a need is identified for transit or permanent pitches/ plots for the accommodation needs of Gypsies, Travellers and Travelling Showpeople, they will be permitted provided they:

- a) Would enable the established need to be met at a location that is accessible to schools, shops and health care, by public transport, on foot or by cycle;
- b) Have a safe and convenient access to the highway network and will not cause traffic congestion or safety problems;
- c) Are of a suitable size to allow for the planned number of caravans, amenity blocks, a play area (for children on sites housing multiple families), the access road and include sufficient space for the parking and safe circulation of all vehicles associated with occupiers within the site curtilage;
- d) Do not occupy a prominent location and are consistent with LDP policies for protecting and enhancing character and distinctiveness of the landscape and environment. Where necessary the proposal will include mitigating measures to reduce the impact, and assimilate the proposal into its surroundings e.g. screening and landscaping;
- e) Avoid areas at high risk of flooding and proximity to uses with potential sources of pollution or emissions;
- f) Are of an appropriate scale to their location and do not have an unacceptable impact on the amenities of neighbouring land uses;
- g) Are served, or can be served, by adequate on-site services for water supply, power, drainage, sewage disposal and waste disposal (storage and collection), and for Travelling Showpeople that there is a level area for outdoor storage and maintenance of equipment.

Proposals for the use of land for emergency pitches<sup>1</sup> to meet proven need for use by gypsies and travellers will provide basic facilities, meet criteria b, d, e and f of this policy, and the location should be within reasonable travelling distance of a settlement with services and community facilities, including health and education.

*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. Working space may also be provided on, or near, sites for activities carried out by community members.

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

*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 maximum of 3 months at a time. Specific terms under the Mobile Homes (Wales) Act 2013 apply on these sites. Working space may also be provided on, or near, sites for activities carried out by community members.

*Temporary Stopping Place* - Also known as a 'stopping place', 'Atchin Tan', or 'green lane', amongst other names. These are intended to be short-term in nature to assist Local Authorities where a need for pitches is accepted, however, none are currently available. Pro-actively identified temporary stopping places can be used to relocate inappropriately located encampments, whilst alternative sites are progressed. Temporary stopping places must make provision for waste disposal, water supply and sanitation at a minimum.

*Residential pitch* - Land on a mobile home site where occupiers are entitled to station their mobile homes indefinitely (unless stated in their pitch agreement). Typically includes an amenity block, space for a static caravan and touring caravan and parking.

*Transit pitch* - Land on a mobile home site where occupiers are entitled to station their mobile homes for a maximum of 3 months. Transit pitches can exist on permanent residential sites, however, this is not recommended.

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.

Unauthorised development - Land occupied by the owner without the necessary land use planning permission.

Current residential supply - The number of authorised pitches which are available and occupied within the Local Authority or partnership area. This includes pitches on Local Authority or private sites.

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 and want a pitch;
- Households in conventional housing demonstrating cultural aversion;
- New households expected to arrive from elsewhere.
- 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 LDP period.

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.

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 by households moving to conventional housing or in other circumstances. Additional pitches which are due to open on private sites likely to achieve planning permission shortly should be included as planned residential supply.

Household In this guidance this refers to individuals from the same family who live together on a single pitch / house / encampment.

Concealed or 'doubled up' household - This refers to households which are unable to achieve their own authorised accommodation and are instead living within authorised accommodation (houses or pitches) assigned to another household. This may include adult children who have been unable to move home or different households occupying a single pitch.

Household growth - In this guidance household growth is defined by the number of new households arising from households which are already accommodated in the area.